

THE
Treatment of Delinquents

SEVENTY-THIRD ANNUAL REPORT

OF THE

Prison Association of New York

135 EAST FIFTEENTH STREET

NEW YORK

1917

ALBANY
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1918

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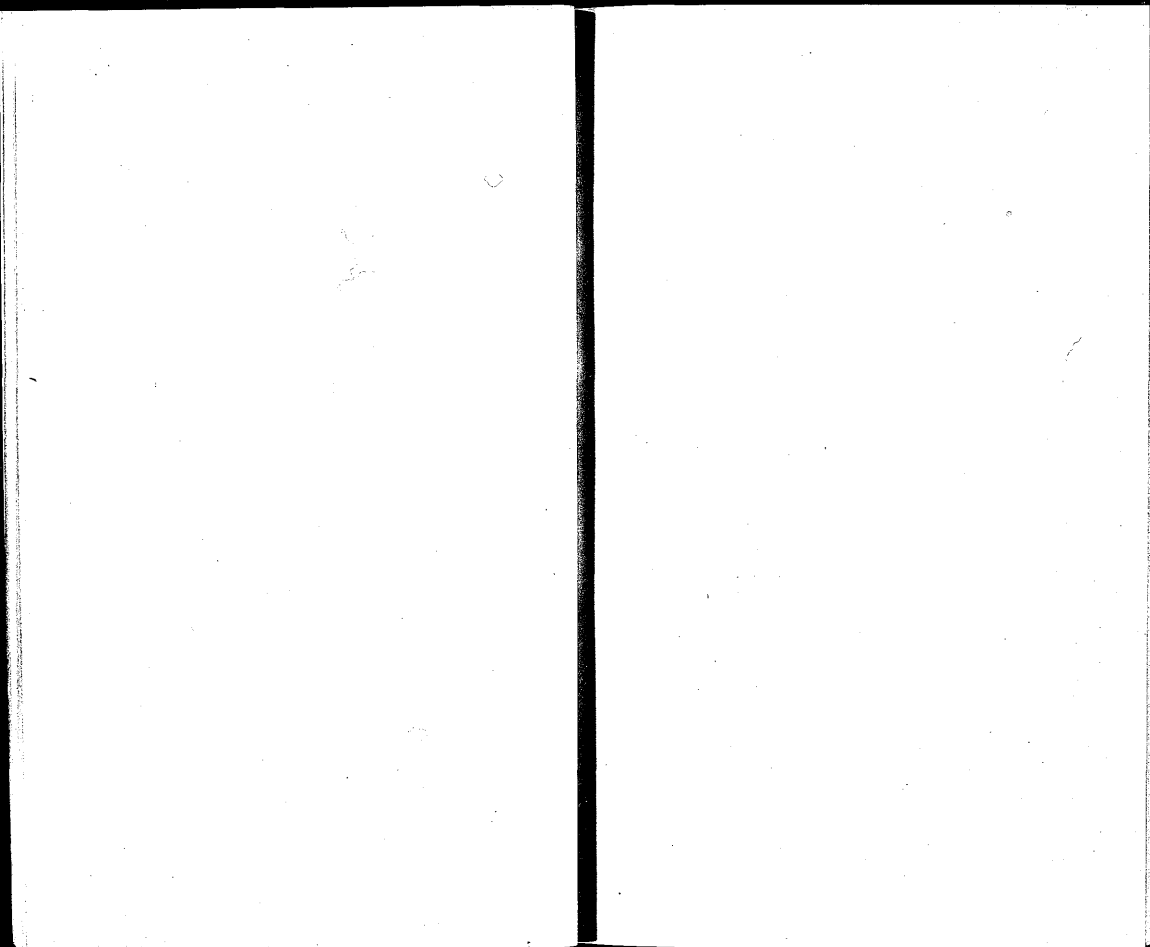


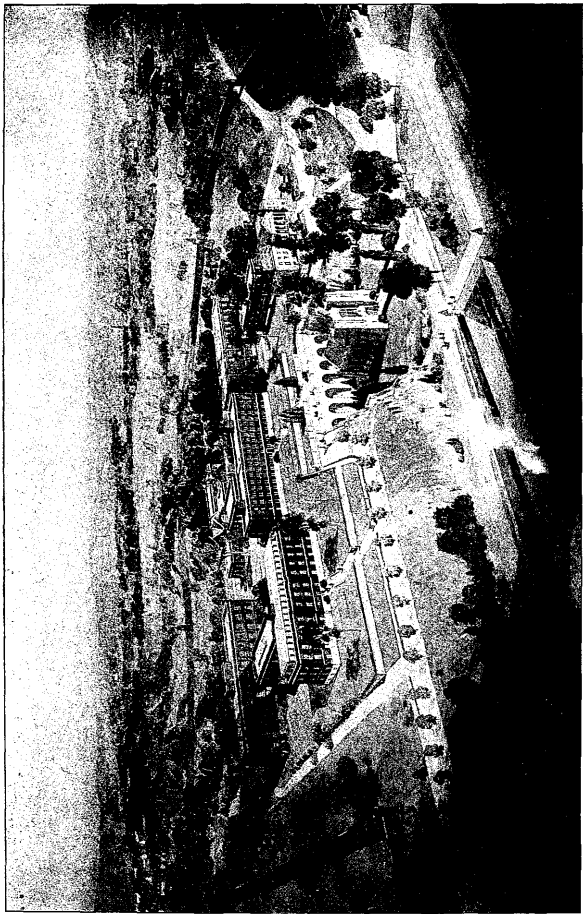
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The New Sing Sing. (Under Construction.)

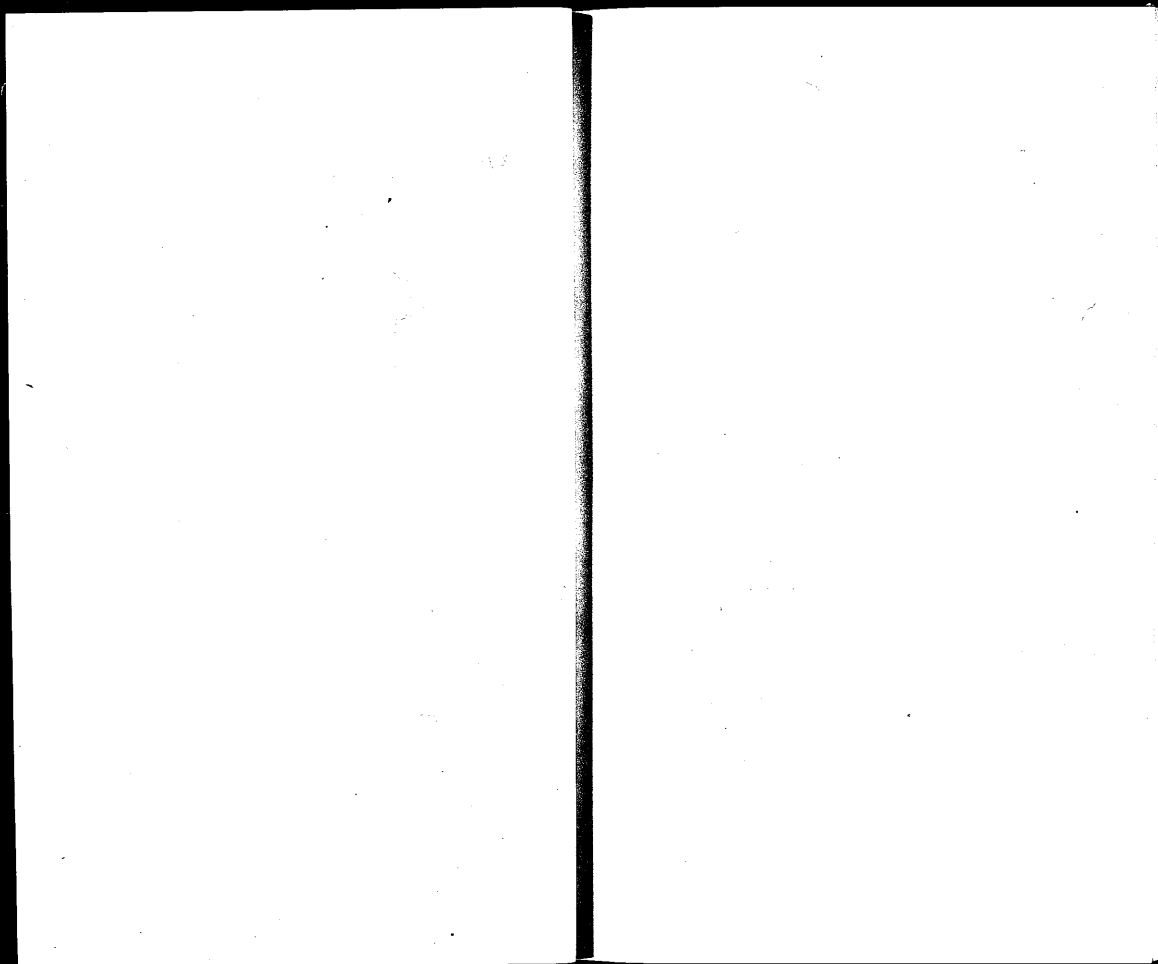
PREFACE

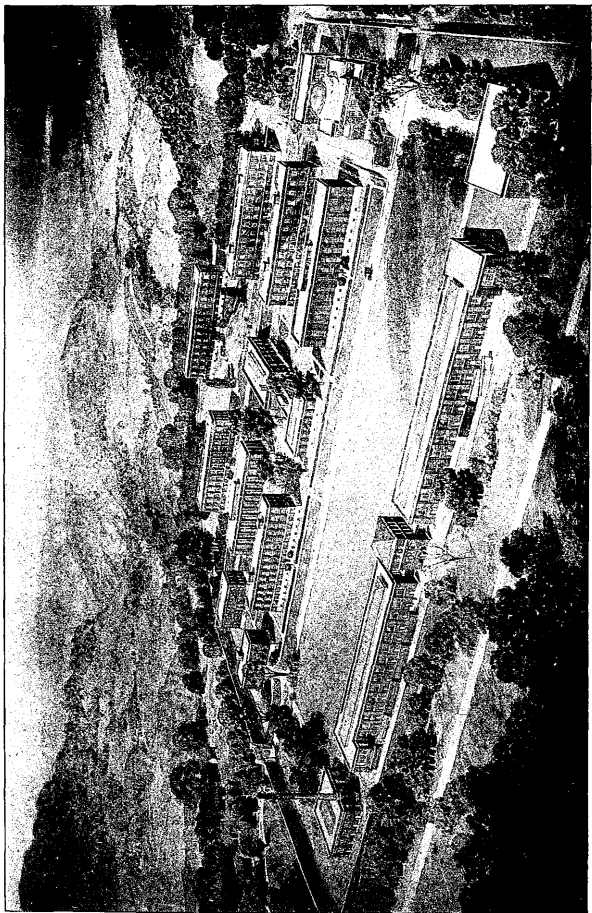
THIS publication of the Prison Association of New York is an official report to the Legislature of the State of New York, the seventy-third of the series of annual reports begun in 1845.

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

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

The principal activities of the Prison Association are outlined on pages 74-98 of this Report. The Bureaus of the Society are the following: Administrative, Inspection and Research, Parole, Probation, Relief, Employment, Financial.





The New State Prison at Wingdale, (Under Construction.)

THE PURPOSES
OF
THE PRISON ASSOCIATION OF NEW YORK

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

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1918

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STATE OF NEW YORK

No. 63

IN ASSEMBLY

APRIL 12, 1918.

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

HON. EDWARD SCHOENECK,

Lieutenant-Governor of New York:

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

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK,
by EUGENE SMITH, *President*.
O. F. LEWIS, *General Secretary*.

INTRODUCTION

THE PRISON ASSOCIATION OF NEW YORK

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

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

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

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

The legal power of the Association is considerable. The executive committee, by such committees as shall from time to

time be appointed, has the power and the duty to inspect and examine all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. The authority for such inspection is found in Paragraph 6 of Article II of the constitution of the Association. Orders for the purpose of inspection and investigation are issued by one of the judges of the Supreme Court, or by other competent authority.

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

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

Colony, the State Reformatory for Misdemeanants, the farm colony of the Board of Inebriety of New York City and the proposed State Custodial Asylum for Feeble-Minded Male Delinquents.

The most conspicuous militant activity of the Association has been, recently, the campaign under the slogan: "Sing Sing Must Go."

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

The Association's report has been materially shortened this year, partly because it is important further to economize during the period of the war, and partly because the detailed reports of inspections of correctional institutions have been so ample during recent years as to accomplish their purpose of portraying during a series of years the conditions most needing rectification. In the present report, such inspections are summarized.

The following report presents, first, a series of chapters (21 to 81, inclusive), embodying the "necessary next steps in the treatment of delinquents," under which title these chapters have been separately published and used in the legislative session of 1918. Following these chapters there is presented in chapters 9 and 10 a brief summary of the activities of the Prison Association in 1917. The concluding sections of the Report present the summarized inspections of the Association for the year.

The Bureau of Inspection and Research has devoted its work of inspection during practically entirely to the county penitentiaries, county jails, and institutions of the Department of Correction of the City of New York. In 1918, detailed inspections will be made of the prisons and reformatories.

THE NEXT STEPS TO BE TAKEN

SUMMARY

1. Misdemeanants should be admitted to the New York State Reformatory, at Elmira, on an indeterminate sentence, with a maximum of three years. A parole system, similar in principle to that already employed by the Reformatory, should be established for misdemeanants committed to the Reformatory. (Page 69.)

2. There should be established a custodial institution for male defective delinquents, and an institution for female defective delinquents. The power of transfer of defective delinquents from other correctional institutions should be provided by law. Custody in these institutions should be indefinite, as is at present the case in the hospitals for the criminal insane, and in the asylums for the feeble-minded. (Page 56.)

3. The psychiatric clinic, established at Sing Sing Prison, and heretofore maintained by private funds, should be taken over by the State, and appropriations for its continuation and development should be made. (Page 31.)

4. Appropriations for the maintenance of the new prison at Sing Sing as a reception hospital and clearing house should be made as soon as the new institution approaches completion. (Page 31.)

5. The State Parole Board should be reorganized, the members thereof to give their full time to the work. An adequate corps of parole officers should be provided, as well as necessary clerical workers. (Page 49.)

6. A Commission should be authorized by the Legislature, to study the correctional needs of the State, and its political divisions, and to present a plan for the centralization of the management of correctional institutions under a State Department of Correction. (Page 62.)

7. Criminological clinics should be established in the several cities of the State, to act as the scientific arms of the Courts. (Page 42.)

CHAPTER ONE

THE "INDIVIDUAL TREATMENT" OF PRISONERS

IT is generally accepted at present that the chief purpose of the imprisonment of lawbreakers is the *protection of society against crime*. Of all methods of reducing crime and preparing prisoners for an industrious, law-abiding life after imprisonment, reformatory methods seem most effective.

The problem, therefore, facing an intelligent prison administrator is as to what constitute the best methods of securing the reformation of prisoners. The trite phrase that "prisoners are human beings, after all," is accepted increasingly by the American public, and the statement manifests their belief that the prisoner is entitled to humane and rehabilitating treatment. This attitude of mind does not, however, in itself outline any specific method of achieving such necessary results.

The basis of a reasonable and constructive treatment of prisoners must be an adequate knowledge of their individual needs. These needs are often not obvious. Frequently they can be discovered only after considerable time, and careful study. The laws of the several American States assume in large measure that it is the duty of the State to render the inmate, through imprisonment, better fitted to be a decent citizen and a self-supporting member of the community. The State must therefore discover what the needs of the individual prisoner are, that such rehabilitation may take place.

This is good economic reasoning, as well as a sound humanitarian principle. The State aims primarily to reduce crime. However, a considerable proportion of inmates of prisons return to crime, after their release, for many causes, some of which are: Industrial incompetency, mental incompetency, physical incompetency, and unstable character. It is clearly advantageous to society, then, that the prisoner should emerge from prison without such incompetencies.

A characteristic of the history of prison management in this country has been the gradual perception of the soundness of this principle of the necessity of an adequate rehabilitation of the prisoner. In many parts of the United States, however, hardly more than the principle has been recognized. The machinery for

equipping prisoners for life is in general still faulty, often deplorably lacking, and not infrequently deliberately or callously unprovided.

One hundred and seventeen years ago Franz Joseph Gall wrote:

"The measure of culpability, and the measure of punishment, cannot be determined by a study of the illegal act, but only by a study of the individual committing the act."

The Individual, and Not the Crime.

Over a century has passed since Gall emphasized the fact that it was the individual and not the crime that must be regarded as the basis of treatment. Yet today it is still "modern" doctrine, unappreciated in large measure. Men are sent to different prisons according as they are felons or misdemeanants, a legal distinction. Murderers are considered as far more vicious and depraved than thieves, and thieves than vagrants. The law assumes to be able to differentiate between degrees of crime, and sets maximum sentences according to the apparent seriousness of the offense — not according to the apparent mental and physical characteristics of the offender. For the law has seized upon those characteristics that could be observed superficially and were apparent facts. Children were held to be less responsible than those over sixteen years of age, and persons over sixteen years of age have been regarded as far more reformable than those over thirty years of age. Insanity has been a cause for acquittal, or for removal to an insane hospital, but feeble-mindedness, not so clear-cut or apparent, has passed by the law into the prison.

These conditions are recognized and pointed out in such a statement as the following, by Dr. Bernhard Glueck, director of the Psychiatric Clinic at Sing Sing prison, who says that

"The intensive study of the individual delinquent from all angles and points of view"

must be the aim of the modern criminologist, and consequently of the modern prison administrator.

"Human beings vary within very wide limits in their susceptibility to correction or reformation. Some individuals, because of their psychological makeup, either qualitatively or quantitatively, are absolutely and permanently incorrigible, and can be dealt with only by permanent segregation and isolation from society."*

* Glueck, "Recent Progress in Determining the Nature of Crime, etc." Proceedings Nat. Conf. on Social Work, 1917.

The converse of that statement is that many individuals within prison walls are only accidentally criminals, and are highly salvageable by proper treatment, if indeed they need special treatment at all. A reasonable social environment provided in prison, and opportunities for industrial training, will suffice for a fairly large portion of the prison population. But the fundamental truth underlying both statements is that *each individual delinquent must be known to the proper prison authorities*, not superficially but thoroughly. Otherwise both the incorrigible criminal and the accidental offender, as well as the feeble-minded, the pervert, the insane and the physically diseased, will continue to be treated by the mass method, which is a penological survival of the principle of treating all or most diseases out of one bottle of medicine, and trusting to Providence — and to luck.

The Historical Development

At all stages in the history of American prisons, there have been efforts to ameliorate the conditions of prisoners, but they have been either sporadic or mainly external. The word "reformation" has appeared in the literature of prison reform for over a century. The salvage of prisoners is no new occupation. The Pennsylvania Quakers, a century before the American Revolution, fought against the use of capital punishment as a barbarous and indiscriminating measure of social protection against crime. Their efforts reduced the severities of the penal law in Pennsylvania in the late seventeenth century, but they succeeded only by conceding that severe physical punishments (and a century later, long terms of imprisonment) should take the place of the death penalty. This was, for the time of its enactment, a radical reformation of the penal law.

The fearfully long terms of imprisonment became, with the advent of a prison system in this country, from 1790 on, tempered with mercy through the use, and then the abuse, of the pardoning power, as exercised by the chief executive of the State. For the limits of human endurance required the establishment of some hope of an ultimate or possible reduction of sentence.

Out of the use of the pardoning power grew the principle of the commutation of sentence, generally for good behavior or good work, but often also for other than administrative reasons, thereby shortening the terms of all well-acting prisoners, but nevertheless failing to establish forms of individual treatment.

Physical and moral atrocities occurring within prisons led to the establishment of separate juvenile reformatories, like the House of Refuge in New York City, in 1824, thus removing children from the association with adults, in State prisons. The motive was of course to secure greater individualization of treatment, but what resulted was mainly the creation of two groups of prisoners out of one larger group. Nevertheless, there are frequent records of substantial efforts to develop "personality" in these children's institutions, of the kind that was permissible in well-conducted children seventy-five to one hundred years ago.

Fifty years later, in 1876, there was opened in New York the first State reformatory for adults, between the ages of 16 and 30. The purpose of this institution was further to break up into groups the prison population, separating from the older prisoners the young and assumably more salvable inmates. A program of rigorous and persistent academic, industrial and physical education was initiated, the indeterminate sentence and parole were introduced, and the assumption was evident that the inmate, when trained by the comprehensive curriculum, would emerge from the reformatory equipped to make and hold his place in the world.

The period from 1876 has been one of continued experimentation in correctional methods in this country. We are the land of so-called "reformatory methods." The indeterminate sentence, parole, probation, the honor system, and still later the efforts to give to prisoners a share in the government of their own prison house, have seemed to justify the belief that the function of the State treatment of prisoners is to reform.

Principles and Methods

There is a wide difference between the adoption of *principles* and the successful working out of *methods*. Placing a law upon the statute books does not ensure its successful application. The legal recognition of reformatory and preventive methods, to be applied to the problems of crime, has not meant in all instances the successful working out of the purposes of the laws. Indeed, the time is now ripe for frank recognition that to a *deplorably large extent, our methods of administration of sound reformatory principles like the indeterminate sentence, parole and probation have been weak, often trivial, and even wretchedly automatic.*

We have too often allowed ourselves to be lulled into comfortable penological drowsiness, if not into sleep itself, by the belief that, because so many excellent principles of rehabilitation have been embodied into law, our practice must be equally good.

We ought, especially at present, to face our faults and our failures. We have too long complacently praised our progress. We have too long allowed ourselves to believe that because we are doing many things well, and are ingenious in experimentation, we are doing all things well, and that all our experiments are successes. The close of the wholly unprecedented war of nations now being waged, which involves the entire world, will undoubtedly be followed by a great increase in delinquency. It is to be regarded as inevitable that the return to this country of a million, or of several million young men, mainly out of employment, will create labor problems of readjustment that will force not only the weak-willed and the marginal man into delinquency, but will expose even the stronger-minded to serious temptations. The nature of the life led by the soldier and that led by the daily worker in manual and clerical occupations vary to a high degree. It is casting no reflection upon the discipline of the army and navy, or of the American soldier and sailor, to proclaim the high necessity of preparing for problems of delinquency at the close of the war.

Now is, therefore, the time to take account of stock within our own State of New York, and to survey certain of our present methods of treatment of prisoners, and the possibilities of change or improvement.

First of all, and most of all, *we need to know the prisoner.* We have, until now, left in the main the reformation of the prisoner to his own resources, in prison, within the groups or the lines that have been prescribed for him to follow. Our point of view has been that, if we gave the prisoner the *chance and the facilities for reformation*, his obligation and responsibility was to employ those agencies. If he did not, our part of the bargain was largely met. The assumption has been, therefore, that the prisoner was responsible for his acceptance or his refusal of reformatory methods.

This theory, by which the State went so far as to place before the prisoner, in the State reformatories in particular, the means of reformation — industrial, scholastic, and physical — is faulty, in so far as it is made to apply to all prisoners in an institution. The theory works well enough for the "normal-minded," but

poorly or not at all for the mentally deficient and the psychotics. Hence, among other reasons, the partial failure of the reformatories to reform.

The assumption of the responsibility of the individual for his acts has been a fundamental part of the law of this country. Mitigating circumstances have found their way into the law, gradually, as in the case of the insane, who are acquitted or committed to a hospital for the insane. Children under seven have been declared by the law irresponsible, and diminished responsibility has been attributed to children between the ages of seven and sixteen. But, in general, the law of the land still assumes the responsibility for their acts of other members of the community. And their reformation, in prison, has been sought through methods that would assume normal-mindedness on the part of the inmates, and the ability to appreciate the significance of the methods employed.

Theories of "Reformation"

We still speak of "reformation" as a modern prison policy; as though it were a relatively new departure from older, punitive methods. The word "reformation" has been employed in the discussion of prison administration for over a century, but it has meant different things at different times, both to the prison administration and to the prisoner.

The early decades of prison reform in the United States, from 1790 on, for a half century at least, regarded "reformation" as a *spiritual conversion* and not as an industrial and social problem. Two aims in the main actuated the early prison reformers: To save the souls of prisoners through a spiritual regeneration and to make prison conditions bearable although not comfortable or constructive.

A second conception of "reformation" gathered strength, particularly with the establishment of the State reformatories for young men between the ages of 16 and 30, beginning in the seventies of the nineteenth century with the establishment of Elmira Reformatory. This movement was characterized by the effort to bring about the *industrial* reformation of inmates — to fit them for the after-prison life by training them in the trade-school and shop, and to equip them physically and mentally by the gymnasium and drill-hall, the school and the lecture. The mass-treatment of prisoners, typical of the State prisons, gave way in the State

reformatories to the treatment and training by groups and grades. Definitely unfit individuals in the groups were removed, at times, and some effort at special training or study was undertaken for the mentally backward.

The beginning of the first half of the twentieth century has been increasingly marked by substantial efforts at reformation through *character-building*. Not only have industrial, physical and scholastic education been retained in the reformatory program, and some effort at religious conversion, but the new basis of reformation has been emphasized which would place responsibility for conduct and for progress in the prison upon the shoulders of the inmates themselves, through the honor system and more recently through experiments in self-government.

The honor system is essentially a character-builder, because the inmate is placed upon his honor not to betray the confidence placed in him, under circumstances of great temptation to escape, either within the prison walls, or out upon the road or farm. Mr. Osborne's introduction, at Auburn and Sing Sing prisons, of self-government, was the most radical experiment in the development of character-building yet recorded in prison administration in this country, and has not been outdistanced by any subsequent method of administration. "Only by the practice of freedom can men be fitted for freedom," has been the key-note of the self-government movement.

Certain fundamental features of prison administration, like the indeterminate sentence and parole, have been employed for reformatory purposes, through the development of self-control, self-direction and initiative. Probation and parole are today well-recognized features of the treatment of delinquents, and each of them places responsibility upon the probationer or upon the paroled inmate, respectively, to "make good" through personal effort, guided by official supervision.

But none of the above-mentioned principles — conversion, industrial, scholastic and physical education, character-building through honor system or self-government — has satisfied dispassionate students of the correctional problem. Successes have been scored, indeed, but failures have also been deplorably frequent. Conversion, in the early days, registered few results of prominence. The prisons of the first century of American prison reform, approximately from 1790 to 1900, were built to be stern, forbidding and often inhuman, on the theory that the greater the

physical discomfort and gloom, the sooner might the inmate be terrorized into leading an honest life. But such reformation, through brutalization and inhumanity, floggings and starvation, failed to prevent great percentages of returns to prison for subsequent crimes.

The State reformatories have achieved notable results in increasing industrial and educational fitness in a considerable proportion of their populations. Habits of work and of conduct have been developed; values have been taught. But nevertheless, the State reformatories have nowhere scored such remarkable percentages of success in preventing the return of their inmates to prison as to be clearly justified in their claims of results—claims which have been modified considerably in recent years.

The honor system and self-government, as methods, are still too new to have become the subject of comprehensive investigations. Claims, optimistic and sometimes apparently extravagant, are frequently made of the splendid results achieved, but such claims are still impressionistic.

Each step, as above outlined, toward a more humane and constructive treatment of offenders has also been a step toward a more intensive individualization of treatment of the prisoner, as we have seen. The honor system deals with the individual prisoner. It represents an agreement between the prisoner and the warden, whereby each trusts the other, and each gives and takes, the warden giving greater privileges in return for the greater responsibility assumed by the prisoner not to betray the warden's confidence by running away or committing violations of the prison rules.

Self-government has further individualized the treatment of the prisoner, in that there has been added to the personal relationship between the warden and the prisoner a personal relationship of obligation and responsibility between the individual inmates, approximating the relationship of citizens to each other in the outside world.

But all of these developments of the individualization of the treatment of the prisoner by the prison authorities have been based upon the assumption that the prisoner would react normally. In a large proportion of instances, perhaps six or seven instances out of ten, subsequent lack of anti-social conduct and consequent recidivism seemed to show that the "system worked." However, the factors utilized for reformatory purposes have been mainly

external, that is, factors like chapel, school, shop, trade-school, roadwork, farm. In a considerable number of instances the so-called reformation was not achieved.

"Successes and Failures"

The prisoner, reformed through conversion, was accepted as such upon the strength of his statement and his actions, without further analysis. The prisoner who, in the State reformatories, passed with fair success his industrial, physical and academic work, was paroled without further analysis. The prisoner who under the honor system succeeded in meeting his greater obligations, was accepted as a "success" and not as a "failure." The prisoner who in a self-government group succeeded in not overstepping materially the liberal privileges accorded to him, registered also a "success." The probationer who was finally discharged because he reported regularly to his probation officer once a week for three years, and didn't again get into trouble, was a "success." The prisoner on parole, who kept at work, so far as was known, and made six regular monthly reports, received his absolute release and was written down as a "success."

But, when the facts were looked squarely in the face, a considerable proportion of these so-called "successes" turned out to be ultimate failures. The converted prisoner sometimes backslid. The reformatory graduate, after gaining absolute release, found his way sometimes into State prison, after a year or so. The person on probation had a way of sometimes coming again before the court, and in the end serving a prison sentence. The honor man became in outside life in too many instances a man of dishonor, and even the leader of a self-government movement might find his way into court and prison more than once.

Now all this is not a cause for pessimism. It is, however, a reason for frankness. Fine results have been achieved, but in comparison with what *should* be achieved, they are unsatisfactory. An enormous financial burden is carried by every State of the Union in its war against crime. Each city expends a relatively important part of its budget in the apprehension, trial and imprisonment of law-breakers, in the protection of society, and in the efforts at the prevention of crime.

What, then, are some of the necessary next steps in the treatment of delinquents? What weaknesses are apparent in our pres-

ent systems of treatment? What can we learn from those who have most conscientiously and fearlessly probed into our present-day methods of prison administration, of probation and parole?

At least two types of mind are found among prison administrators and prison reformers. The one type, like Wagner in Goethe's Faust, marvels at the splendid distance we have traveled, and gloats over the difference between the present and what used to be. The other type of mind, of which Faust was the example, is impatient and profoundly dissatisfied, because progress is not more speedy. The superficial Wagner dodges the facts of the present. The man of the laboratory, Faust, faces boldly the unaccomplished tasks.

Some American prisons are becoming laboratories, instead of simply places for the deprivation of the liberty of human beings for a set period. It is from such laboratories that the newest facts are coming, statistical, psychological, and physiological, facts extricated from the complex personalities of prisoners, after long and sympathetic study. To the laboratories the prisons of the past have rarely gone. It is the duty of the penologist and the sociologist of today to study and to digest the facts of the laboratory, so far spread before them by the criminologist and the clinician.

CHAPTER TWO

CRIMINOLOGICAL CLINICS AT INSTITUTIONS

FINDINGS AT SING SING

IN the fall of 1916 there was established at Sing Sing prison, through the assistance of the National Association for Mental Hygiene, a psychiatric clinic, under the direction of Dr. Bernard Glueck, lately from the Government Hospital for the Insane at Washington, D. C. The aim of the clinic was not only to make intensive studies of the individual inmates of the prison, but also to assist the prison authorities thereby in determining the best and most permanent methods of reformatory treatment that should be provided for each prisoner.

No effort of similar magnitude and scope had been undertaken previously in any American prison for males. At the New York State Reformatory for Women, at Bedford Hills, there was established six years ago the Laboratory of the Bureau of Social Hygiene, a private philanthropic enterprise, of which we shall speak later, and which has worked along similar lines. Outside of these two clinical centers, little of comprehensive scientific scope has been done in the Eastern States in correctional institutions.

The physical environment of the psychiatric clinic at Sing Sing was temporary, and the staff was small during the first experimental year, but the results that have been compiled have been most significant, and have been arrived at through the most scientific methods, coupled with exceptional co-operation by the inmates themselves.

The basis of the entire year's work was diagnosis. The degree of success to be achieved in the treatment of delinquents was believed to depend upon the ability of the prison to define the nature and limit of the individual problem. Dr. Glueck has held that society has dealt with crime in a too impersonal manner; that it has devoted its energies largely to the administration of the criminal act; that it has treated the *offense* against a given statute, and not the *offender*; that the *human being back of the act* is the crux of the problem, and that the institutions, both prisons and courts, have consistently ignored the value of diagnosis as a powerful aid

in the treatment of the disease — the maladjustment — whether it was individual or social.

The records of prisons, as to the return of former inmates to crime, have conclusively shown that to an unwarranted extent the prisons have failed to check the stream of crime. Sing Sing is an illustration. Of the 608 routine admissions to that prison studied by Dr. Glueck during the past year, it was found that 406, or two-thirds of the cases, were recidivists, that is, repeaters. Society had failed in these cases to accomplish what it has set out to accomplish, in spite of the enormous expenditure of energy and money.

The Individual Delinquent

The results pointed inexorably to the proposition that the most fundamental factor in the treatment of the criminal is *the individual delinquent himself*. In order to attain the greatest measure of success in reducing crime and reforming the delinquent, it was held that there must be a scientific co-ordination of, and co-operation in, the several activities that deal with crime, such as the police, courts, prisons, public and private organizations, and the like. Each of these agencies must be able to utilize a machinery that will define the nature of the offender, so that each of the agencies may function most intelligently and with the least waste.

One of the pioneers of the new group of psychologists and psychiatrists, who today are leading the penologists and the criminologists to a realization of the basic importance of the thorough study and diagnosis of the individual delinquent, has been Dr. William Healy, for many years director of the Juvenile Psychopathic Institute, connected with the juvenile court of Chicago. His approach to the problems of delinquency has been through the adolescent child. Dr. Healy says:

"The dynamic center of the whole problem of delinquency and crime will be ever the individual offender. * * * Nothing is shown by our data more convincingly than the predictable inadequacy of social measures built upon statistics and theories which neglect the fundamental fact of the *complexity of causation*, determinable through study of the individual case. * * *

"Thorough study of individual cases does not imply that we shall always find the main cause of the offender's tendency in his own make-up — it merely implies the logical balancing

of causative factors * * * To single out and blame this or that specific condition, without proceeding by the scientific process of elimination and attempting to rule out all other possible causes, will not lead far toward real solutions."*

The belief, therefore, that a new agency should be supplied in guiding the treatment of delinquents has led to the entrance of the psychologist and the psychiatrist into the field of criminology.

"It is not because these men promise to solve the problem of crime by some magic procedure, but because it is in the nature of these disciplines to devote themselves to the understanding of human behavior, whether such behavior be normal or abnormal, that they have entered the field. The psychiatrist in his daily experience utilizes methods of procedure that are intended to bring about better adjustment in maladjusted individuals, and it is hoped that because of this experience he may be of assistance both as a diagnostician and as a therapist in the field of criminology."†

The psychiatrist holds that the individual, at any moment of his life, is the result of everything that has gone before, and that unless a proper knowledge of such antecedents, both constitutional and environmental, is had, no clear conception of the problem involved is possible. A diagnostician in crime must be a sociologist as well as a clinician, and while he must not subscribe to the one-sided view that all criminal behavior is due to faulty economic or social conditions, he can just as little afford to ignore such deleterious influences as actually do play a part in the production of crime.

But Dr. Glueck points out that the psychiatrist will eventually be of little use in the solution of the problem of crime if he stops short with merely *labelling* the criminal. He must make himself useful as a therapist, as a co-worker with the warden and his staff in curative measures. His diagnosis and therapy will, moreover, be of little avail, unless the institutional means are provided for the carrying out of the necessary treatment.

This realization of the necessity of establishing a systematic provision for the individual treatment of prisoners has led to

* William Healy, M.D. *The Individual Delinquent*, pp. 24-26.

† Bernard Glueck, M.D. *Recent Progress in Determining the Nature of Crime and the Character of Criminals*. (Proceedings of National Conference of Social Work, 1917.)

the provision by law of a *reception prison and clearing house** at Sing Sing prison, and construction is well under way.

"The clearing house is an accepted institution in the modern industrial world. It is an institution which makes possible a clear delineation and characterization of the individual members of large groups, for the purpose of bringing about a better classification and better adaptation. In connection with the problem of crime, a clearing house is to serve as an auxiliary institution to the existing machinery for the administration of the law, whose object it would be to make such study and observation of the individual offender as will enable it to furnish dependable recommendations: First, to the court in cases of demonstrable, diminished or absent responsibility; and second, to the administrators of penal and reformatory institutions in all cases, with the object of bringing about such a relationship between the prisoner and the institution as will tend to produce the maximum degree of readjustment between him and society upon his release from the institution." †

Two Kinds of Clearing Houses

It should be carefully noted that we are here speaking of two different functions of these so-called clearing houses, or criminological laboratories. The one kind of clearing house would function as *an arm of the court*, and would assist the judge in determining the proper sentence to impose, or the proper disposition to make of the case in court. This clearing house, functioning in co-operation with the court, would therefore receive for examination *persons already convicted of an offense*, house, in differentiation from the clearing house within the prison *but before they were sentenced*. The purpose of this clearing house, in differentiation from the clearing house within the prison itself, would be to furnish the court with a report on the mental and physical condition of the convicted person, sufficiently exhaustive to enable the court to pronounce a proper sentence. We shall speak of this type of clearing house, or criminological clinic, later in detail. ‡

*For details of efforts leading up to the establishment by law of this new institution, see Annual Report of Prison Association of New York for 1916, pp. 25 ff.

† Glueck, *op. cit.*

‡ Page 42

The second type of clearing house is exemplified by the psychiatric clinic directed by Dr. Glueck during the last year at Sing Sing prison. This clinic has been experimental, but plans are completed for the erection on the site of the present Sing Sing of a new and modern institution, as we have stated, which is to serve as a clearing house and classification prison of all prisoners committed to State prisons in this State. It is at present planned that all State prisoners shall be admitted to this institution first, where they are to be kept under close observation and study, and under intensive vocational training for such period of time as will be necessary to enable the administration to define clearly the problem that a given prisoner presents.

It is estimated that the average prisoner will probably require a three or four months' sojourn at this institution before such clear definition can be had, and before the kind of training can be outlined that will promise the best results in a given case. Some prisoners will require far less time, and some prisoners more.

Types of Inmates

Out of the year's scientific study of Sing Sing's inmates, the conclusion has been reached that the clearing house at that institution will concern itself mainly with *five fairly well-defined types of inmates*, who will, undoubtedly, after adequate diagnosis be distributed among the State prisons. The following five categories, outlined by Dr. Glueck, omit the so-called "accidental criminal," that is, the person who before coming to prison was well able to earn his livelihood by honest means.

1. *The normal young adults*, capable of learning useful trades, in whose criminal careers the question of economic dependence has played an important role, and who, it is believed, would have greater opportunity to refrain from committing crime in the future if, during their sojourn in the institution, they were made to find the proper means for acquiring useful trades.

2. *The normal prisoner* of more advanced age, who at the time of coming to prison is beyond his formative period, and not very likely to acquire a trade, and who in most instances will find his natural level among the unskilled laborers upon his return to the general community. It would be highly difficult to reconstruct the industrial life of such men, involving great expenditure of time and money. The prime consideration involved here is the extent to which these prisoners may make themselves useful to the State during the period of their sojourn in the institution.

The above two groups seem to constitute about forty to forty-five per cent of the admissions to Sing Sing prison, and are mainly first offenders. With these two groups, the State should do all it can to prevent relapse into crime. With the following three groups, the problem of rehabilitation becomes much more complicated.

3. *The insane delinquent.* The prisoners belonging to this group are either actively insane at the time of admission to the penal institution, so as to require immediate transfer to a hospital for the insane; or, while showing unmistakable evidence of mental disease, are still capable of so conducting themselves as not to make it imperative to transfer them to a hospital for the insane. Problems connected with this group are: The diagnosis of insanity; the decision as to whether the inmates in question should be transferred to a hospital for the insane, or whether they may be made productive to the State in the prison itself without transfer; and whether such prisoners, or which among them, should be retained permanently because of their mental condition.

4. *The defective delinquent.* We shall discuss this general problem of the care of the defective, or feeble-minded delinquent at length elsewhere (pages 42-47), but would state here, following the classification of Dr. Glueck, that the prisoners within this group suffer from various stages of arrested mental development. In their past careers, they have shown a tendency to commit crime repeatedly as a result of their defective general intelligence. In them the ordinary methods of procedure, even in the best conducted penal institutions, are not likely to produce the degree of reconstruction of personality which would assure normal social behavior upon release to the community. A considerable number of these individuals will require, for a rational solution of the problem that they present, permanent segregation in an institution for defective delinquents. In such an institution the majority of these inmates could be made self-supporting by some simple work, and could be made to lead satisfactory lives without being exposed to the vicissitudes of a complex social order, and without exposing society to the menace which is inherent in a defective who is inclined to behave in an anti-social manner. The percentage of defectives among recidivists is very large, and one feels that if the problem of mental deficiency were handled more intelligently in any community, the amount of recidivism would be reduced considerably.

5. *The psychopathic delinquent.* These prisoners are burdened with a mentality which, while not placing them within the well-recognized categories of mental disease, brings them decidedly outside the pale of normal human beings. The psychopath contributes very largely to the ranks of the recidivists, and in many respects contributes a greater menace to society than does either the insane or defective delinquent. While in many instances not much hope may be entertained of bringing about a decided reconstruction in the personality of the psychopath, many others are capable of being readjusted, at least to the extent of useful and normal existence under proper circumstances. It is this group that will require the most intensive individual attention in prison.

The above outline evidences the initial stages of a comprehensive and highly important attempt to provide for "the administration of the problem of crime by scientific facts instead of by blind tradition, and in that it earnestly intends (through such study and the subsequent distribution of prisoners to institutions where their individual needs will be best met) to apply all its resources towards an attainment of that ultimate goal which all of us desire, the readjustment of that badly adjusted being, the criminal."

Facts from 608 Cases

Let us now, in confirmation of the above general statements of the new scientific movement for the study of crime, as exemplified at Sing Sing, give attention to facts elicited in a study of 608 cases admitted to Sing Sing during the last year. It is clear that the prison—and from one prison can be assumed the presence of relatively similar problems in other prisons—deals with a highly specialized group of people:

1. Of the 608 prisoners studied by psychiatric methods out of 683 cases admitted within a period of nine months, 66.7 per cent, or two-thirds, were not merely prisoners, but individuals who have shown throughout life a tendency to behave in a manner contrary to the behavior of the average normal person, and this deviation from normal behavior has repeatedly manifested itself in a criminal act.

2. Of the 608 cases, 59 per cent were classifiable in terms of deviation from average normal mental health.

3. Approximately three out of every ten possessed a degree of intelligence equivalent to the intelligence of the average American child of twelve years.

4. Of the above group (mentioned in paragraph 3) the average individual had already experienced 3.5 sentences in penal or reformatory institutions, and within five years practically nine out of every ten of the group will have been returned again into society.

5. Approximately two out of every ten of the 608 prisoners were constitutionally inferior, or psychopathic, to such a pronounced degree as to have rendered them totally unfit to meet the ordinary requirements of life in modern society. In this group the average individual has already undergone four sentences in penal or reformatory institutions. And this group will, in eight cases out of ten, emerge from prison into society within five years.

6. One out of ten of the 608 cases suffered from distinctly mental diseases or deteriorations.

The Bureau of Social Hygiene

The reason that we have discussed at length the establishment and findings of the criminological clinic at Sing Sing is not that it is the first or most extensive clinic of that kind. It was preceded by some five years at Bedford Reformatory by the Bureau of Social Hygiene. It would be hard to overestimate the pioneer yet thorough nature of this work at Bedford. However, that work relates itself exclusively to women offenders and these constitute a very small minority of the total number of offenders. Any work with male offenders, therefore, is quantitatively of very much greater importance. Furthermore, the work at Bedford has not hitherto succeeded in effecting to a large extent a practical change in the whole State system of treating the offender. It is true that an attempt was made to obtain legislation in 1917 to give this Bureau a wider field of service by making it available to a considerable number of institutions. This attempt, however, did not succeed, and some aspects of it are theoretically debatable. Lastly, the work and findings of the Sing Sing clinic promise to produce in a practical way, and in the near future, an epoch-making reorganization of the correctional work in the State prisons. It is for these reasons that more emphasis has been given to the Sing Sing clinic.

The work at Bedford has had, in general, a two-fold purpose: One, purely scientific; the other, more immediately practical. For the scientific side of the work it was intended to obtain data

bearing on the causes and possible elimination of the causes of crime, particularly among women. The nature of the work to obtain such data was to be four-fold:

1. *Psychological.* To test the native ability of the inmates as to their mental powers and also their emotional, moral and temperamental characteristics.

2. *Educational tests.* To estimate the actual acquisition of knowledge and the powers for such acquisition, as distinct from native ability.

3. *Sociological inquiry,* consisting mainly of the collection of data bearing mostly on the environmental factors, as indicated by home and social conditions and by hereditary history.

4. *Psychiatric research.*

The first two, namely, the psychological and educational tests, have been carried on in the laboratory located near the reception hall of the Bedford Reformatory. The sociological work is also directed from that laboratory, but consists mainly of field work. The psychiatric research was not begun with any degree of thoroughness until the opening of the psychiatric hospital in June, 1917. Some of the scientific work was intended merely for testing the methods to be applied in the various divisions of the scientific research.

A considerable amount of most valuable information on the nature of the female offender and of the causes of crime among women has been made public, partly in annual reports of the reformatory, partly in special studies. Some of it has appeared in a recent volume by Dr. Weidensall, formerly chief of the laboratory; but what was probably the most important contribution of the laboratory has not yet been published. This is the comparative study of separate units of 50 women from various institutions, or women on probation. In the near future we should also have some new and enlightening contributions on the nature of the psychopathic woman offender. The laboratory has had every facility for doing thoroughly good work. It has been generously financed by Mr. John D. Rockefeller, Jr., and has had practically unlimited access to the scientific material presented in the inmates of the reformatory.

In the second general purpose of the laboratory, namely, to obtain data, and to make such data directly serviceable in respect to the treatment best suited for each individual at the institution or upon her discharge or parole from the institution, the laboratory thus far has not attained the maximum of its potentialities. The administrative changes at the reformatory, and various difficulties not related to the work of the laboratory proper, have retarded the full fruition of the aspect of the work.

Other Clinics

Three other distinct attempts at institutional clinics in criminology in this State have thus far been made. In two cases, they constitute chiefly a change in the institutional physician's work so as to emphasize this new phase. This has been the case at the reformatory at Elmira and at the State Prison at Auburn. A more definite and comprehensive attempt may be recorded for the Department of Correction of New York City. The penitentiary on Blackwell's Island, under the jurisdiction of the Department, was designated as a receiving institution at which the scientific work was to be carried on. After some difficulty, appropriations were granted by the Board of Estimate and Apportionment of New York City, for the salary of a psychiatrist with assistants, and for the remodeling of the present Industrial Building of the penitentiary into a psychiatric clinic, laboratory and hospital. About the same time the Parole Commission for the City of New York began its activities with a comprehensive plan for the thorough inquiry into the case of each prisoner received. There would thus have been created on a large scale a psychiatric clinic with available field workers. However, after a short period, the physician who was appointed as psychiatrist joined the Army, and the work is now at a standstill with a very precarious future.

Results

Two points have become clear as the result of the work of these clinics thus far. They point the way toward the future development of the State's treatment of its offenders. It is of great importance that they be clearly understood both in themselves and in their bearings on a future program.

1. The first is this: A large number of prisoners examined at these institutional clinics were found to have been such as should never have been sent to the institution at all. In some way, before they reached the institution, they should have been recognized as unfit. Their unfitness may have been due to several reasons. Possibly they were insane, many of them very likely feeble-minded to a serious extent, others so evidently accidental offenders as to have deserved probation and so on; but this discovery should have been made before they ever reached the institution. That means that there should have been a criminological clinic at the court. They should have been recognized before the judge sentenced them to the institution and should have been disposed of in accordance with their particular needs instead of being sentenced to those institutions. This fact, the importance of which cannot be overestimated, means only one thing. *In the future criminological clinics must be developed in connection with the courts.* (This matter will be discussed more fully below.)*

2. The second point that has become exceedingly clear is that when the clinic has made its diagnosis, has presented its findings, has outlined the proper treatment desirable, there is, in most cases, no way of supplying that treatment. Prisoners are admitted to county jails, county penitentiaries, city institutions, state prisons, reformatories, prison farms, etc., without regard to the kind of treatment or training that such institutions are capable of giving. The work of the criminological clinic, therefore, in order to be effective, must be followed by the treatment found to be necessary by the clinic. There is only one way of remedying this situation for all prisoners throughout the State and that is, by the establishment of a State-wide Department of Correction. This, therefore, is the second direction in which the State must develop in its treatment of the offender.

In the following chapters will be discussed the methods or agencies which are necessary to promote this two-fold development of the State's program. On the one hand, the establishment of court clinics and on the other hand, the extension of the indeterminate sentence and parole, the establishment of custodial institutions for the feeble-minded, the erection of a State Department of Correction and aid for the discharged prisoner.

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CHAPTER THREE

THE PSYCHOPATHIC CLINIC AND THE COURT

IN the preceding chapter we have dwelt upon the necessary and complementary relationship of the clearing house (criminological clinic, psychiatric clinic) to the institutional management of prisons and other similar places of imprisonment. In this chapter we shall show the absolute necessity of the establishment of similar scientific centers of investigation in connection with, and close to, the court of criminal jurisdiction.

In a number of cities, such scientific adjuncts, designated in the several cities by different names, such as psychopathic institute, psychopathic clinic, clearing house, etc., already exist. Chicago has led the entire country in the establishment of a psychopathic laboratory in connection with the courts. The Juvenile Psychopathic Institute of Chicago, and the Psychopathic Laboratory of the Municipal Court were the first of the kind to be established in this country. For a number of years, until his going to Boston to fill a similar position, Dr. William Healy conducted exhaustive and authoritative studies in Chicago as the director of the Juvenile Psychopathic Institute.*

In Boston the Judge Baker Foundation has recently been established and has called Dr. Healy to similar work in Boston. Within the present decade other cities, among them Cincinnati, Seattle, St. Louis, Philadelphia, and New York have maintained, either through public or private agencies, similar clinics or laboratories.

An "Arm of the Court"

The psychopathic clinic (criminological, psychiatric, clearing house) functions as an arm of the court. It receives for examination persons already convicted, but not yet sentenced. The theory of sentencing, under the new conception of penology, is that of a determination of the proper treatment, rather than a determination of the proper punishment. The purpose of the clinic, therefore, is to furnish to the court a report on the physical and

* For detailed results, see "The Individual Delinquent," Little, Brown & Co., Boston, 1915.

mental condition of the convicted person, sufficiently exhaustive to enable the court to pronounce a proper sentence.

"A person who is morally sick, standing before the bar of so-called justice, should be studied from every possible viewpoint with the idea of making an accurate diagnosis before administering treatment. * * * The failure on the part of the legal profession as a whole, and of other persons connected in the management of the machinery of justice to recognize the need of applying the methods of exact science to the problems of crime and delinquency, is costing every community in the country thousands of dollars."†

What is meant by the term "psychopathic?" According to Dr. Herman M. Adler, State Criminologist of Illinois, the word "psychopathic"

"fills a gap in the old nomenclature caused by the widening field of the psychologists and the psychopathologists. The old distinctions between sanity and insanity have lost their former clear-cut, sharply dividing feature. There is a great increase in the number of cases in courts in which, while the question of insanity cannot seriously be considered, the existence of an abnormal mental state is clearly recognizable, and demands special consideration.

"This group of cases, representing a very large proportion of cases disposed of in the criminal courts, cannot be satisfactorily dealt with under the older conceptions of insanity. A term to designate this group was necessary which was wider in scope than any of the older classifications, and which yet included the latter. A further consideration, namely, that of avoiding as much as possible the stigma attaching to such terms as lunacy and insanity, influenced this choice. The term 'psychopathic' was finally adopted independently by various communities to satisfy these requirements."‡

Such clinics secure, in general:

1. A report on the accused's physical condition.
2. An expert inquiry into the sanity of the accused.
3. An expert analysis of the mentality and moral development of the accused.

* Dr. C. P. Mc Cord, Albany. "The Psychopathic Laboratory," Address before New York Police Magistrates' Association, February, 1917.

† Herman M. Adler, M.D. "Organization of Psychopathic Work in the Criminal Courts," Journal of Criminal Law and Criminology, Vol. VIII, No. 3.

4. A careful report on the educational ability, family history, heredity and environmental handicaps, together with an accurate report of the industrial and so-called social history of the offender.

This type of clinic serves the Court much as the probation officer or probation bureau serves the Court. One function of the probation officer is to provide the Court with an adequate report on the *social* factors in the case of the convicted defendant. Probation officers are indispensable in a modern courtroom. But, unfortunately, probation officers are generally far too few to be able to collect comprehensive information upon the many cases assigned to them for report.

It follows that only those facts that seem to have the most material bearing upon the crime and the defendant are submitted by the probation officer. Moreover the probation officer is generally not a scientifically-minded person, but one chosen because of a supposed store of "common sense" or for his knowledge of the environmental conditions of the majority of offenders.

There is therefore not only room for the kind of thorough report that the clinic would present, but there is absolute need of such reports. The probation officer needs the clinic as much as any other source he can secure for purposes of information. Physical defects often explain the reason for the commission of offenses. Mental deficiency and aberration are frequent causes of crime and of other anti-social acts. Many of these causes are hidden and remote, discoverable only after close and persistent attention. There are many grades and degrees of responsibility for crime, and many stages of mental and physical deficiency.

The Clinics Are Advisory

Psychopathic clinics are, therefore, essential parts of the Court's equipment. Such clinics are not of themselves the agencies that *distribute the offenders* to specific institutions. They do not usurp the functions of the judge. They are advisory, reporting back to the Court. The procedure is substantially as follows: The Court remands for specialized study in the psychopathic clinic such persons coming before the Court as he feels should receive mental and physical study. Such remanded prisoners will, upon the completion of the clinic's study, be returned to the Court for sentence.

"Psychopathic work in connection with the criminal courts accomplishes two purposes. In the first place, it classifies the individual delinquent or criminal not according to the type of his act nor according to the amount of damage done, but according to the elements of his personality. In other words, it attempts to disclose the underlying causes of the particular act which brought the delinquent into court. In the second place, on a basis of such facts as this examination discloses, a plan of treatment may be devised to suit the needs of this particular individual rather than the general requirements of this type."*

It is clear that such clinics should be readily accessible to the Courts requiring such service. Judges need prompt opportunity for consultation, as well as for the more comprehensive reports on complicated cases. The close-at-hand clinic is an inducement to the Court to use it.

"There is great public gratitude awaiting officials who by full provision for the scientific handling of court cases in any community demonstrate the presence within these ranks of a considerable number of deficient persons who do not need imprisonment and punishment as much as they need supervision and treatment, and who, as a result of such proof, furnish the strongest argument for ample and suitable special institutions for the various types, wherein they may be permanently taken care of, made more nearly self-supporting, and where they will no longer be turned back into society to commit more serious crime and to swell the ranks of the group of 'repeaters.' Many of these cases appear *normal* as they come under the eye of the law; that is, so far as their mental condition is concerned; and only expert examination will reveal the derangement at the bottom of their crime.

"Thus we come to the inescapable conclusion that mental deficiency and certain forms of insanity, epilepsy and nervous instabilities play a considerable part in contributing to the group of persons passing through our courts, who are maintained without diagnosis and unrecognized, in penal and reform institutions for varying periods, again to be turned loose upon society to commit a more serious crime. Coincidentally with this is developed the fact that in few communities is there any attempt to handle this problem in a scientific and practical fashion by making provision for a thorough examination from medical, social and psychological standpoints of persons accused of crime at the time that they come under the eye of the Court."†

* Adler, *op. cit.*

† McCord, *op. cit.*

It does not follow that there need be a separate clinic for each Court. A central psychopathic clinic can serve a number of Courts in the same city. The clinic's chief value will come through the frequent use made of it. Obviously, the use of the clinic should not be restricted to certain classes of cases, based upon arbitrary divisions as to age, previous convictions, or nature of offenses. How unsatisfactory would seem today any limitation of probation officers' investigations to certain classes, defined as to age, previous convictions and the like!

Types to Be Recognized

Every encouragement should be placed in the way of the Court to use the clinic. All cases apparently needing diagnosis should be eligible for such treatment. Justice also to the prisoner requires that such should be the case.

"In such a laboratory connected with a court of justice the following types might be recognized and treated approximately without being given a prison sentence:

1. The mentally defective or amenable type who should be committed to our present type of institution for the feeble-minded.

2. The feeble-minded individual with psychopathic tendencies who is a misfit in the ordinary institution for the feeble-minded, and is therefore too often cast back into the community, where he continues to be a menace.

3. The alcoholic without criminal tendencies, who should be treated in a hospital or State farm, without the stigma of prison and the unjust or useless short sentence, which makes no progress in correcting the underlying causes of the alcoholism.

4. The individual suffering from an infectious disease, who is now sent to a reformatory to be 'reformed' instead of to a hospital to be treated.

5. Cases showing abnormal mental conditions, which should be sent to a psychopathic hospital, for observation, from which place they may be committed to a hospital for the insane, if it should prove necessary.*

Dr. Adler has pointed out† that the organization of such psychopathic clinics must necessarily be relatively costly, but that the older methods have been tried extensively and for a long time,

* Edith R. Spaulding, M.D. Quoted by Dr. McCord.

† Adler, op. cit.

with, on the whole, unsatisfactory results. The continued reliance of the law on the efficacy of punishment has proved in considerable measure the futility of the principle.

Methods and Equipment

The returns from the clinic will be about in proportion to the investment. A small sum will produce a small clinic. A large sum will give large results. The field is one requiring expert and delicate technique. The problems are elusive.

It will not be sufficient to engage simply the services of a competent psychopathologist. A staff must be provided. The time taken by a conscientious examination is such as to require a considerable staff, if considerable results are to be obtained. Some of the staff should carry out the routine mental testing and the routine psychiatric examinations. Others should specialize in physical examinations, including anthropometric examinations, metabolism studies, and psychological examinations. Still others would be occupied with social problems, investigations of home environment; the history and antecedents of the individuals; problems of heredity and of education.

In the practical carrying out of this work a close relationship between the psychopathic laboratory and those agencies which deal with the delinquents in the community and in the institutions will be necessary. The first step in this direction would be to co-ordinate the probation department and other social service departments now connected officially or unofficially with the courts with the laboratory.**

Speaking of the results to be achieved by such a clinic, Dr. Adler says:

"Such a scientific observation, for a period often not exceeding ten days, or at most a month, proves frequently a short cut to the elucidation of social problems which might take years under the ordinary conditions of community life to determine, and yet it is often just these social questions which form the most important features of many of these cases, and the failure to elucidate them and to evaluate them properly often prevents adequate disposition of the cases."*

It is clear, therefore, that the clinic or laboratory becomes also a house of detention under the direct authority of the scientific staff.

* Adler, op. cit.

"In such an institution, even the entire routine of the inmates' lives can be made to yield significant facts. If properly officered by suitably trained nurses and attendants, such an institution could offer as an instrument for scientific investigation definitely pre-arranged conditions. An observation in such an environment would yield information in regard to the presence or absence of definite psychopathic traits, of inherent anti-social trends, facts in regard to the development of the individuals, whether depressed or optimistic, whether inhibited or retarded, whether hyperkinetic, or active; whether friendly or sulky, suspicious and hostile; whether truthful or dishonest, simple or complex in character. Furthermore, such an observation would offer the opportunity to make more extensive investigations than are possible at the court itself in the hurried proceedings produced by the numerous cases on the calendar.*"

* Adler, op. cit.

CHAPTER FOUR

THE INDETERMINATE SENTENCE AND PAROLE

AMONG the nations of the world, the United States stands as the whole the most advanced in prison administration. No other country has been so ready to experiment with new ideas. Principles or movements having their source in other countries have frequently enjoyed further development in the United States, and have become integral parts of the modern American prison methods.

Such has been the history of the indeterminate sentence, and of its complement, parole. England developed earlier than this country did a system of grades and marks, in connection with the system of transportation, and followed these stages (within the period of imprisonment) by a period during which the prisoner was allowed to leave the prison and remain under a system of supervision, called "ticket-of-leave." This ticket-of-leave period was, therefore, a testing period, an interval between straight imprisonment and straight freedom, during which the prisoner had the chance to try to adjust himself to a self-supporting life "on the outside."

This principle was taken over, and further developed, through the establishment of the New York State Reformatory at Elmira (1870 to 1876, when the reformatory was opened). Several fundamental theses were embodied in the law creating the reformatory and its procedure. First, the institution should be of a reformatory and educational character, and not simply a punitive institution like the prison from which it drew the younger and more helpable felons, between the ages of 16 and 30 years.

Secondly, the term of imprisonment should be variable, according to the needs of the inmate. It was emphasized, in the propaganda urging the establishment of such an institution, that the judge upon the bench was obviously unable, at the time of sentence, to determine with exactitude the suitable period of imprisonment. Indeed, in the first draft of the law creating the reformatory, a wholly earnest endeavor was made to make all sentences to the reformatory absolutely indefinite, without minimum or maximum, the period of imprisonment to be determined

absolutely by the board of managers of the institution. But this provision was unacceptable to the Legislature — and even today has not been admitted as sound in legislative halls, for so-called normal or non-insane criminals.

Therefore, a maximum period was designated, but the said period should be that period laid down in the Penal Code as the maximum for the specific offense of which the prisoner had been found guilty. But within the limit of such a maximum, the inmate might at any time be released by the board of managers of the reformatory.

Here entered the third thesis. This release from further imprisonment was not into *absolute*, but into *relative*, freedom. This period was called "parole," and during this undetermined period the inmate, while like the "ticket-of-leave" man in England able to live and work "on the outside," must nevertheless report regularly to the parole officer, must obey fairly strict rules of conduct laid down by the reformatory, and in general be industrious and well-behaved. In time, generally after six months or a year, an "absolute release" would be granted, unless the record of the inmate while on parole was unsatisfactory.

Today the principles of the indeterminate sentence and of parole are generally accepted as sound. The inmate is stimulated to conduct himself correctly within the prison, and to do the work assigned to him, because his earlier release depends largely upon those factors. Parole gives him a further chance to test himself out. He is therefore not callously discharged by the State at the prison door, but the supervision and the help of the State follow him for many months.

No other nation has as yet adopted the principle of the indeterminate sentence upon such liberal bases. But the very espousal by American States of the use of the indeterminate sentence and of parole has placed them in the position of championing and defending the soundness of the principles involved.

The Early Years

In the early years of the Elmira Reformatory the principles were novel to even the most intelligent citizens of the State, and both the Reformatory and the Prison Association of New York, which latter body was largely instrumental in securing the introduction of the indeterminate sentence, conducted active propaganda to make the application of the principles a success.

The early statistics of "reformatations" through the reformatory methods employed at Elmira were very sanguine, and in time it was stated and generally believed that from 75 to 80 per cent of the inmates were "reformed." In later years, and at present, this percentage has been reduced through more careful study of parole statistics.

The indeterminate sentence was, obviously, a fundamental effort to secure for the prisoner the advantages of individual treatment. It laid upon him in large measure the responsibility for his conduct in the institution. It made his eligibility for parole depend upon his own acts or omissions. It made for him a parole period of modified liberty.

The assumption was, however, that when the indeterminate sentence and the parole period had been once offered to him, the responsibility for profiting by the same was largely his. In short, the indeterminate sentence and parole became highly important instruments of *potential reformation of relatively normal-minded inmates*, who could understand their opportunities.

But the administration of both the indeterminate sentence and parole, while in many respects successful, has been, nevertheless, more unsatisfactory than should have been the case. Through all the forty years since the opening of the reformatory the parole supervision has been notably inadequate. In the early years of the Reformatory, statistics were made up, to a considerable degree, on the basis of reports returned by letter from employers of the released inmates, an untrustworthy method. Later, several parole officers were appointed, but far too few to have any save the most casual, and often most perfunctory, contact with the inmates. The Prison Association of New York acted for many years as a parole agent of the Reformatory, and was quite aware that its one or two officers detailed to this work were quite unable to conduct the work with justice to the inmates on parole.

We emphasize through this statement the seriousness of an inadequate working out of an excellent principle. Since 1912 the parole supervision of the Reformatory has been considerably extended, and additional parole officers are upon the rolls, but even at the end of 1917 there was a proportion of hundreds of men to each officer on parole during a minimum period of six months.

The Reformatory should not be too seriously criticized for the disproportionately small number of parole officers maintained in the past, and even at present. The expenses of State institutions

mount from year to year, and the constant struggle of institutions with legislative committees is to persuade such bodies as to the urgency of requests for appropriations. Attention has always been focussed at the Reformatory more upon the comprehensive industrial, academic and physical training given by the institution, and a characteristically "laissez faire" policy has marked to an extent the attitude of the Reformatory toward the parole period, perhaps on the assumption that the equipment offered by the Reformatory should enable the inmate to succeed without too much after-supervision.

With the advent of the psychologist and the psychiatrist as colleagues of the executive heads of institutions operating under an indeterminate sentence and parole, the importance of the two principles becomes even greater. The diagnosis of the scientist is indispensable to a proper decision as to the duration of imprisonment, and as to the methods to be pursued in the individual treatment. The psychiatrist should play an important part in the decision as to eligibility for parole. There should be before the paroling body a full psychological and psychiatric study of the individual. And on parole itself the inmate should not escape the proper attention of the scientific eye. The new conditions of environment react upon the inmate's mentality, and many a paroled inmate requires steady and help of an order other than the securing of a job or the clasp of a friendly hand.

In short, the indeterminate sentence, parole and the psychiatric clinic are component parts of the new treatment of delinquents. We have therefore emphasized the nature of the growth of the parole methods at the New York State Reformatory.

The Parole System of the State Prisons

But the parole system of the State prisons has been even less satisfactory than that of Elmira. In the Prison Association's annual report for 1916, we presented the detailed results of a study of the parole system of the State prisons. The following points are herewith summarized from that report:

The parole work of the State prisons is conducted by the State Board of Parole, consisting of three members. Two are salaried, each receiving \$3,600 a year. The third member is the Superintendent of Prisons, who receives no additional salary for his work with the Parole Board.

This Board does not give its full time to its work, although during the fiscal year ending September 30, 1915, 1369 applications for parole were made by inmates. Of these, 1008, or three out of every four, were granted.

Of the 1028 persons on parole at the time of the survey made by the Prison Association, November 22, 1916, more than ninety-one per cent had been released either immediately upon the expiration of their minimum sentences, or within one month of the expiration of the same. In short, it may fairly be said that at the time of the survey, the minimum sentence to State prison represented practically the length of imprisonment to be undergone by the inmate.

It is hardly possible that ninety-one per cent of the men in prisons are sufficiently similar in character, training or other physical or mental conditions as to justify the almost automatic release of nine out of ten applicants practically at the expiration of the shortest term during which they may be held in prison.

On November 22, 1916, there were only three parole officers employed by the State Board of Parole. These three officers had, theoretically, 1028 prisoners under supervision. This was an impossible situation, and in fact, the three parole officers did not function as parole officers. Their work was confined to the investigation of offers of employment to prisoners about to be released, and to general clerical work within the prisons which was more or less related to the work of the State Parole Board.

What the State did not do at all—in one of the most highly important branches of remedial and constructive work for prisoners—private charitable societies and charitably inclined persons attempted to do, as best they could. Of the 1028 persons on parole at the time of the survey, the Catholic Protective Society supervised 37.6 per cent, the Prison Association of New York 18.3 per cent, and the Jewish Protectors and Aid Society 10.8 per cent.

The private charitable organizations are also seriously hampered by insufficient staffs. The Prison Association for instance has for some 200 paroled inmates only one parole officer giving full time to this work, and an employment secretary who gives a certain part of his time.

Recommendations

The following recommendations, made last year by the Prison Association, require repetition:

1. There should be three salaried members of the board of parole. In addition, the Superintendent of Prisons should continue to be an unsalaried member of the board.

2. The members should receive salaries sufficient to warrant the State's requiring them to give what is generally understood to be their entire time. Such salaries should be not less than \$6,000 annually for the chairman, and \$5,000 each for the other two members annually. The members of the board should spend most of their time at the prisons prior to the regular meeting of the board, for the purpose of acquiring close personal touch with the prisoners who are shortly to become eligible for parole.

3. The previous history, family and personal relations of the prisoners should be carefully investigated as well as the offer of jobs, etc.

4. Prior to the admission of the inmates on parole, the board should obtain a thorough psychological and psychiatric report on the individual inmates, based on a recent examination.

5. The board of parole should have complete control of the parole work, including the supervision and assignment of parole officers. Such parole officers should be responsible to the board alone.

6. The number of parole officers should be increased to not less than ten.

7. Parole officers should not be assigned to the individual prisons but should, by order of the board, be assigned certain territories, such territories to be designated in accordance with the number of prisoners paroled to the said territories.

8. The duties of the parole officers should be:

- a. The personal supervision and counsel of inmates paroled to them;
- b. The investigation of applicants for parole, and the presentation of the results of such investigations to the board at its hearings or prior thereto.
- c. The aid of prisoners on parole, through such means as may be made available.
- d. The maintenance of personal contact with paroled prisoners.
- e. The return when necessary of parole violators to the respective prisons.

It is estimated that appropriations of \$35,000 per annum could cover all reasonable needs of the Board of Parole.

The functions of private agencies now acting as parole officers should be changed. They should continue as helpful agencies for relief, employment and other necessities, offering their services voluntarily as before, but the control and supervision of the

paroled men should be maintained by the State, as is at present the case in the matter of the paroled inmates of Elmira and Napanoch Reformatories.

If Sing Sing is to become the receiving and distributing prison for men admitted to the State prisons, and if those eligible for parole are to be returned thereto for further examination prior to parole, the Board of Parole should establish headquarters at Sing Sing, and work in close cooperation with its own parole officers, the psychiatric clinic and any other available institutional and outside aid.

The Board of Parole is quite as much obligated as is the institution to ascertain fully the mental, physical and industrial facts in the case of each individual inmate for whom parole is contemplated. This gathering of necessary facts should begin with the admission of the prisoner to the institution, and should continue throughout his term of imprisonment. The Board of Parole must work in close cooperation with the Prison Department in the assembling of such records.

CHAPTER FIVE

FEEBLEMINDEDNESS A PRISON PROBLEM

ON March 28, 1914, a jury of the Supreme Court of Herkimer county, New York, acquitted Jean Gianini, indicted for the murder of Lida Beecher, his former teacher, on the ground that Gianini, only nineteen years old, was a criminal imbecile. He was not insane, but in his neighborhood he was regarded as "queer." Dr. Henry H. Goddard, nationally recognized as an authority on feeble-mindedness, has said of this verdict:

"Probably no verdict in modern times has marked so great a step forward in society's treatment of the wrongdoer. The verdict establishes a new standard in criminal procedure. It recognizes that *weakness* of mind, as an excuse for crime, is of the same importance as *disease* of mind. The verdict puts feeble-mindedness in the same category with insanity, and requires that it, like insanity, be considered in all discussions of responsibility."*

Insanity has long been legally a ground for acquittal, in case the insanity existed at the time of the commission of the criminal act, to such an extent as to render the one performing the act unable to recognize its lawful character. Insanity has long been a ground for the abandonment of a trial, in case the defendant could be shown to be unable to advise with counsel, or to recognize the difference between right and wrong.

But feeble-mindedness has not been similarly recognized, for several reasons. The scientists have not been able to define feeble-mindedness with the precision with which they have defined insanity. Disease of mind is a clearer and more positive fact than weakness of mind. Medically, insanity exists in many instances in which the legal definition of insanity would fail to apply. But nevertheless, the law finds a degree of mental irresponsibility beyond which the criminal should not be regarded as punishable for his crime.

Feeble-mindedness, meaning weakness of mind, is quantitatively and qualitatively also exceedingly varied. The gamut of mental

* Goddard. "The Criminal Imbecile," 1915.

weakness runs from the lowest degree of idiocy, through imbecility, up to the highest grade that has been recently designated as the "moron" stage. Idiots and imbeciles are generally readily recognizable, and to that extent, in criminal cases, have often been adjudged insane, and committed to institutions of that character, or have been committed to institutions for the feeble-minded. But the higher degrees of feeble-mindedness carry with them, naturally, so close an approach to mental normality in casual associations in life, that they are far less likely to be discovered, or if discovered, to be appreciated as serious.

"The courts simply do not go far enough back. They fail in that they do not reach the inception — the root of the matter. They often punish without careful investigation of the causes from which criminal instinct springs — the environment, family history, inherited tendencies, physical disability, and that susceptibility to suggestion which makes them the ready tools of the vicious."*

It is an accepted fact that there are as many feeble-minded as there are insane.

Among the population of prisons there is a large class of these feeble-minded persons, now more commonly called "defective delinquents." The percentages of defective delinquents in correctional institutions have been variously estimated, from as low as 20 per cent. to as high as 60 per cent. Dr. Hastings H. Hart quotes the following figures:

	Per Cent
Massachusetts State Industrial School for Girls.....	28
New York State Reformatory, Elmira (males).....	37
New Jersey State Reformatory (males).....	33
New York State Reformatory for Women.....	37
Maryland Industrial School for Girls.....	60
New Jersey State Home for Girls.....	33
Illinois State School for Boys.....	20
Massachusetts State Reformatory.....	21

Varied methods and tests have been employed in arriving at the above percentages, and, in the light of the most recent developments in more accurate tests, the figures should be regarded as suggestive rather than as strictly accurate. Nevertheless, it is incontestable that there is in every prison population a considerable class of mental defectives.

* Barr, *Alienist and Neurologist*, November, 1914.

It is further true that these defective delinquents are of all grades of mental weakness. In the State prisons of New York the Prison Association estimated a year ago that there were approximately 10 per cent. of mental defectives who were so seriously irresponsible, and so improperly in the prison group, that they should be segregated in a special institution.

The segregable feeble-minded have been thus described by Dr. G. G. Fernald, physician at the Massachusetts State Reformatory for Males:

"They are incapable of honest self-support without surveillance. They sink into indigence, vagrancy or dishonesty if left to their own devices. Their responsibility is attenuated, and they cannot be expected to measure up to the ordinary standards of morality or productiveness. * * * The presence of this group in any institution is a distinct retardation of the normal and subnormal groups."

Dr. Walter E. Fernald of Waverly, Massachusetts, has stated that "every feeble-minded person, especially the high-grade imbecile, is a potential criminal." These criminally inclined defectives form a class which is responsible for a large part of the crime committed. Dr. V. V. Anderson, Medical Director of the Municipal Court at Boston, has estimated that although but 10 per cent. of offenders are thus distinctly feeble-minded, they are responsible for 50 per cent. of the crime. Probably a still larger percentage of the habitual criminals are mentally defective. According to Dr. Frank Christian, General Superintendent of Elmira and Napanoch Reformatories, every so-called incorrigible criminal is a mental defective.

Clearly then, feeble-mindedness is not only an important factor in producing crime, but its presence in our correctional institutions should be scientifically searched for, and the lower grades of feeble-mindedness, which cannot exist without serious friction in the institutional administration, should be segregated in special institutions for defective delinquents.

Our prisons and reformatories are still in general employing inadequate or haphazard methods in discovering this mental defectiveness. In many instances the evidence of mental defect is clear, but the complexity of the case cannot be thoroughly diagnosed, because of the lack of specially equipped persons upon the institutional staff. Particularly do the institutions suffer in

respect to a solution of proper methods of dealing with the individual mentally defective prisoners.

A Custodial Asylum Needed

The seriously mentally defective inmate does not belong in a correctional institution. The New York Training School for Girls makes the statement, in its sixteenth annual report:

"When girls who are thus mentally defective are committed to such a school as Hudson, with its equipment for the education and training of normal girls * * * the result is not a beneficial one for the normal inmates of the institution, and the effort to train and encourage them is much hampered. * * * The presence of mentally defective persons * * * is not beneficial to themselves. They are unable to react normally to the efforts that are made for their education. There must arise a situation that is irritating to the individual, which creates a mental disturbance, disagreeable not only to these but to all others in the institutions. The management has returned to the committing officer, from time to time, inmates found to be unsuitable for the institution."

"We are cluttering up our whole penal system with thousands of mental defectives who are utterly without a conscious realization of their wrong-doing, and mentally unable to resist further temptations that press upon them when at liberty," according to the New York Commission to Investigate Provision for the Mentally Deficient, in 1915.

Honor systems and self-government efforts in prisons are likewise injured or vitiated by the presence of the feeble-minded. Although many of the feeble-minded are kindly and gentle, not prone to deliberate anti-social conduct, they are nevertheless unthinking and unstable. The more modern methods of treatment in correctional institutions throw responsibility for conduct upon the individual prisoners. Obviously, the feeble-minded are not capable of assuming such responsibility. Automatic methods of reformation, as distinguished from the individual treatment of delinquents, bear hard upon the mentally deficient. To the extent to which they may betray such imposed responsibility, they color the attitude of the public mind toward the efforts of the institution, and of the prison authorities also as to the effectiveness of modern methods that base their effort upon the trustworthiness of the individual inmate.

There is need, therefore, of two special institutions in the State of New York, one for male defective delinquents of the segregable grade, and one for the female defective delinquents of the same order. To these institutions should be transferred from the existing correctional institutions those persons now confined therein who shall be designated by duly authorized authorities as below the grade of mental capacity to profit by the institutions in which they are confined.

Reasons

There are many reasons why this step should be taken by the State. It would be an effective measure in reducing crime. Discharge from such institutions should be only through the constituted authorities of the institutions. The institutions should operate under laws similar to those now governing the operation of hospitals for the criminal insane, and institutions for the non-criminal feeble-minded. Commitment therefore to such institutions would in many instances result in permanent separation from outside life.

Moreover, for their own sakes the feeble-minded of the segregable type should be separated from other inmates of correctional institutions. They are unhappy misfits in prisons designed for so-called normal inmates. They clog the machinery of reformatory treatment. They are the butts of ridicule. They are goaded into mental attitudes that under happier and quieter circumstances might not develop. In short, the effort required of the low-grade feeble-minded in the usual prison or reformatory is a direct cause of disturbance to the feeble-minded themselves and to the institution.

Feeble-minded of such grade should not marry, nor should they be at large to propagate their kind. Such persons are often over-sexed, and in addition are peculiarly susceptible to the temptations of that nature, less able to resist. Feeble-minded women of child-bearing age are prolific, and contribute materially to the number of illegitimate children that become public charges ultimately.

We are thus brought to the recognition, once more, of the necessity of clinical laboratories in connection with correctional institutions. The determination of a degree of feeble-mindedness sufficient to warrant transfer or commitment to a custodial institution is a serious matter. Persons thus committed should be

retained permanently in such custodial care. They cannot provide for themselves in daily life; they have manifested serious anti-social tendencies.

The New York Committee on Feeble-mindedness, established late in 1916, and the Committee on Provision for the Feeble-minded of the State Charities Aid Association estimated in February, 1917, the number of feeble-minded in the State of New York as follows:

In institutions provided for them.....	6,000
In State prisons and jails.....	1,500
In reformatories for women and girls.....	500
In boys' reformatories.....	1,000
In almshouses.....	1,500
At large in the community.....	22,500
	<hr/>
	33,000

The feeble-minded women of child-bearing age being obviously an especial danger, certain statistics were estimated by the same committees, as follows:

Feeble-minded women of child-bearing age in institutions for the feeble-minded.....	2,116
In prisons, reformatories and almshouses.....	1,300
Estimated total of feeble-minded women of child-bearing age in the State of New York.....	10,000
Of these, there are at large in the community about.....	6,600

CHAPTER SIX

THE NECESSITY OF A STATE DEPARTMENT OF
CORRECTION

THE necessity already shown of individualizing still further the treatment of criminals, on the basis of full knowledge of their needs, makes inevitable the further step of individualizing still further the functions of the individual correctional institutions. In other words, there must be brought about a redistribution of the correctional institutions in this State, according to functions.

There exists now a certain specialization of institutional administration. The State prisons receive felons from the ages of 16 upwards. The State reformatories for males receive felons between the ages of 16 and 30. The State reformatories for women (Albion and Bedford) receive women felons and misdemeanants between the ages of 15 and 30. Two State reform schools (Industry and Hudson) receive children under the age of 16. The House of Refuge in New York City, supported by State funds, but with self-perpetuating private management, receives boys up to the age of 18. Private institutions receive female misdemeanants (House of the Good Shepherd, Inwood House, etc.) and children (Catholic Protectory, Jewish Protectory, Juvenile Asylum, etc.).

Each county has its county jail, for the detention of prisoners awaiting trial and for the imprisonment of misdemeanants. Five counties have penitentiaries, receiving misdemeanants and felons with sentences of a year or less. The City of New York has its own group of correctional institutions, receiving misdemeanants (Workhouse, Penitentiary, Reformatory).

The above institutions are not under one central jurisdiction, but have evolved at different times, and are under varied and uncoordinated jurisdictions. The State prisons (Auburn, Sing Sing, Clinton, Great Meadow, Women's Prison), the two hospitals for the criminal insane (Matteawan, Dannemora), and the State Farm for Women (Valatie) are under the direction of the State Superintendent of Prisons, appointed by the Governor.

The State reformatories for males and for females, and the two State reform schools, are under separate boards of managers,

appointed by the Governor. The private institutions are under boards of managers, privately appointed. The county institutions are under the sheriffs of the respective counties. The institutions of the Department of Correction of New York City are under the Commissioner of Correction, appointed by the Mayor.

Hence there are five different bodies exercising jurisdiction over correctional institutions: Superintendent of prisons, boards of managers of State institutions, boards of managers of private institutions, sheriffs, and the commissioner of correction in New York City. The impossibility of a systematic, co-ordinated program of administration is obvious.

The State has sought to achieve some degree of unity of purpose, by providing supervisory bodies, to inspect, investigate, and recommend methods and betterments. The State Board of Charities thus supervises the conduct of the State reformatories for women, and the children's reformatories. The State Commission of Prisons supervises similarly all correctional institutions in which sane adult males are confined (State prisons, reformatories, jails, penitentiaries, institutions of the Department of Correction). The Prison Association of the State, a private organization with public power of inspection, inspects all prisons of the State. The State Charities Aid Association inspects similarly the institutions supervised by the State Board of Charities.

Lack of Classified Institutions

The differentiation of institutions by functions (prisons, reformatories, children's reform schools, jails, etc.) has occurred gradually, as we have seen. It has been held, however, that within the separate institutions all problems presented therein should be dealt with and solved if possible. All felons in the State prisons should be dealt with in the prisons. All reformatory inmates should receive treatment during their entire term within the reformatories. Transfer from one institution to another has been infrequent. Only in the case of the insane has the principle of transfer to an insane hospital been recognized.

This has resulted in the development of complex problems within the several institutions. The populations have been found increasingly to be heterogeneous. The recent emphasis upon the presence of feeble-minded inmates who have proved a detriment to the conduct of the institution, has called spectacular attention to the necessity of further specialization of correctional institu-

tions, by the addition, to the stated equipment, of custodial institutions for the defective delinquent.

But the removal of the segregable feeble-minded to a separate institution would be but one step in the necessary redistribution of our correctional population. The present methods of legal distribution are traditional, in part antiquated, and often illogical. Persons are sentenced to institutions according to the seriousness of the crime committed, or according to the age of the offender. The same person may at different times be sentenced to a variety of institutions, running the gamut from workhouse to State prison and back again. Such a method of specialization does not specialize.

There are found, for instance, in each institution the tuberculous, the venereally diseased, the feeble-minded, the so-called incorrigibles, the psychotics, the so-called first offenders, and other groups. Each institution either tries or does not try to treat these several classes. In the county jails little or nothing is done for the above classes. In the reformatories and prisons considerable effort is made to treat certain of the above problems.

It is also clear that the difference between felon and misdemeanor is mainly legal. The incidental results of a crime may determine the legal status of the offender, and the intent of the offender in committing the crime may be a subordinate or wholly unregarded factor in the sentencing of the offender. For instance: The man who steals a purse containing over fifty dollars may be sent to State prison. If the purse, however, contains less than fifty dollars, the thief escapes State prison, and may be sent to a county jail or penitentiary. Here is evidenced a clear technicality of the law, taking the place of a sentence based upon full determination, not only of the intent of the thief, but also of the causes of his act.

Further Lack of Coordination

The policies, and the sagacity, of the administrative boards of the several institutions vary widely. Politics causes frequent changes in the public boards. Lack of previous experience or training in correctional problems characterizes a very large number of the appointees both the public and private boards. The terms of office of the many managers, superintendents, wardens, superintendent of prisons, commissioner of correction in New York City, etc., are of various lengths. The State Superintendent of Prisons, for instance, serves a term of six years. The Com-

missioner in New York City has a four-year term. Members of boards of managers serve for seven years. Superintendents of reformatory institutions serve during efficiency and good behavior. The terms of the wardens of the State prisons have a strong tendency to be coterminous with that of the Superintendent of State Prisons, with considerable likelihood of their change with the entrance of a different political party into power. In other respects there is a variety of control. Wardens of the State prisons are not under civil service, while the superintendents of reformatories are. Boards of managers are not salaried, while the superintendents of the same institutions are salaried officials.

Is it necessary to indicate further the confusion of institutions and of authority within the State of New York? Is not the inference plain that a greater co-ordination of both principles and methods of treatment should be effected? At the present time, when efficiency in the most momentous interests of life is demanded of nations, and when decentralized undertakings have proved so often wasteful or cumbersome, is it not suggested by an outline like the above that the time is come for a reorganization of the correctional system—or rather, the lack of system—in the State of New York?

Moreover, the character of the prison population is changing materially. The increased use of probation is removing from imprisonment the more helpable class of first offenders, and those for whom extenuating circumstances are shown. Courts are more loth to send to prison, reformatory or county jail those who may be saved from further crime by the modified liberty of a supervised probation. The residue sent now to correctional institutions tends to take on more and more the character of a custodial group, that is to say, a group in which mental and physical defects seem to condition to a greater or less degree the commission of crime.

The treatment consequently that has in the past been considered applicable on the basis of the reformable nature of normal persons must gradually give way to a specialized treatment, as we have seen, on the basis of abnormal physical or mental characteristics. This is not to say that in our correctional institutions there is no considerable group of relatively normal persons, because such groups exist. It does mean, however, that with increasing frequency the problems of mental and physical disorder force themselves upon the administrative authorities.

First Steps

The first step, therefore, in a reorganization of the correctional system of the State should be the establishment of criminological clinics and clearing houses. (Chapters Two and Three.) The findings of these institutions will necessarily lead to the development of institutions to receive the special groups. In the past, institutions have been built, as we have said, for the reception of legally differentiated groups, such as the insane, the felons, the misdemeanants, the juveniles, etc. Within these categories have been committed all persons who seemed to fit therein. The clearing house shows the fallacy and the stupidity of such forms of commitment.

The clearing houses, therefore, will ultimately cause a reapportionment of correctional institutions according to function. These reapportionments cannot today be worked out in detail, but the necessity can readily be seen. Dr. Bernard Glueck, director of the psychiatric clinic at Sing Sing prison, has suggested the following possible distribution of the more noticeable types of prison inmates: *

1. The normal young adults, capable of learning a trade, after having been well started in acquiring the trade for which they are most suited—a question which will be determined by scientific inquiry into their capabilities, will be transferred to either one of the two industrial prisons of the State, located at Auburn or Dannemora.

2. The older normal prisoners, found incapable of learning a trade, will be transferred to the agricultural prison at Great Meadow, where they can make themselves most useful to the State in some form of agricultural occupation. They will also be utilized in the housekeeping of the various institutions.

3. The insane delinquents, if requiring treatment in a hospital for the insane of a more or less permanent nature, will be transferred to the hospital for the criminal insane at Dannemora; while those suffering from transitory mental disturbances which may promise recovery under proper treatment, will be treated in a specially constructed psychiatric pavilion at the reception hospital at Sing Sing. This pavilion will also serve as a temporary observation ward for those awaiting transfer to the hospital for the criminal insane.

*Recent Progress in Determining the Nature of Crime, etc. National Conference of Social Work, Proceedings, 1917.

4. The defective delinquents who are found to be, after intensive and careful study, incapable of reconstruction to a degree which would justify their release into the general community, will be committed for more or less permanent segregation to the institution for defective delinquents, for which procedure, it is hoped, adequate provision of the law will be made.

5. The psychopathic delinquent will require the greatest amount of attention. Some psychopaths break down completely under the stress of imprisonment, and require treatment in a hospital for the insane. Others will eventually have to be segregated more or less permanently in the institution for the defective delinquent. But such a radical procedure as permanent segregation should never be resorted to until a competent board of inquiry is enabled to come to this conclusion as the result of thorough scientific investigation into the problems involved.

Although the details of a centralized State department of correction cannot at this time be outlined, the broad general features of such a possible State department can be indicated. Such a department would include the administrative control of the State prisons, the State reformatories for men and women, the State Training School for Girls at Hudson, the State Industrial and Agricultural School for Boys at Industry, and the State Farm for Women at Valatie. Within such a department would come also a half-dozen district workhouses which are still to be established, but which are partly in sight, in the physical form of the present county penitentiaries.

For instance, the Erie County Penitentiary is about to be transferred from Buffalo to Arden, in the country. A thousand acres of land have been purchased, and this will be practically a farm colony for misdemeanants. Although it is an Erie county institution, it may follow the custom of the New York County Penitentiary and receive inmates from other counties, thereby serving the counties contiguous to Erie county. The Onondaga County Penitentiary at Jamesville is located in the country near Syracuse, on fairly extensive acreage, and functions now as a farm industrial colony.

The Monroe County Penitentiary is located outside of Rochester and carries on farming. The Albany County Penitentiary is about to be located on some site outside of Albany. The Westchester County Penitentiary is a thoroughly modern institution, so constructed with small buildings and splendid equipment

as to become a model county workhouse. The New York County Penitentiary is changing its purpose, and is becoming the receiving station for the Department of Correction of New York City, while the old workhouse on Blackwell's Island is being transferred to Riker's Island at the entrance to Long Island Sound, where on some four hundred acres of made land a municipal farm will be within a few years developed under intensive cultivation.

In short, the physical conditions are favorable to the amalgamation within a few years of most of the correctional institutions of the State in a great modern State department of correction. From this plan should be eliminated, at least for the present, most of the institutions of the Department of Correction of New York City, all of the county jails — in so far as the population awaiting trial is concerned — and the private reformatories under denominational or secular management.

It seems possible to work out plans for a State department of correction, which would embrace the following factors:

1. A board of commissioners, composing the State Department of Correction.
2. An executive staff for the administration of the Department.
3. A board of volunteer managers for each institution, said board to possess considerable authority in the conduct of the individual institutions.
4. A superintendent or warden of each institution, under civil service, and a staff, also under civil service.

CHAPTER SEVEN

ELMIRA REFORMATORY AND MISDEMEANANTS

IT is not necessary to await the establishment of such a State department of correction before making some progress in that direction. One of the extremely urgent needs is to get young misdemeanants out of the county jails and penitentiaries, and to legalize the reception of misdemeanants by the State reformatory at Elmira. The present law of this State provides that only felons shall be committed to Elmira Reformatory. In many other States, however, the State reformatory receives both misdemeanants and felons. Such States report that the results are not injurious to the misdemeanor inmates. The State of New York has operated until now upon the theory that misdemeanants and felons should not be confined in the same reformatory institution. The legal differentiation between felon and misdemeanor has been the conditioning factor.

This legal difference, as we have shown, is no inherent difference. Both at Elmira Reformatory and in the county penitentiaries and jails there are numerous young criminals who have already served terms in correctional institutions. The circumstances of the offense frequently determine whether the offense shall be prosecuted as a felony or as a misdemeanor. Frequently, also, the prosecuting attorney will allow the defendant to take a plea to a misdemeanor instead of standing trial for a felony, to save the expense of the trial or to ensure the conviction of the defendant in a case where the evidence is not over-strong.

Furthermore, the psychological and psychiatric studies made at Elmira and at Sing Sing show that the basis of treatment of the individual ought to be his own individual qualities, deficiencies, and potentialities. Therefore, both felons and misdemeanants, if committed to Elmira, should be treated individually, and not as of different legal groups. In the New York City Reformatory, which is supposed to receive only misdemeanants, there are not a few felons, who have already served terms in Elmira or in a State prison. Here also the differentiation in treatment should not be, and is not, upon any basis of legal differentiation.

Conditions into which young men are necessarily introduced in the county jails and county penitentiaries of this State are non-

reformatory, and often most demoralizing. The county institutions provide little if any schooling. The industrial education is lacking. Such things as gymnasiums and military drill are not known. Idleness, particularly in the county jails, is deplorable. The old "rounder" associates with the youth. Immoral tendencies are developed or strengthened. Sentences are relatively short, and there is no subsequent parole. The young lad, in the county institution, learns no trade, and is subjected to no habit-forming discipline.

What Elmira Could Offer

Elmira Reformatory, therefore, could offer to young misdemeanants committed thereto in the discretion of local courts, a chance for industrial, academic and physical training unsurpassed in any similar correctional institution of this State. What the State for forty years has offered to felons, it should offer to misdemeanants, who theoretically at least are not so far along on the road of crime. Why should, so to speak, a premium be put upon felony, which alone will admit at present to the best correctional trade school in the State?

Changes in the law must of course be made to admit of such commitments. The principle of the indeterminate sentence and of parole should be written into the law. At present, the only reformatory treatment of misdemeanants by a public institution is that given by the City of New York at the City Reformatory at New Hampton Farms.

Following the analogy of the indeterminate sentence applying to that institution, we recommend that male prisoners between the age of 18 and 30, convicted of misdemeanor, be committed, within certain limitations, to Elmira Reformatory on an indeterminate sentence, with a maximum of three years, but with no minimum sentence.

The minimum age limit of 18 is set because boys may be committed up to the age of 18 to the House of Refuge in New York City from any part of the State. There is, therefore, reformatory provision for boys up to and including the age of eighteen. The higher age limit, thirty years, is set, because an arbitrary line should be drawn somewhere, and the age of thirty is traditional, and is the maximum age for the commitment of felons to Elmira.

The population of Elmira Reformatory is lower than for many years. There is now capacity for many hundred additional inmates.

The State of New York is committed by law to the reformatory treatment of misdemeanants. In 1912 a bill was passed by the State Legislature, establishing a State reformatory for misdemeanants. After six years this reformatory has not been built, and there is no evidence that appropriations will be made in the near future for such establishment.

Meanwhile it is far clearer that institutions to be established from now on by the State should not be for legally differentiated classes, such as felons and misdemeanants, but for the treatment of special groups of delinquents. A State reformatory purely for misdemeanants is as illogical as a reformatory purely for felons. It is to be anticipated that when the great receiving station and clearing house at Sing Sing is established, it will be shown beyond peradventure that individual criminals must be sent from the clearing house to the institutions specially fitted to treat them with the maximum success. Elmira Reformatory, when it shall ultimately come into a State correctional system, will be designated for the individual treatment of special groups of delinquents. Without question, also, there will be found to be at Elmira Reformatory, whether as misdemeanants or felons, certain prisoners who, because of insanity, feeble-mindedness, disease, or other cause, should be transferred for proper treatment to other institutions.

A bill providing for the use of Elmira Reformatory as above outlined was introduced by the Prison Association into the Legislature of 1917. It passed the Assembly but was not reported out of committee in the Senate. Several objections were raised to it, all of which were satisfactorily answered. The Senate committee preferred, however, to reserve final action on the bill for a year. Several of the questions, and their answers, are presented herewith:

Questions and Answers

Question 1. Since misdemeanors are lesser crimes, and often trivial offenses, why should misdemeanants be sent to Elmira?

Answer. The law is permissive and not mandatory. Commitments to Elmira will be at the discretion of the court. If the offense is a trivial one, or the offender an incidental offender, or a novice in crime, obviously the court can use the suspended sentence or probation, or even a brief sentence to a county jail, although such a sentence is almost always demoralizing.

Moreover, a trivial offense is often but one of a series already committed. In such instances the court may become cognizant of the general criminal intent or character of the offender, and hold that his reform can be accomplished only by a considerable period of treatment under the Elmira system.

Question 2. The sentence of three years of a misdemeanor to a reformatory is out of proportion to the offense committed, is it not?

Answer. The sentence is *not* for three years. The sentence is an indeterminate one, with a *maximum* of three years. No minimum is imposed. The board of managers may release the inmate on parole at any time after his admission. In the case of the present population, all of whom are felons, the average length of retention at the reformatory is about sixteen months. Many inmates "make their parole" in a little over a year.

In the case of misdemeanants, it may be assumed that when the board of managers of the reformatory finds that the offense is not a serious one, and that the character and the record of the inmate is favorable, the release will follow after such a period of training at the reformatory as will render the reformation of the inmate possible.

It is to be remembered that the sentence to the reformatory, whether of felon or misdemeanor, is not for the purpose of punishment primarily, but of education and rehabilitation. The inmate should not be released from the reformatory until the institution has given him some reasonable equipment with which to earn the living that he was not able to earn before he came to the institution.

Of what profit is it, if society sends criminals back again and again to prison, because it has not made substantial attempts to readjust them to an honest life through reformatory training? That is what is occurring with desperate frequency through the short sentence of misdemeanants to county institutions.

Question 3. The above may be correct theoretically, but is it practical?

Answer. It is *not* only practical, but it has been in operation for thirteen years in the city of New York. A city reformatory for misdemeanants was established in 1905 on an indeterminate sentence basis, with a maximum of three years, and with no minimum sentence. This law has not only not been repealed, but has

been developed. At present the institution is a successful reformatory. The indeterminate sentence, furthermore, has been extended in the department of correction of New York City to include also misdemeanants above the age of thirty in the penitentiary and workhouse.

Moreover the New York State Reformatory for Misdemeanants was established in 1912, but was never built. It was to operate under the indeterminate sentence, with a maximum of three years. The State is therefore committed already to the principle, and only the neglect of the State to carry out its own law has caused the lack of application of this principle.

Question 4. Is not the treatment at Elmira too severe for misdemeanants, although suitable for felons?

Answer. We have already shown that the difference between felons and misdemeanants is largely legal. But the discipline at Elmira is that of a strict institution, aiming to teach habits of industry, to better the inmates' health, and to give them at least elementary instruction in common school branches. Criticism of the reformatory would not be, therefore, of the curriculum, as compared with the county institutions where the young inmates are now, but of methods of administration.

The degree to which young men of criminal habit or of possible criminal tendencies can be given liberties and privileges within a reformatory has not yet been determined. The average age of the inmates represents a period of life when the inmates are most inclined to be lawless and irresponsible. The Elmira Reformatory has been conservative in its experiments with permissive liberties, but especially within the last year or two many additional liberties and privileges have been allowed. It can be said that the reformatory shows a determination to continue and expand its more liberal policies.

A prominent lack in young lawbreakers today is any respect for discipline, and of orderly habits. These the reformatory aims to inculcate.

CHAPTER EIGHT

THE MAN WHO COMES OUT OF PRISON

WE have seen that the man who enters prison is little known, scientifically, to the authorities. We have seen that an adequate diagnosis of the individual prisoner is essential to a comprehensive and constructive treatment aiming at his physical, mental and industrial rehabilitation, in so far as that is possible or desirable.

But what of the man who comes out of prison today? Is he fitted to compete in the battle for existence? In what form, and with what equipment does the prison turn him out? What problems does society face in its present efforts to enable him to merge with the great mass of workers outside the prison, that he may earn his daily bread, and that of those dependent upon him?

In the last two years the Prison Association has made an exceptionally careful attempt to learn at least the external facts. A special employment bureau has been maintained by the association, with a social worker of long experience as the secretary. Not only have persistent and often extraordinary efforts been made to place applicants, but careful social statistics have been kept, from which the following facts and inferences are obtained.

The Prison Association has been for over seventy years chartered by the State for the betterment both of prison conditions and the conditions of the prisoner. The society is known to lend a helping hand to those recently released from prison. Therefore, there come to the Association not only many men from State prisons, but also many from penitentiaries, workhouses and even from institutions outside the State. They represent, in the aggregate, the average results of prison treatment, with this exception, that those prisoners who by virtue of better social standing prior to imprisonment are well provided with friends, or who have had a good trade prior to imprisonment, less frequently find their way to the association. Therefore, the jobless men applying for the succor of the society are largely social, industrial, physical or mental misfits at the time of application, particularly in the "good times" for labor of the last few years.

Such applicants represent in large measure the failures of the prison systems. What facts do they seem to show?

Before analyzing the prisoners, let us analyze the market, and the employers. 1,333 men just out of the prisons of the city and State have applied to the employment bureau of the Prison Association during the last two years. Of these, 839 were placed in jobs, and 207 more were able to secure jobs while under the care and supervision of the society. What were some of the difficulties they faced in seeking jobs?

Difficulties in Getting Jobs

1. Some employers were unwilling to receive ex-prisoners among their highly-trained and efficient staff. An employer would like to give the man a chance, but the employees had grown up in the service, and "would not stand for a convict working with them."
2. Some employers were affronted by the suggestion that a convict be introduced into their offices. Their employes were hard-working, honorable, and reliable. No convicts could get employment in their offices, if they knew it. That ex-convicts were working at the time for one employer who spoke thus was naturally unknown to him.
3. Some employers are willing to receive ex-prisoners, but are disposed to lay upon them the blame for anything wrong occurring in the office. In such organizations ex-prisoners receive little credit for good work done.
4. Some employers will take on an ex-prisoner, but caution him that he must not make himself known to his fellow employes.
5. Other employers give the excuse that they personally would be glad to give the ex-prisoner a trial, but that they are responsible to a board of directors, who would not tolerate the hiring of ex-prisoners.
6. In many businesses, the employes must be bonded. Bonding companies are generally unwilling to "take a chance" on a man out of prison.

The above are a few of the difficulties experienced in getting jobs for prison men, and show in a measure why it is necessary, even in war times, to have a special bureau of the Prison Association to intercede for ex-prisoners out of work. Against such formidable prejudices and opposition, it is necessary to appeal patiently and persistently to the employer's sympathy for these unfortunate men; to ask at least one job as a matter of justice to

the men and to point out to the employer that many of these men are making good, and that more would make good if given the chance.

About ten thousand letters have been addressed by the Prison Association in the last two years to business men and houses in New York city, asking their cooperation in giving employment to at least one man in whom the Prison Association was interested. One in five of these firms replied. Of these, approximately one-third gave no encouragement. Another third replied that there were no vacancies existing. Others replied that only women were used in their establishment, or that previous experience was necessary, or that for other reasons the matter was not practicable. One-fifth of the original one-fifth said that they would employ men at once or later.

Results

To the men thus hired, the prevailing rates of wages were paid for the work the men were able to do. That 1,046 men, or 78 per cent of all ex-prisoners who applied, could be thus placed in positions through intensive, systematic and business-like efforts to find jobs for them refutes the theory that no one is willing to give the ex-prisoner a chance. The fact seems to be that *some* employers will give jobs to ex-prisoners, but that *most* employers will not.

But the 1,046 placements represent only part of the effort made to help the men. There were obtained 111 other jobs; the ex-prisoner was interviewed and accepted by the employer, but the man did not "show up" when the time came to go to work. We emphasize this particularly because it is significant of the irresponsibility which we shall point out as an attribute of many ex-prisoners. There were 34 other men who were offered jobs, but refused for various reasons to accept the positions.

Here again we meet eccentricities in released prisoners that often are most annoying to the employment secretary. Extreme cases are those of the man who said that he would not work, though just out of prison, for less than \$5,000 a year, and of the ex-bank manager who wanted as good a job financially as formerly, and who had never worked over six hours a day, and would not take a job with longer hours. Others wanted special work which could not be obtained for them.

Twenty-five applicants for work were past the age when employers were willing to use them, or were sick at the time of application. Thirty-three men wanted temporary assistance only. More than one hundred other men called "to see what you have on hand," and not finding any work open that was to their liking left and never returned. This is significant, in view of the mature judgment of the employment secretary that practically every able-bodied ex-prisoner willing to work was offered a job by which he could earn an honest living.

Wages

We have said that the wages paid were the prevailing rates for the work these men were capable of doing, and such wages compared favorably with the wages secured through the United States Department of Labor, and by the State and city public employment bureaus. An important fact was that many of our applicants were young, with practically no trade training, and with little work experience of any kind either before or since serving their sentences.

77 were placed at from \$15 to \$20 weekly.
204 were placed at from \$12 to \$15 weekly.
225 were placed at from \$9 to \$12 weekly.
142 were placed at from \$6 to \$9 weekly.

A number of these men were enabled to learn a good trade in the positions found for them. Others secured rapid promotion.

One hundred and thirty others were placed at wages varying from \$15 to \$40 a month, with room and board.

It was impossible to secure accurate information as to previous convictions because the word of the men was the only source of information.

688, or approximately one-half the number of applicants were alleged first offenders.
265 were alleged second offenders.
133 were alleged third offenders.
203 stated that they had been convicted four or more times.
Of the applicants, 761, or more than half the number of applicants, were less than thirty years of age.
208 were between 30 and 40 years old.

We have then, so far, a picture of conditions about as follows: In present good times, jobs are numerous. There is a fair amount of willingness on the part of employers to hire ex-prisoners.

Wages paid are about those paid to non-prisoners for the same grade of ability. The bulk of the applicants for positions are less than thirty years of age. A certain number of persons thus placed gain promotion or learn the trade. Any ex-prisoners are too particular or eccentric in their demands as to the kind of position they would accept. In general the employment problem is encouraging, so far as potential positions are concerned. If failure is scored, the fault must rest largely with the qualities of the individual ex-prisoner.

Let us then turn to an analysis of his attributes. From the economic standpoint, *he must have service to sell*. He must be good enough to fill and hold the job that he secures or that is secured for him. The ex-prisoner ought not to enter his job as an object of special consideration or of charity. Such conditions promise no permanent solution to his problem, because he is not depending upon the right forces to gain him success. His ability to do good work should be his only support.

The average ex-prisoner who comes to the Prison Association presents many handicaps. He frequently makes a poor personal appearance upon his release. Many applicants are ashamed to appear for work in the clothes furnished by the State, which clearly show the State prison clothing. In the institutions of New York City, the shoes furnished have proved a prohibitive barrier against securing work except in the very lowest occupations. It is a most obvious fact, that if the State and city expend large sums of money in the prevention of crime, in courts, in the administration of institutions, and in parole and probation systems, it is a penny-wise and pound-foolish policy not to give the released inmates reasonable chances to make good on their release. What prisoners call a "front" is needed in securing a job.

But of an importance far beyond the dearth of clothes and shoes is the *dearth of training and fitness to do any specific thing well*. This lack of training and of mental or physical equipment for the job results not so much in failure to secure for the ex-prisoner some kind of a job, ultimately, but it results in a poor kind of marginal, unskilled job, in the speedy loss of the job, discouragement of the ex-prisoner, and irritation to the employer who has gone out of his way to afford a chance to the prisoner to make good.

The physical inferiority of inmates of correctional institutions was shown in a recent study of the inmates of the New York City

Reformatory, the penitentiary and the workhouse, all institutions of the department of correction of New York City. As chairman of the Parole Commission, Miss Katherine B. Davis made arrangements that the inmates of these institutions should receive the same physical examination as that required for admission into the United States Army.

In the New York City Reformatory where the inmates average hardly twenty years of age, and where most of them are supposed to be first offenders, only 8 per cent passed the required physical examination. In the penitentiary, where the average age is greater, and the number of "repeaters" is larger, only 5 per cent passed the required examination. In the workhouse, where there are mainly those sentenced for intoxication, vagrancy and disorderly conduct, and where human derelicts are found in considerable numbers, only 1 per cent passed the required physical examination.

It is unnecessary to emphasize further the obvious fact that a large proportion of prisoners are discharged from the above institutions with poor physical equipment.

The Prison Association had no facilities for measuring the mental capacity of the applicants. Only the impressions of a hasty and wholly inadequate observation could be recorded. But it is certainly indicative of the presence of physical or mental inferiority, as well as of industrial inefficiency, when an investigation of 100 consecutive placements made in 1916 show the following results:

- 22 worked less than a week.
- 19 less than a month.
- 13 less than two months.
- 5 less than three months.
- 15 less than six months.
- 3 less than a year, but more than six months.

The length of tenure could not be ascertained in sixteen cases, either because of the man's being known only by check number, or because he was a low-grade worker, and the records were insufficient.

Only 7 men out of 100 were still working at the original job when the investigation was made after months from placement. yet this small number of placements retained is not wholly a serious reflection upon the men, because only 7 out of the 100 were discharged for cause, and so far as could be ascertained,

none of them committed any crime in the positions in which they were placed.

In short, mental instability or physical inferiority were probable conditioning factors in the relinquishing of many of the jobs. The jobs themselves were, however, in large measure low-grade occupations, requiring little training. The applicants were as we have said seldom equipped for skilled occupations. The industrial inefficiency of the prisons conditioned the inefficiency of the released inmates.

Factory jobs of various kinds were secured for 35 of the 100 applicants thus traced. Jobs as porters in factories, office buildings and apartment houses were secured for fourteen. Others were placed as laborers, orderlies, useful men, bottlewashers, restaurant workers of various kinds, clerks, drivers, messengers, freight handlers. One applicant went into each of the following positions: Machinist, farm hand, fireman, stockman, cook, pressman, bookkeeper, wagon helper, elevator man, houseman, painter, assembler, cabinet maker, accountant.

Why did these 93 men leave their jobs within the span of somewhat over a year? Thirty-nine of the hundred left "for no reasons given," six are known to have found better positions. Many of the thirty-nine left, no doubt, after "getting a reference behind them." No information was had in the case of twelve others. Ten said that the work assigned was too hard. Five left their jobs on account of illness. Three more finished the work for which they were engaged. Slack work caused three to lose their jobs. Long hours accounted for two more. One worker met with an accident. One quit because his wages were reduced.

The record is one of inability, inefficiency, or indifference, coupled with a clear effort in many instances to improve their jobs, without necessarily being industrially fit to take a better job. The outstanding fact in the employment department of the Prison Association is that the bulk of these applicants have had to take low-grade jobs, because physically, mentally or industrially fitted for no better positions. This necessity is "camouflaged" in the minds of many of the applicants, by the impression that they must begin at the bottom of the ladder, as though that were a general necessity among ex-prisoners. It would not be so frequently the case, were the ex-prisoners better equipped to begin higher up.

Clearly, the period directly following the release of a prisoner is critical for him, and serious for society. To the released inmate

the world seems far different from the world he left on entering the prison. If he has been in prison for a considerable time, he is apt to be not only bewildered, but mentally erratic, morbid and often highly egocentric, attributing to himself capacities that he even seriously lacks. Inside the prison he has been doing things in a way far different from the methods of intense business life of the outside. The days and months following his release should bring to him in a kindly, tactful and efficient way the chance for readjustment. Suitable and congenial work should be secured for him, in the failure by him to find such work for himself. Discharged prisoners must soon have work, or they slip back into crime. It is estimated that there are approximately 120,000 persons convicted of crime annually in the State of New York alone, and at least 500,000 in the United States. Except for the very small number that die in prison, those who go in must come out again, to go back into society.

The obligation of the State, and of its subdivisions, to fit prisoners so far as possible for that honest work, the lack of which brought most of them into prison, seems clear. Dr. George W. Kirchwey, formerly warden of Sing Sing, has stated his general opinion that from two-thirds to three-fourths of the men in Sing Sing had never done an honest day's work in their lives. They were wholly without training or habits of industry, and a large proportion of them had spent the greater part of their lives in reformatories and prisons, but nowhere had they learned anything that would be of use to them after they were released.

"They had come to prison," said Dr. Kirchwey, "without a vocation, trade or calling, and they were going out in the same condition. Practically all of them declared their intention to go straight, but hardly any of them knew how they were going to do it.

"The main object of the prison administration should be to fit a man to lead an honest and useful life after his discharge. Otherwise, with the best intentions in the world, finding himself incapable of earning an honest livelihood, the discharged prisoner will almost invariably turn back to evil ways.

"The problem of the prisoner is primarily an educational one, and mainly one of industrial training. In order that this industrial training shall be effective, there must not only be vocational schools, but industries, into which men may be drafted, and in which they may develop their proficiency for the benefit of the State."

THE PRISON ASSOCIATION'S WORK

THE entrance of the United States into the world war in April, 1917, focused national attention largely upon all matters involving preparation for our share in the conflict. Military and social conditions abroad engaged the attention of all Americans, and all social efforts devoted to the reduction of crime and pauperism in this country received, naturally, but very subordinate attention.

The Prison Association quickly determined (1) to undertake no expansion of its activities requiring additional expenditures; (2) to reduce no activities of the Association unless compelled to by an unavoidable reduction in income. In short, the Prison Association held that all of its then existing activities were necessary.

The Association has, during 1917, succeeded in serving this State in its own field no less efficiently than in previous years. Its income, by persistent effort, has been held equal to its disbursements. Its report for the year 1917, therefore, is also in the main a repetition of its activities of 1916.

The Association has concerned itself uninterruptedly for more than seventy years with the treatment of delinquents. Its charter, obtained in 1846, provided that the society was to concern itself with (a) those awaiting trial, or being tried; (b) with those in prison, and with prison conditions; and (c) with those who had been released from prison. In the earlier years the main attention of the society was centered upon the relief of those incarcerated, and with the rectification of the most flagrant prison abuses.

In the course of time, other important functions were developed by the Association. In the absence of accurate and comprehensive knowledge as to prison conditions and prison reform elsewhere than in New York, the Prison Association has frequently been the assembler and distributor of important and highly valuable facts and statistics. The Association has been for seventy years the recognized authority of this State in matters of prison reform. Since the time of Dr. Enoch C. Wines, in the sixties of the nineteenth century, the Association has also played an important part in the national field, and was the chief factor in the foundation of the American Prison Association in 1870.

Campaigns for new institutions have been carried on by the Association. Elmira Reformatory, the Berkshire Industrial Farm, and the State Industrial Farm Colony owed their existence largely to the Association's activity. The society carried on the campaign for many years that "Sing Sing Must Go." When the State Prison at Great Meadow developed an honor system, this society used the remarkable example of that institution as a general illustration of the feasibility of this new method. This Association worked successfully for the appointment of Thomas Mott Osborne as warden of Sing Sing Prison in 1914, and has consistently endorsed the general principles of the radical development of self-government at that institution.

We have cited these several fields of activity, not in self-praise, but to indicate the necessarily broad and always growing field of the Association. Its scope is as wide as the problem of crime. Its activities are limited by its means and its ability. In the last eight years it has been passing through a deliberate period of reorganization and of administrative strengthening. Had the war not befallen the world, many advances, that have been deemed impossible, would have been undertaken.

In the following pages, we have pleasure in stating briefly our activities during 1917.

PROBATION

For practically a quarter of a century, Mr. D. E. Kimball, as the representative of the Association, has acted as "friend in need" in the Court of General Sessions and in the Tombs of New York city. After probation was established for adult offenders, Mr. Kimball was appointed by the Association probation officer in General Sessions. The Association has actually loaned Mr. Kimball's services to that court. During the fiscal year of the Association ending September 30, 1917, 431 persons were on probation to Mr. Kimball.

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

breadth and depth of vision of a probation officer depends to a considerable extent the degree of increase or decrease of crime among those committed to him for supervision.

Several Typical Cases

I

The Association was asked to interest itself in a 17-year-old boy who was locked up in the City Prison, charged with grand larceny in the second degree, the theft of some jewelry and silverware from a private house to which he had been sent by his employer on an errand. He saw the valuables and was unable to resist the temptation to appropriate them. He was placed under arrest and his pastor, a minister in charge of a West Side Presbyterian church, asked our general agent to take an interest and save the boy from prison, if possible, because in his opinion the boy was not altogether responsible for his actions, being mentally deficient.

Investigation showed that he had been a regular attendant at church and Sunday school; had always worked steadily, turning over his pay envelope to his mother every week without opening it. But it was also found that he was distinctly feeble-minded. He was not addicted to the use of tobacco or alcohol and had always kept good company. He had worked as a messenger boy, errand boy and plumber's helper in seven different places during a period of less than a year and a half, but in none of them had he been discharged for dishonesty.

Judge Rosalsky released him on probation in the custody of this Association and his pastor. This action was taken with some reluctance but the wisdom of it has been proven by the record of the boy since his release. He has had seven different situations and has not been out of work an entire week in a year. He is distinctly improved, is earning \$12 a week and supporting his mother. It illustrates the fact that not all feeble-minded individuals are subjects for institutional care if properly supervised.

II

A. B., charged with forgery in the second degree for passing a bad check for thirty-five dollars, told our agent that he had committed the crime because he was penniless, and was too proud to call on the only friend he had in New York City for aid. He came here from Pittsburgh, after having served a term in the Western Penitentiary of Pennsylvania for forgery. One good

friend interceded for him because she believed that he had sufficient natural ability to make a good record if he might be given a chance. The money was restored to the complaining witness and at her urgent request, although he was a second offender, he was released on probation by Judge Wadhams, who stated in allowing him to go that he hoped he would not disappoint him; the young man promised, and almost immediately went to a city in the far West where employment was secured for him with an automobile company. He is now manager of a branch of the concern, is superintending the construction of a factory and has entire charge of a large business and is earning a good salary. He very much fears, however, that his good record will be imperiled by publicity, if he is drafted into the army of the United States, as he is in the draft age and may be called at any time. His position is peculiar; he could easily obtain exemption by stating that he had been convicted of a crime, but he has no desire to do this, and is ready to join the National Army if called.

III

A Pullman porter, who had been in the service of the company for six years, was convicted of grand larceny in the first degree, and Judge Nott, who referred the case to our agent, asked that an unusually careful investigation be made. It was found that he had always lived a clean life, and had absolutely no bad habits. A portion of his earnings had been devoted to the support of poor relatives in the West Indies.

The complaining witness stated that she had taken a train on the New Haven Railroad, and at that time had \$5,380 in a linen bag inside her waist. An hour after the train had left the Grand Central Station she discovered that she had lost her money, but how, she could not state. The defendant was not the porter of the car in which the woman lost her money. During the course of the trip he heard it said on the train that a woman lost a lot of money, and he says he thanked his lucky stars that it had not happened in his car.

When the train reached Boston, he says he was gathering up some papers and rubbish and found under the papers a lot of money, fifty-three hundred dollars in one-hundred-dollar bills. The amount was so large that he was unable to resist the temptation to take it, and he took it to his home in New York. His wife advised him to return it to the Pullman Company, but he was

afraid to do so because it would cost him his situation; he put it up in a package and turned it over to his wife. In some way the police found that he had the money and placed him under arrest. He had spent two hundred dollars of it, and when the police came to the house his wife burned two hundred more so that the police would not find it on her. When the money was counted by the police they claimed that it had shrunk to forty-five hundred dollars.

Investigation as to his character and reputation showed that he had been employed by two very prominent actors in this city. One says in a letter: "I have always found him most honest, steady, straightforward in every way; he had a beautiful nature and everybody who came in contact with him while he was in my employ respected him. Please take my word for it this is the one great error in his life, a mistake which I trust the court will consider, and grant him mercy and a chance to prove that it was the one mistake of his life. May I add that I have trusted him with large amounts of money, and my wife and mother-in-law have put in his charge all their valuables and jewels many, many a time, and always had the greatest amount of faith in his honesty and service."

Another actor whose name is known throughout the world, states: "He was in my service for a long period and during that time had access to valuables at all times. He was always scrupulously honest, faithful and efficient."

A prominent banker of this city states that for the past two years the defendant had been a porter on his private car which he used in traveling in the United States and Canada, during trips amounting to 17,000 miles. Whenever he wanted to stop off three or four days during the course of the trip, he would leave the car, put defendant in charge of all the valuables, and never found that confidence misplaced. He says the charge against him at the present time does not seem to him to present those elements of moral turpitude which would arise in the case of ordinary thievery or robbery, but the case seems to be one of sudden temptation and bad judgment on the part of a man who is honest at heart. "I would not hesitate to place the same degree of confidence in him to-day."

In view of this exceptional record, Judge Nott released him on probation with orders to restore eight hundred dollars to the complaining witness in instalments, to be paid over through the probation officer. A few days after he had been allowed to go, the

banker came to our office and said that Edward was such a good fellow that he felt constrained to help him and at the same time asked for the use of pen and ink. Much to our surprise he filled out a check for eight hundred dollars to be forwarded to the complaining witness. Edward secured work as a butler with a private family where he is doing well, and since his release has taken another 17,000-mile trip with the banker who proved to be his friend in need.

PAROLE

One of the most important branches of the work of the Prison Association is its Parole Bureau. Parole is now a well recognized feature of modern penology. It is a period of conditional freedom, which follows a term of imprisonment. For instance, an inmate is sentenced to prison with a certain minimum and maximum term. An example of this would be a sentence of one year minimum and ten years maximum. At any time after the expiration of the minimum sentence, the prisoner may, if his conduct, work and other qualifications have proved satisfactory to the Parole Board, be paroled, or in other words, be released with the requirements that he report to his parole officer at stated intervals and otherwise obey the rules and regulations laid down by the Board of Parole.

The parole period is therefore a time during which the former inmate can test his ability to be outside of prison walls and to merge properly again into industrial and social life. The parole officer should be one of the most sagacious and helpful friends to the released inmates. The parole period is a necessary sequence to the indeterminate period of the prisoner's sentence.

Our parole work for the State prisons has developed very gratifyingly. Two agents of the Prison Association are giving all their time to helping released and discharged prisoners. It is impossible to measure on any cash basis the enormous value of the "friend in need" to the prisoner just entering the world again.

The work includes the general supervision of paroled men, which means visiting them at their homes and at their places of work when feasible. Whenever needed, friendly advice is given, and in a number of instances the Parole Bureau has been successful in effecting friendly relations between the released men and their families. The Parole Bureau works in closest cooperation with our special Employment Bureau. All applicants for relief coming to the Prison Association are interviewed and are aided

as the merits of the case may require. No worthy released prisoner has been denied relief when it was possible to verify that he has been an inmate of a prison. In conjunction with this work a large number of people have been interviewed who are desirous of obtaining information concerning relatives confined in the different State and county institutions.

The most important point of the parole work is the *guiding* of the men released from prison. Supervision in this connection means far more than merely an official duty. It is a friendly controlling of the future steps of the released man, beginning at the prison gate. The released inmate finds upon entering the world new conditions; he needs advice; he is possibly on bad terms with his family or relatives owing to his downfall, and the parole officer succeeds many a time in reuniting families. Positions for the paroled man are secured through close cooperation with our employment bureau, and in case of need relief is given. Discharged prisoners requiring help are also aided, and never is anyone denied some form of help if he can show that he was once an inmate of a prison. In fact, the parole officer's duties are manifold, and cannot be limited to the mere supervising of men on parole; he is the friend of the prisoner while still confined, he keeps him, while still in prison, in contact with the outside world, preparing, guiding and directing his steps at the time of his appearance before the Board of Parole, and his release. In short, the parole officer is the friendly mediator between the law-breaker and society.

The volume of work is considerable. An average of over 200 men are at any one time on parole to Mr. Bohn, our agent. It is physically impossible to give to each of these men just released from prison the amount of attention that is often needed. On October 1, 1917, there were 227 men on parole to this Association; during the fiscal year ending September 30, 1917, 205 other men were placed on parole to us, making a total of 432 for the year.

Of these, 173 were discharged from parole, after having satisfactorily finished their period of conditional liberty. There were rearrested for other offenses and returned to prison 31, and 14 others disappeared and could not be located. The two figures give a total of 45, or 22 per cent. of the number placed on parole during the fiscal year. The figure is, however, but 10 per cent. of the total number of persons on parole to our Association during the year.

The Parole Bureau made 1,502 visits and investigations during the year, besides attending the Parole Board meetings at several of the State prisons each month, and in several instances the meetings at all the prisons in a single month. In this manner the agent keeps in close touch both with the Parole Board and with the men about to be paroled.

This service is done entirely without cost to the State. The parole agent is "loaned" for State service, much as Mr. Kimball is "loaned" to the Court of General Sessions. The Prison Association has for several years most earnestly urged that the State make appropriations for its own parole officers for the State prisons, suggesting that the Prison Association will continue to cooperate with the State when this occurs. We refer the reader to Chapter Four of this present report (page 49) for a fuller discussion of the necessity of the extension of work and of methods by the State Parole Board.

Our parole work is teeming with human interest. The following paragraphs are gathered from letters coming to our parole agent. They show that in spite of failures that come to any individual or organization that deals with delinquents, there are rewards and successes also:

"Want to thank you for your courtesy during the last year. Shall pass along the word to any of the old bunch still 'up there' that they can better entrust themselves to your tender mercies than to anyone else. Sometime in the near future I want to join the army — the British or Canadian of course, so as to be with some of my own bunch."

"I would have liked to have made a better showing in my business end, but I tried to do all that I could, and in return I can only 'thank you.' Two small words, but to me they mean more than I can explain. When you are in my vicinity I shall always be more than glad to have you call at the above address. You will always be welcome either by my wife or myself."

"I want to thank you for the interview at the prison on the 20th inst. last. Although the interview was short it made me feel very glad and very much encouraged. Never since I have been in prison has any one or a friend given me some good advice and hope to live for as you."

"I received my final discharge from you very promptly but since that time I have been very busy. I have received a very good position, and am kept very busy indeed, as the firm has several very large government contracts. I am getting a very good salary with elegant prospects of getting a much larger one, just as soon as I can qualify myself for promotion."

"Hundred upon hundreds of many thanks and may God send showers of benisons upon every member of the Prison Association of New York. I am highly appreciated with the opportunity you granted me to be relieved from the institution that maintain me from liberty. And I assure you that I shall make good. And I make my words my bonds."

THE RELIEF OF FAMILIES

A special bureau of the Prison Association is devoted to the charitable assistance of the families of men who are imprisoned. On an average, Mrs. H. B. Rodgers, a woman of long practical experience, has some fifty families in her care. Such families are very often stricken suddenly, and would not, save for the removal of the breadwinner through imprisonment, have become the objects of charity. Our policy with these families is just as liberal as our funds and our common cause will allow. We do not hold that the distress of such a family should be used as a disciplinary measure, unless we find the family unwilling to cooperate with us in the necessary planning for an existence under new conditions. While in many instances the wife must go to work, it is not necessary that she should learn the lesson that her present plight has come through her own or her husband's idleness, when it has not.

Therefore we endeavor so to maintain the family, or help it to maintain itself, that when the breadwinner returns from prison, he may resume his economic life without a broken family. The painful part of our experience is that we cannot as yet raise funds sufficient to help all the families that apply to us.

During the last fiscal year 412 different families were taken up for treatment. Many of the families required little aid, and many others were not listed in our files as "cases." But in the course of the year our relief agent, Mrs. Rodgers, or her assistant, made 1,498 visits to her families, besides rendering the manifold and necessary services of the individual instances of need.

Besides the constant services of the relief bureau, which cannot be estimated in terms of money, the bureau expended \$4,165 in material relief.

The following summaries of some of the "bureau's families" will bring the problems closer to our members. In many instances the Association cooperates with, or secures the cooperation of, other organizations in the complete treatment of the family.

The family of J. B. was referred to the Prison Association by a branch of the Charity Organization Society. J. B. was serving a term of eighteen months in the penitentiary on Blackwell's Island. Prior to his imprisonment he had been earning \$5 a day. The family had lived at one address for eight years prior to the man's arrest. The C. O. S. paid the rent of \$15 a month. There are five children in the family, ranging from seventeen to two years. The oldest girl earns \$7 a week. The Prison Association allows \$3 a week for food, and has so far expended \$156, and plans to continue to do so until the eighteen months of the man's imprisonment are over. Meanwhile the relief agent is the friendly counselor of the family.

A machinist who had been earning \$15 a week was "sent away" in February, 1917. His wife is a janitress receiving rent free in return for her services. There are three little children. Obviously, there can be no other work done by the woman. Other charitable associations cooperate with the Prison Association in maintaining this family until the breadwinner returns, when his last job will still be open to him. We have so far expended \$168 for the family.

In another instance, by similar cooperation, a woman with four small children is being aided over until the husband returns from the Federal Prison at Atlanta. In this case the Prison Association pays the rent of \$17 a month.

A week before this present record was written our relief agent visited a family which had been helped through many months by the Association. Before the man had been "sent away" he had been earning \$15 a week. After he came back he secured the same position through our help, and at a slightly increased wage. By paying this family's rent, advising the wife as to work during her husband's absence, and by the cooperation of another charitable society, the family was aided over until the husband returned. "They are getting along very well, now that the man is back."

A family was referred to the Association by a branch of the Department of Health. The husband had been sent to the penitentiary for having cocaine in his possession. He could earn \$4 a day as a carpenter. The wife did not want to break up the home. Her mother agreed to keep the family in food if the Association would pay the rent, which we did. After an expenditure of \$300 in this Association, the man returned and went to work for his former employer. So far he has stuck to his work.

The above instances give an idea of the daily work of the relief bureau. We emphasize the fact that, while the material relief supplied is imperative, it is the intelligent, warm-hearted service that counts for most in the ultimate reconstruction of the family.

Assisting the relief bureau is an auxiliary committee, meeting once a month. Generous assistance has been rendered by this committee. The chairman is Mr. Alexander M. Hadden.

The customary Thanksgiving and Christmas baskets were provided in 1917, out of funds raised specially for the purpose. Again we desire to thank the Ritz Carlton Hotel for supplying meat for each basket at Christmas.

THE SPECIAL EMPLOYMENT BUREAU

In Chapter 8 of this annual report, the Association prints a noteworthy analysis of the results of two years' activity of the Special Employment Bureau. We shall make no further reference to the bureau, save to say that its functions in intimate cooperation with our bureaus of probation and of parole, and that the intensive help which the Employment Bureau renders is invaluable in the placing of men coming to us directly after a prison term.

ADMINISTRATION, COOPERATION, EXTENSION

In addition to the specific relief activities of the Association already mentioned—Probation, Parole, Employment, Relief of Families—the society is constantly active in furthering prison reform. We shall present, in the chapter following this, a comprehensive report of the inspection work of the Association during 1917. No one but the inspectors themselves can fully realize how important is such work. As will be shown, practically a revolution in jail management has been effected in a number of counties in the last four years. The consciousness among county officials that a persistent campaign of inspections is being conducted by the Prison Association has been largely responsible for the material betterment in the jails of many counties.

But the Prison Association, at its building in New York, is also a center of dissemination of propaganda for better prison conditions and for the more rational treatment of delinquents. During the legislative session of 1917, the Association urged at Albany, legislation for the admission of misdemeanants to Elmira Reformatory (see pages 69-73 of present annual report), the abolition of the remnants of the fee system in the operation of county jails, and an indeterminate sentence for persons receiving life sentences for other crimes than murder in the first degree.

The Association cooperated with other organizations in furthering certain legislation, and in opposing other measures. An account of this activity will be found on pages An assistant secretary of the Association was for a considerable part of the legislative session active in Albany.

Throughout the year the society has furthered, by endorsement and the furnishing of facts, the development of the honor system and of self-government in institutions. We have cooperated with the Commission on New Prisons in examining and discussing the plans for the new Sing Sing and for the prison at Winddale. Each institution embodies to a remarkable degree the principle of small and detached cell blocks, each accommodating not over several hundred inmates—a principle advocated vigorously by the Prison Association even before there was any fair probability that the traditional Bastille cellblock, with its thousand or more cells, could be prevented in the proposed construction of new prisons. The Association records here its warm appreciation of the enlightened attitude of the Commission on New

Prisons, and would mention in particular the admirable and sometimes radical plans of the State Architect, Mr. Lewis F. Pilcher.

The principle of cooperation with existing agencies is fundamental with the Prison Association, if such agencies are sincere and are contributing to the progress of penology and criminology. We have endorsed warmly the movement for a better system of defense of needy prisoners, through the Voluntary Defenders' Committee operating in the Court of General Sessions, under the direction of Mr. William D. Embree. Scores of consultations have been held with the General Secretary and with other officials of the Association by representatives of institutions and organizations. The Association is becoming each year to a greater extent a clearing house for information and counsel.

With the Psychiatric Clinic at Sing Sing the Association has worked in warm sympathy, and has sought to interpret its activities to the general public. Many lectures have been given to women's clubs in the winter and spring of 1916-17. With the Bowery Branch of the Y. M. C. A. and with the National Committee of Review of Motion Pictures, the General Secretary retained relationship through membership on the boards of directors. Similarly, the General Secretary was related to the national prison reform field through membership on the executive committee of the board of directors of the American Prison Association. At a special meeting of the said Association in Washington in July, the whole force of the national body was offered to the Government in whatever form the Government would designate. The New York Prison Association offered similarly its services at the declaration of war in April. Members of the staff and board of the Prison Association presented important papers at the American Prison Association convention in New Orleans and at the National Conference on Social Work in Pittsburg, during the year.

A very important development took place at the School of Philanthropy in New York in the fall of 1917, when Drs. Kirchwey and Lewis, of the Prison Association, conducted courses and a seminar in criminology. For many years the General Secretary of Association has given courses at the School, but the plans beginning in the fall of 1917 call for a gradual extension of the teaching of penology, criminology and abnormal psychology to such an extent as to constitute this department of the School actually the nucleus of a School of Criminology. It is the purpose of the department not only to train for administrative

positions, but also to furnish to social workers and law students a far more comprehensive knowledge than could otherwise be obtained of the principles and methods of dealing with crime.

The better training and functioning of officials of correctional institutions can be achieved in many ways, but the opportunity for occasional informal meetings for discussion and comparison is important. To this end the Prison Association organized in 1916 a semi-annual conference of executive or correctional institutions, and their colleagues. The first conference, held during two days of the summer of 1916 at Elmira Reformatory, was very successful, and was attended by approximately thirty of the chief representatives of correctional institutions in the State. Intimate and vital problems of administration were discussed. Novel features of the conference were the absence of minutes of any stenographic report, the absence of reporters and the absence of set papers.

The second conference of similar nature was held in New York City in January, 1917, by invitation of the Department of Correction, and was attended by seventy persons. The third conference was held, by invitation of the Prison Department, at Great Meadow Prison in July, 1917. The meetings have been signally successful and will be continued. A fine spirit of friendly cooperation and competition is engendered by these gatherings, which are limited to those with much experience in correctional matters. All details of organization and continuance of the conferences have been left from the first with the General Secretary of the Prison Association.

Through the year the Association has continued to publish the little monthly journal, "The Delinquent," devoted to disseminating information regarding modern principles and methods in the treatment of delinquents. With the advent of the year 1918, an editorial board of six persons, including the General Secretary, Dr. George W. Kirchwey, and Assistant Secretary Philip Klein, of the Prison Association, has been created.

In August, 1917, the Prison Association suffered a real loss in the death of Evert Jansen Wendell, member of the executive committee of the Association, while he was in France serving his country in an important voluntary capacity. The following memorial was adopted at the first meeting of the Executive Committee in the autumn:

Evert Jansen Wendell, a member of the Executive Committee of the Prison Association, died in France late in August, 1917, while

serving his country. A letter from Mr. Wendell, addressed to the General Secretary of the Prison Association in July, 1917, thus defined Mr. Wendell's proposed service:

"I am on a mission for the Auro Club of America to assist in the formation of their Paris Committee which is designed to be helpful to the American aviators in France, and keep them more closely in touch with home; and also to help in an advisory capacity in the formation of the American University Union in Europe, which I hope will prove to be useful to many University and College men who will be called abroad in connection with the activities brought about by our entrance into this terrible war.

"Will you please present my very good wish to President Smith and all of the members of the Board of Managers, and ask them to kindly have my absence excused while I am away. If I go twice through the U-boat zones, I am hoping to be back with you all again in six or eight weeks."

Our fellow member was stricken with a fatal illness shortly after his arrival in Paris. He died in harness. Much of his life as a man was devoted to the service of his fellow men, either in active constructive charity, or in making them better and broader citizens.

No man who in recent years has passed away from this community has been more sincerely mourned than Evert Jansen Wendell. His example in good works was contagious and virile. While he attached himself to many forms of charitable work, his peculiar interest was in the reclamation of boys and young men.

The members of the Executive Committee of the Prison Association will long miss the cheery, dynamic presence of Evert Wendell. He could not give equally of his devotion to all social movements. Prison betterment yielded in his field of active work to preventive work with boys. But his interest in our society was sincere, and would have been more constant, had he not believed his work lay in preventing the entrance into prisons of those thousand of young men, who have since his death shown by public expression and by their other actions what Evert Jansen Wendell meant to them.

The Executive Committee has added to its numbers Messrs. George W. Wickersham, Dr. Walter B. James, James Byrne and Ira Barrows. During the year the Committee accepted with much regret the resignation of Mr. James Wood, who for many years had been a most interested member of the Committee.

Despite the serious financial conditions arising out of the war, the Association was successful in making income and disbursements meet for the fiscal year.

The Prison Association received during the year a legacy of \$1,000 from T. H. O'Connor.

In May, 1916, at the invitation of Commissioner Burdette G. Lewis of the Department of Correction, the General Secretary of the Prison Association of New York became chairman of a special committee organized to administer the commissaries of the Department. The purpose of the Committee has been to maintain opportunities in the several institutions of the Department whereby prisoners may purchase at very reasonable rates certain articles of food and other useful things. Commissaries have been established in the City Prison, Manhattan, the Penitentiary, Workhouse, and on Riker's and Hart's Islands, as well as at the City Reformatory at New Hampton Farms, Orange County. The trustees of the Commissaries, composed of three members of the Department of Correction, and three other citizens, have made it the first and chief rule of the Committee to expend the net profit from the commissaries only for the benefit of the inmates — such benefit in general to be collective and not individual. Libraries and bands have been established in several of the institutions. The Commissary Committee has thus carried on, solely for the benefit of the inmates, important and lucrative operations that formerly had been concessions to private individuals who had realized in some instances a considerable profit from the operations.

CHAPTER TEN

THE BUREAU OF INSPECTION AND RESEARCH

THE work of this department during 1917 consisted of (a) Inspection, (b) Legislation, and (c) Special Studies.

I. Inspection. This work covered the county jails, county penitentiaries, male and female reformatories and the institutions of the Department of Correction of New York City. No regular inspection work was undertaken for the State prisons, partly because of our special study conducted in the autumn of 1916 into the possibilities of the redistribution of the population and other matters, and fully reported in our last report; and partly because it was not thought wise to do so during the transitional period of reorganization of Sing Sing, and during the formation of plans by the commission on New Prisons. In connection with some of the inspection work, local cooperation was obtained both for general supervision of the particular institution and for the purpose of obtaining relief or rendering help for inmates of institutions.

The patriotic movement for land cultivation gave considerable impetus last year to the concentrated efforts of the Prison Association for the introduction of employment for sentenced prisoners in the county jails. As a result there were unexpectedly satisfactory developments, particularly in some counties where our efforts had seemed futile and where we had entertained little hope of success for years to come. This development will serve to strengthen in a very considerable degree our oft-repeated arguments for the useful employment of county jail prisoners.

II. Legislation. In our last annual report we outlined proposed legislation for 1917. It was necessary in the course of the legislative session to modify our plans. Our work of that nature during the legislative session consisted of the following:

Drafting of laws for the following possible purposes:

1. To render Sing Sing the receiving station for the whole prison department.
2. To make Sing Sing, as a receiving department, available for the New York State reformatories for men.
3. To reorganize the parole work for the State prisons.
4. To effect the admission of misdemeanants to Elmira Reformatory.
5. To discontinue certain punishments in all prisons.

6. To abolish the remnants of the fee system in the county jails in reference to the feeding of prisoners.

7. To utilize temporarily Napanoch Reformatory as an institution for defective delinquents.

8. To utilize similarly the prison farm for women at Valatie for female defective delinquents.

9. To make possible the indeterminate sentence for persons receiving life sentence for other than murder, second degree.

The following bills were introduced for the Prison Association:

1. To effect the admission of misdemeanants to Elmira Reformatory.

2. To abolish the fee system in county jails.

3. To make possible the indeterminate sentence for persons receiving life sentence for other than murder in the second degree.

In addition, active propaganda was carried on in connection with a number of other bills introduced by other organizations or individuals. There were thus approved and supported:

1. A bill renaming certain institutions in the Department of Correction. This bill was passed.

2. A bill to permit the use of certain institutions in the Department of Correction as examination stations in connection with the courts. This bill failed of passage.

3. A bill extending the powers of parole and rearrest in cases of private reformatories for women. This bill failed to pass.

There were disapproved and opposed the following:

1. A bill to render the Laboratory of Social Hygiene at Bedford Hills an examining station in connection with the courts in a limited part of the State. This bill failed of passage.

2. A bill to abolish the Parole Commission for the City of New York. This bill failed of passage.

III. *Special Study.* By request of the New Jersey Prison Inquiry Commission, appointed by Governor Edge, a study was made by the Department of Research and Inspection of all the county penal institutions in the State of New Jersey. The conditions of each institution and the laws relating to them were studied and an intensive research was undertaken to obtain statistics at the time of the visit and for a period of five years from 1912-1916 inclusive. This was exceedingly difficult and laborious, in view of the fact that there was almost a total lack of centralized statistical information.

INSPECTIONS

ALBANY COUNTY PENITENTIARY

The sheriff of the county, James D. Patton, is responsible for the supervision of the penitentiary.

The penitentiary represents the old type of stone cellblock with its antiquated and inadequately equipped cells. The lack of proper toilet facilities makes necessary the use of the obnoxious bucket system.

As pointed out in our report of last year many changes have been made by the sheriff. However, the county authorities should obviate the objectionable physical effects either by discontinuing the present institution, or by installing a modern cellblock and making other modern structural changes.

A wholly satisfactory condition of cleanliness and order prevailed in all parts of the institution.

The striped uniform is still in use, but when the present uniforms are worn out, a plain gray material will be substituted. It was intended to discontinue the use of the striped uniforms entirely, but it was said that the Prison Department asked the penitentiary authorities to purchase the remaining stock of striped material, at a very low price.

The old barn buildings outside of the walls have been removed, improving the appearance of the grounds in the rear of the penitentiary buildings, and also adding to the farm acreage. The old laundry building within the walls has been razed.

The messhall mentioned in the previous report as being under construction is now in use. It is highly commended by the authorities as a convenient and clean manner of serving food to the prisoners. The shower bath rooms, also mentioned in the previous report as being under construction, are now in use.

Now that most of the renovating work is completed, the penitentiary officials are again confronted with the problem of idleness among the inmates. During the summer months there is opportunity to employ some of the inmates at farming. However, during the late fall, winter and spring months there is practically nothing except janitor work, shoemaking and tailoring on a very small scale. What is principally needed is some form of employment to utilize the labor of the many and able-bodied unskilled inmates. This vital

need is another argument in favor of removing the penitentiary from its present site to one where a quarry would be available and highway work established.

ERIE COUNTY PENITENTIARY, BUFFALO

The warden, Harry M. Kaiser, is in charge. He is responsible to the Commissioner of Correction, William Hunt.

A tour of the institution was made with the principal keeper. The south hall is still used for the short-termers.

There was also, at the time of this inspection in February, 1917, the usual congestion. The normal capacity of the institution is 230, allowing a cell to a person, whereas at the time of inspection there were 348 men assigned.

No medical examination is provided for new admissions. This lack has been criticised in previous reports, but up to the time of inspection no change has been made.

The boys' section was clean and orderly, and only one prisoner was assigned to a cell. All the boys were together, the classification being based solely on age and not according to the individual boy's character. The latter form of classification is highly desirable, but it is not wholly practicable in this type of institution.

The west hall, used for long-term prisoners, was clean and orderly. It was stated by the prisoners that the food is now served after the men are assembled in the hall and that therefore they receive warm food. The need for such a change was pointed out in our previous report.

The section used temporarily for females, decidedly non-fireproof, was clean and orderly. Its use should be continued no longer than is necessary.

The industries, while they are maintained on a larger scale than in some of the other county penitentiaries do not adequately serve for the employment of all prisoners. In passing through the shops there was a noticeable amount of idleness among the inmates. These men, after finishing the work assigned to them, do nothing but sit around. This county, however, is doing more than Albany and Monroe to solve the problem of unemployment. During the open seasons much valuable work is done on the highways, large numbers of prisoners are employed, and they are compensated for their labor. Highway work is done at a saving for the county. Also at the county penitentiary farm the prisoners are engaged at

farming, road building and the general improvement of the new farm site.

The county penitentiary should be removed from its present site in the city to a site somewhere outside of the city limits. The recommendations made in previous reports we again urged repeated here.

Buckets used in the south wing should be aired more frequently in the yard.

Blankets should be aired in the yard at least once a week.

Medical examination of all new admissions should be made. Another medical examination should be made before prisoners are doubled-up in cells.

Prisoners held in the punishment cells should be given a blanket at night.

The black paint on the side walls should be removed, and a light color of paint applied.

ERIE COUNTY PENITENTIARY FARM

The management of the farm, which was heretofore under the direction of Commissioner Hunt, has been changed so that now it is divided into two departments known as A and B. Department A is controlled by a committee of the Board of Supervisors, and Department B by Commissioner Hunt. The question is raised as to the advisability of having a two-fold plan of management. The re-arrangement seems unnecessary and is apt to create confusion and frequent misunderstandings, all of which are bound to retard progress. The farm is a problem and even with smooth management its development will be slow, but if politics are to be injected into its management, its future seems almost hopeless.

The new dormitory building is finally completed and occupied. The first floor contains office rooms, a large room to be used as a chapel and messhall, and a large kitchen. The second floor contains a large, well-lighted, well-equipped and ventilated dormitory. The building is heated by steam, generated by using natural gas as a fuel. Adequate toilet and bathing facilities have been provided in the basement and on the dormitory floor. In the basement store-rooms have also been provided for clothing of prisoners, vegetables and other supplies. The prisoners seem amply supplied with clothing. There is need of an extra towel on bathing days, and also of the marking of underwear.

The septic tanks, now in use, apparently work satisfactorily. There is need of a rail around the top of the tanks.

Two new barns are under construction partly by contract labor and partly by inmate labor. Except for the installation of the ventilator system, it seems that all the work could have been done by prisoners.

Nathaniel Smith, head of Department A, on June 4th, could not give an exact record as to the kind of seed he had planted, or of acreage under cultivation. When asked to do this, he drew a small note book from his pocket and began to figure from memory. It is felt that he is doing things in a somewhat antiquated manner. His explanation is as follows in regard to the poor crops at the farm:

1. The land has been rented out from year to year, and under such conditions everything has been taken out of the soil and nothing put in, so that it is now seriously lacking in natural and essential qualities.

2. The weather in the region of the farm seems to be different from that in any other part of the county. The soil is such that after a little rain, that it is impossible to get upon the farm for a number of days.

3. He feels that in the course of time better results can be had, but just how long this will be it is hard to tell.

Judging from what has been done in the past two or three years and the prospects at the time of the June inspection, it will be a long time, if ever, before satisfactory crops can be had from the soil of this farm.

MONROE COUNTY PENITENTIARY, ROCHESTER

The superintendent is William H. Craig. There have been no changes in the physical equipment of this institution.

The cell halls are adequately lighted and ventilated, but there is need of a better system of ventilation in the interior of the cells and also of the installation of modern toilet and washing facilities.

One serious criticism of the administration of this penitentiary is the absence of sufficient employment, the year round, for the inmates, a condition that results in demoralizing idleness. As pointed out in the previous reports, this idleness might be greatly eliminated by a revival of the industries or by the employment of inmates on the county highways. To remove the serious handicap which arises from the large number of 5, 10 and 15-day men who come from the city of Rochester, it would be advisable to put into

effect the indeterminate sentence law, which could be worked out under the supervision of a parole commission. A general explanation of this plan is embodied in our 1916 inspection report of this institution.

Apparently, minors are not strictly separated from adults during the day in the old shop buildings. Both minors and adults sit together on the same benches. A separate tier in the cell hall is not used exclusively for minors. It has been stated that a separate tier is set aside exclusively for minors. By law adults and minors must be separated at all times. The warden of the penitentiary and his assistants are well aware of this law, and have not satisfactorily complied with it, particularly in the shops during the day.

Prisoners complain that during the exercise periods in the cell hall on Sunday afternoons the inmates are made to walk at a very rapid pace and for this reason many of the men do not partake of such exercise. Men are not allowed to set their own pace while exercising. This procedure should not be continued. There is absolutely no sense in racing the men around the cell hall, except for the purpose of discouraging exercise. Complaints have been made that exercise periods in the shop buildings during the day have been reduced from one hour to a few minutes, and on some days there is no exercise at all. Many prisoners, conversed with, agree that the exercise is permitted twice daily, but their statements as to the amount of time allowed differed greatly. A similar complaint was made about the opportunity for conversation in the shop buildings; again the prisoners admitted that conversation was permitted, but it was difficult to judge from their various statements as to just how long a time is actually allowed. The Prison Association has endeavored to eliminate what is known as the "silent system" in these shop buildings. The warden has promised to allow conversation periods in the morning and in the afternoon.

It was stated that from 20 to 24 men are sent to the shower bath room at a time and are forced to bathe too hurriedly, two or three being made to stand under one spray at a time. It was further stated that the towels furnished are too small. Investigation showed that there are eight or nine shower bath sprays, separated by partitions. The prisoners are brought to the shower bath rooms once a week in groups numbering from 15 to 25, sometimes more than one man goes under the spray at a time. It was denied that three or four men are compelled to use one spray at a time. But apparently not sufficient time is allowed for bathing.

Individual towels for daily use are not provided. Instead, common towels in the wash room adjacent to the old penitentiary hall are used. The use of common towels is forbidden by law. The promiscuous use of towels, especially in an institution, is dangerous.

The doctor does not make daily visits to the penitentiary, nor does he examine each new arrival. The principal keeper really acts as a doctor. A physician drawing a salary from the county, no matter how small, should make daily visits and should examine every new admission.

At the time of the visit in August, 1917, there were bugs in the cells. In many cells there were blood stains on the side walls, caused by the prisoners killing the bugs.

Prisoners conversed with were of a divided opinion relative to the food, some saying that it was all right and others the contrary. These opinions were sometimes given in a spirit of indifference, at other times with unduly exerted emphasis, and again with the feeling that it was as good as could be expected under the circumstances. The bread is satisfactory, more palatable and more pleasing to the sight than the bread served in the other institutions of the State. The food observed in the process of preparation was satisfactory. There was no evidence of decayed meat or decayed vegetables.

ONONDAGA COUNTY PENITENTIARY

The Superintendent is Charles H. Livingston.

At the time of the November inspection satisfactory cleanliness prevailed in all parts of the institution with the exception of the jail section, where there was chance for improvement. It was stated that this section was not "up to the mark," because many prisoners had been sent to court that morning.

Common laundry soap is used for the shaving of prisoners. This is too caustic, and its reaction on the skin causes much discomfort. Since the inspection this kind of soap is no longer used.

The plan of having only one shaving day a week in the jail section is bad. All prisoners are shaved on Monday morning. A prisoner coming to the jail on Monday evening, and required to appear in court on Wednesday or Thursday morning, misses the chance to be shaved. There are always several barbers in the penitentiary section, and there is no reason why there should not be more frequent shaving.

There is no resident physician, and new admissions to the penitentiary are not examined by the visiting physician. Although the physician visits the penitentiary daily and is subject to call, no prisoner is brought to his attention unless he has been placed on the sick list by one of the keepers or other officials. This means that every prisoner is admitted into the general population of the institution without any examination having been made as to venereal diseases, tuberculosis, etc. The evil of this practice can be easily imagined.

The practice of removing all hair from the head of each prisoner, which has been objected to in previous reports, still prevailed at the time of the November inspection. In extreme cases of pediculosis capitis such treatment is necessary, but it should not be made a general rule.

Knives and forks are not provided for prisoners in the jail section. They receive only spoons. This has been objected to in previous reports, and its continuance seems an unnecessary precaution. It is feared by the Superintendent that if these implements are provided the inmates will use them in effecting an escape. There is some truth to this, so far as every institution is concerned, and yet this institution seems to be the only one taking such extreme measures.

There is a good-sized chapel in the institution. Prisoners in the penitentiary section are allowed to attend services every Sunday, but, strange to say, those in the jail are not. The jail prisoners are just as much in need of religious services as are the penitentiary inmates.

Prisoners in the jail section are not permitted outdoor exercise. This works unnecessary hardship, especially for those awaiting the action of the grand jury. There is no good reason why jail prisoners cannot exercise in a part of the large penitentiary yard.

There is no matron in active service during the night. There is a matron subject to call while she is sleeping in her room. The night watchman rings a clock in the female section and has keys to all parts of that section. Likewise, the night watchman visits the punishment cells whether they are occupied by males or females. We recommend absolutely that the care of female prisoners be constantly in the hands of women officers. To allow the male officers to go into the female section, or the punishment section when it is occupied by women, is highly objectionable and is unfair not only to the inmates but also to the officers.

Female prisoners should wear their regular garments during the day while in the punishment cells. They should not be allowed to lounge about, scantily clad.

A special car is provided by the street car company in Syracuse for the transportation of prisoners from Syracuse to the penitentiary. The car is small and the window-panes are transparent, making it easy for the people in the street to observe persons in the car. This is a very undesirable method of transportation.

As pointed out in our previous reports there is still need for better facilities for the separate detention for minors in the jail section. The present superintendent is to be commended for his efforts to comply with the law. However, the facilities available make the observance of the law impossible when the population is large.

It is not a general rule that every prisoner admitted to the jail must take a bath before he is assigned to his cell. There is need for such a procedure in most of the cases, and the lack of such makes it impossible to keep the bedding and other equipment free from vermin.

No provisions are made for the fumigation of the inmates' clothing. Such a system is necessary in many cases for the proper handling of prisoners.

Three meals should be provided for all prisoners on Sunday. Since this inspection the inspector has been informed that plans are under way for a padded cell, of which there has been much need.

Some of the above deficiencies can be remedied by the superintendent; others require action by the Board of Supervisors.

WESTCHESTER COUNTY PENITENTIARY

The warden is Calvin Derrick.

In May of 1917 the new Westchester County Penitentiary was opened, and a number of inmates were transferred from the county jail in White Plains. The penitentiary constitutes a part of the county unit under the County Commissioner of Charities and Correction, V. Everit Macy. It includes the County Tuberculosis Hospital and the County Almshouse. There is a central organization for all fiscal and administrative matters, and a joint use of all the resources of the 400-odd acres of land belonging to the county unit. It is expected that the inmates of the penitentiary will perform all the necessary hard work for the whole unit.

The general plan of the institution was described in our annual report for 1916, with illustrations and ground plan. All the expectations regarding the institution have thus far been realized. The beauty of the buildings, the simplicity of their arrangement and the possibilities for extension are all that could be expected. In respect to the general architectural elements of the institution, they are likely to serve as a model for future construction.

The management under Mr. Derrick has been both efficient and progressive, and thus far no complaints have been heard from any source. In addition to the institutional work proper, outside follow-up and employment work is supplied by an officer of the institution, especially appointed for that purpose.

A full study of all aspects of the institution will be made during 1918, so that its success may be judged upon ascertained facts rather than upon general judgment.

NEW YORK STATE REFORMATORIES AT ELMIRA AND NAPANOCH

The newly-appointed superintendent is Dr. Frank L. Christian, who succeeded the late P. J. McDonnell.

The population of the institution during the year continued to fall below the former averages. The small population has affected to some extent the daily routine of the Reformatory. For instance, the gymnasium classes have been discontinued, and the military parades have lost much of their attractiveness and snap. For some reason, not definitely ascertained, the falling-off of the population of the Reformatory has been at a greater rate than for the other penal institutions of the State.

The fact that both the Elmira and the Napanoch institutions have carried a population of less than half their maximum capacity has suggested the utilization of the Elmira Reformatory for the commitment of misdemeanants. At present there exists only on paper a State reformatory for misdemeanants between the ages of 16 and 21. Under existing laws, misdemeanants in the City of New York between the ages of 16 and 30 may receive reformatory treatment by commitment to the New York City Reformatory, located in Orange county. Likewise, for all misdemeanants between the ages of 16 and 18 in the State commitment may be had to the House of Refuge on Randall's Island. With the exception of New York City, there is therefore at present no provision for the sending of misde-

meanants between the ages of 18 and 30 to institutions other than the county penitentiary or jails. In the latter institutions the treatment of these young offenders does not in the slightest degree approach reformatory methods, while felons of the same age are accorded the opportunities offered at Elmira.

Because of the unusual opportunity arising from the low population the Prison Association has considered this a fit occasion to break down the traditional distinction between felons and misdemeanants, and to amend the law so as to provide for the latter the same advantages that have been accorded to the former. The Association, therefore, caused to be introduced in the Legislature of 1917 a bill permitting the commitment of misdemeanants between the ages of 18 and 30, as well as felons, to the Reformatory. Opposition to the proposed legislation has been based principally on two points, one, the rigidity of the Elmira system, and the other the mixing of misdemeanants and felons. The latter criticism has been long ago disproved by such eminent penologists as former Superintendent Brockway, and the former is being largely improved by the progressive and scientific methods gradually being introduced under the new superintendent, Dr. Frank L. Christian, who has been a pioneer in the recognition of the importance of the mental examination and classification of inmates.

Although Dr. Christian has been in office only a short time he has instituted many changes and contemplates further ones, giving the public reason to be very hopeful about the future of the Reformatory. The most serious problem, with reference to the discipline of the institution, has been practically removed by the establishment of what is known as a "Special Class." This class is made up of inmates who are particularly unfit, because of their general inferiority, for the routine of the institution. They receive scientific attention, special supervision, and kindly consideration. They are exceedingly easy to handle when segregated, whereas they had been the greatest source of trouble as part of the general population.

In connection with this special group and with the general interest now in criminology, the senior physician, Dr. Harding, has been devoting almost his entire time to the examination and diagnosis, from the mental standpoint, of all newly arrived inmates. His work, in this respect, carries out plans that had been devised by Dr. Christian some years ago and which now bring the institution abreast of the scientific mental studies in other penal institutions.

Other changes in the routine of the institution comprise the reorganization of the school hours, the elimination of the system by

which different kinds and qualities of food were served to the different grades; the partial abolition of the monitor system with its complete abolition contemplated; and the extension of trade instruction so that a greater number of hours daily may be devoted to training, and other minor changes.

Napanoch still continues under the supervision of the Assistant Superintendent, George Deyo. The reduction in its population has been even more serious than at Elmira, making it difficult to keep up even the ordinary routine. There has been in contemplation during the last year or two the diversion of this institution for special use in the confinement of feebleminded delinquents now in the penal institutions in the State. Nothing definite has, however, been undertaken in this direction.

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD HILLS

The superintendent is Miss Helen Cobb.

Bedford Reformatory has had stormy times for the last few years, due to a number of causes. Insufficient appropriations on the part of the Legislature, resulting in food of inadequate variety; insufficient clothing, poor repairs and other institutional shortcomings; internal disaffection in the administrative staff; overcrowding of the institution with its resultant congestion of sleeping quarters and general deterioration of discipline. These were some of the important causes that have rendered the Reformatory unsatisfactory during some years past. The investigation by the State Board of Charities in 1915, necessitated by an accumulation of these circumstances, while accomplishing little, contributed to a further breakdown of the institution's spirit and discipline.

During the past year a change of administration has taken place with the advent of Miss Cobb as a new superintendent. A number of instances of visible improvement have taken place under Miss Cobb, especially in administrative matters and in the *esprit de corps* of the staff. The public is justified, therefore, in requiring a gradual readjustment of the institution to its former standards with such further improvement as may come to it by the progressive application of the principles being worked out in the laboratories and Psychiatric Hospital of the Bureau of Social Hygiene.

The physical plant of the institution has been distinctly improved in a great many respects, the enumeration of which would be too

detailed, and appropriations have been granted for further improvements that will go far toward a satisfactory state of institutional management. It is to be regretted that Rebecca Hall must still be used, and that the new cottages on the hillside have not been fully utilized. In the case of the latter, allowance must be made for the inconvenient location of these cottages.

Better living accommodations have been provided for the administration staff; and office methods in the Superintendent's department and the Steward's department have been improved. The discipline of the institution in the strict sense of the word is gradually being mastered, although with strict observance of the truth, it must be admitted that there is a good deal more to be done before substantial progress can be reported. It is gratifying to be able to say that the Assistant Superintendent, Miss Minogue, appeared to be temperamentally well-fitted for her task as disciplinarian.

Important changes in the institutional system have taken place in the form of the substantial decrease of the population of Rebecca Hall, the segregation of colored inmates in separate cottages, the opening up or the new cottage group, and of the Psychiatric Hospital. The latter institution, which is in a sense part of the laboratories conducted by the Bureau of Social Hygiene, has up to date not been found to be working in full unison with the institution as a whole. The latter still functions quite independently and has not absorbed the hospital into itself as an integral part of its methodology.

The population on the dates of inspection averaged about 400. There has been discussion during the past year of the advisability of procuring a new disciplinary building with capacity for 50 inmates. It is strongly urged that until the institution has been able to define clearly its policy in respect to the correlation of so-called institutional discipline with the scientific treatment of psychopathic cases, no new undertaking should be sanctioned for the continuation of discipline in its traditional sense. The application of hospital methods to the psychopathic inmates of the institutions is at present complicated with so many factors of local and temporary nature that judgment upon the whole matter must be suspended.

WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION

Mrs. Flora P. Daniels is the Superintendent.

There have been no changes in the physical equipment of the institution.

Mental tests have been made of all inmates by Dr. Herrick of the State Board of Charities. It was stated by the Superintendent that she was informed that 83 per cent of the population was feeble-minded. There has been no redistribution of the population subsequent to the mental tests made by the State Board of Charities. The women are sent from the reception cottages to the others as vacancies occur.

It is planned to keep the teachers at the school during the summer except for a period of one month, which is allowed to each for a vacation. However, the school work will not be continued, but instead the girls will do farming. In our previous reports the continuance of the school has been urged, and although the opportunity for farm work will be of benefit to the girls, it is a question whether the school work should be entirely discontinued for the summer.

The grounds in the vicinity of the sewage disposal beds have been cleaned up, but there is still chance for improvement. In the four old cottages, additional bathing and toilet facilities are needed. The Superintendent hopes that such additions can be made from appropriations allowed for repairs.

The dental and oculist work has been discontinued because of lack of funds. An oculist has been engaged at \$25 a day, and a dentist at \$7.50 a day. It was said that the oculist examines about 18 or 20 cases daily. No estimate can be obtained as to the amount of work done by the dentist.

It is planned to provide a disciplinary room in each cottage instead of sending girls to the reception cottages.

Satisfactory cleanliness and order was found in all cottages.

COUNTY JAILS

For some years, especial attention has been given by the Prison Association to the construction, renovation and equipment of the county jails in New York State, so that now many jails serve as relatively satisfactory criteria. The old type of stone-vault cell with its dark, unventilated and usually damp interior has given way to the large steel jail, with adequate ventilation, more natural light, modern toilet facilities and washing accommodations. In most jails a single iron-frame bed, attached to the side wall by hinges and chains, is provided. These are usually equipped with suitable mattresses, blankets, sheets and pillow cases. In many jails the cell

equipment is further added to by the small sized cabinet for personal belongings, and also a stool.

The feeding of prisoners in cells, a practice productive of dirt and vermin, has been reduced by providing a common messhall, usually in the basement. Aluminum cooking and eating utensils are taking the place of crockery. Jailers have been educated to the need of providing separate eating utensils for prisoners having communicable diseases. Three meals daily with extra food for workers is now the general rule.

Legislation, fostered by the Prison Association during 1917, has entirely abolished the fee system and its remnants from the State. Under the old system, the sheriff in certain counties received a fixed per capita per diem for supplying food to prisoners. It was necessary for him to report only the number of prisoners held in the jail. Usually boards of supervisors were not interested in the detailed amount expended. However, under the new system it is mandatory that the sheriff submit a detailed statement to the county board of supervisors, indicating the amount expended for food stuffs. In other words, the county taxpayer is now in a position to learn just how much is being expended for food. The new system provides a more elastic means of meeting the fluctuating prices of food stuffs, and also eliminates the many abuses of the previous method.

A notable improvement in the form of receiving quarters has been added to many jails. The equipment consists usually of shower baths or tubs, a fumigating apparatus for clothing, and a clothes closet. The prisoner is first received in the sheriff's office, where his pedigree is taken. After that he is taken to the receiving quarters, made to remove all his clothing, and is thoroughly bathed. After bathing he is furnished with a jail uniform consisting usually of a suit of underwear and a suit of overalls. His own clothing is placed in a fumigator and later removed to a clothes closet. This practice has many benefits, the chief one being the assurance of cleanliness among the prisoners. It is felt that without such a system it is utterly impossible to keep a jail clean and free from vermin.

The importance of the county jail is too often far too lightly estimated. It is the institution in which the convicted and the unconvicted prisoner spend much time under abnormal conditions. It should be developed along reformatory lines. To this and a great change has taken place, especially during the past year. Working on the theory that idleness leads to physical, moral and mental deterioration, the Prison Association has campaigned persistently for the daily employment of able-bodied prisoners, for their own good and

in order to reduce the cost of maintenance to the county taxpayers. There is little doubt that gratifying progress has been made during the year. The jail is no longer "a soft berth" for the repeater. The supervisors in counties that several years ago were supporting their prisoners entirely from the taxes are now enthusiastic, as they see the jail prisoners toiling like honest men on the jail farms, thereby contributing toward the cost of their maintenance.

Aside from the economic phase, the rebuilding of run-down men and the preservation of the health of the more fortunate show clearly that there should be no let-up in urging, wherever possible, the employment of jail prisoners. In this State grand jury prisoners are not permitted to work. However, it is not uncommon to hear these prisoners beg for some employment to pass the long hours of the day. It should be remembered that although unconvicted, these are frequently detained for much longer periods than others who have been convicted, due principally to the insufficient number of grand jury sessions in some of the counties. In such cases effort has been made to persuade county judges to hold extra sessions of the grand jury; this has worked out satisfactorily in a few counties.

While the employment of jail prisoners on jail farms, county poor house farms, highways and quarries is particularly gratifying, it should be regarded as only the beginning of a fundamental reorganization of the treatment throughout the State to misdemeanants. There is a growing propaganda for the creation of district workhouses under State control, which shall receive convicted misdemeanants from contiguous counties, and under the best modern methods maintain large farm and industrial activities, while the county jails will become, under such a change, simply detention houses for prisoners awaiting trial.

The following is a brief statement of the findings at each of the county jails at the time of inspections made in 1917:

ALBANY COUNTY JAIL, ALBANY

The sheriff is James D. Patton.

The extensive changes mentioned in the previous report as under way have been completed, resulting in a thorough cleaning up of the cellblock, corridors, and other parts.

The inmates, excepting those awaiting the action of the Grand Jury, now go to the penitentiary messhall. This greatly facilitates

the serving of food to prisoners and promotes cleanliness throughout the jail. The jail inmates are now given an opportunity for exercise in the penitentiary yard, as urged in our previous reports. It is hoped that eventually the Grand Jury prisoners will also receive this privilege.

There is still much need for the establishment of receiving quarters, as pointed out in our previous reports. Under the present plan, prisoners coming in from the outside are placed in the same sections with others, without changing their clothing. The county should provide a fumigating apparatus for clothing. Also necessary wearing apparel, such as shoes, socks, underwear, and for prisoners who are to spend some time in the jail, overalls and jumpers.

There is need for better classification and separation of prisoners, especially minors.

It was gratifying to find that additional farm land has been provided, by the razing of old building on the county property. While farming does not furnish sufficient labor for the entire population, nevertheless the slight increase is helpful.

ALLEGANY COUNTY JAIL, BELMONT

The sheriff is J. W. Weir.

A satisfactory condition of order and cleanliness prevailed in all parts of this jail. The sheriff is trying to use the labor of the inmates to work a small piece of land. The population is usually very small and very little can be expected with respect to employment. There is still need for an additional session of the Grand Jury to break up the long interval between March and September.

BROOME COUNTY JAIL, BINGHAMTON

The sheriff is Jess. C. Hover.

This jail can accommodate approximately 100 prisoners, by placing two in a cell. As pointed out in previous reports, there two prisoners are generally assigned to a cell. This practice is very undesirable. It is practically impossible to keep the prisoners classified in accordance with the requirements of the law. At the time of inspection this year the lower floor of the east wing was particularly overcrowded. There were only thirty beds available, but in order

to properly classify the prisoners during the day it was necessary to assign forty prisoners to this section. At night the extra ten were distributed to other parts of the jail. It was stated that a committee of the Board of Supervisors was to appear before the State Prison Commission to discuss the matter of enlarging or otherwise improving the jail. As yet no enlargement has been made.

A satisfactory condition of cleanliness and order prevailed in all parts.

The officials of the county are alive to the need of utilizing the labor of convicted prisoners. The County Board of Supervisors have authorized the employment of the jail prisoners on the county poorhouse farm. The prisoners are transported to and from the farm in an auto truck. Inmate labor is also used in the stone yard, located a short distance from the jail, and on the county grounds adjacent to the jail. The janitor work in the jail, work on the county grounds, at the farm and in the stone yard serve well to break up the heretofore demoralizing idleness in this institution.

Previous action of the Board of Supervisors for the installation of new toilet bowls, wash bowls and a regulation padded cell should be carried out.

BRONX COUNTY JAIL, THE BRONX, NEW YORK CITY

The sheriff is James F. Donnelly.

The Bronx county jail occupies its new quarters, located in part of the Bergen building at 177th Street and Crotona Park. It occupies some three floors of the building which has been leased to the county for a period of ten years. The cell structure has been built on the outside-cell plan on the same general design as that employed in the Erie county jail. However, the material used and the general arrangement in some particulars are very much more satisfactory. The cells, arranged along the two outer walls of the north and south sides respectively, are reached by corridors running east and west and separated by the central portion of the jail, the three floor of which are used as civil prison, hospital room and kitchen (including keepers' dining room), respectively. Ventilation between this central portion and the corridors is obtained principally through open spaces protected by wire mesh, and appears satisfactory for all purposes. Individual cells are ventilated by outside windows for each cell. There is a female department, consisting of one large room, and a chapel. An elevator gives access to the roof,

which is so constructed and protected as to afford outdoor exercise. Fire escapes are provided.

In respect to equipment and general standards, the jail has been fitted up in accordance with modern requirements. It is exceedingly gratifying to see a well-constructed and well-conducted jail built on the outside cell plan, and successfully administered. The employees are on three shifts of eight hours each, including men and women. This also is very satisfactory, although the total number of employees might be reduced without loss of efficiency.

There is one serious criticism of the location of the jail, which this Association made repeatedly when the plans were considered, and which criticism was informally submitted to the Prison Commission at the time. It related to the location of the jail on the lower floors, affording direct access to the cell windows from the outside. Had the jail been placed on the upper floors, such action would have been impossible, and all the advantages of the outside cell would have been obtained without any accompanying disadvantages. The Association regrets that the plans, with the floors as indicated, were approved by the Prison Commission and allowed to pass. The results are very discouraging to the administration, for the dangers of communication and of introduction of contraband goods, including even fire arms, are constant and unavoidable.

CATTARAUGUS COUNTY JAIL, LITTLE VALLEY

The sheriff is C. B. Nichols.

The jail was satisfactorily clean throughout. Some of the prisoners complained that the food was insufficient in quantity. The regulation rations were shown by the sheriff to the inspector, and if they were a fair representation of the usual quantity provided, the complaints are not justified. It was also shown that prisoners who work receive extra rations.

The water supply for the toilets on the third floor is not adequate for thorough flushing. The need for improvement in this respect was pointed out in our 1916 report.

In accordance with Recommendation 2 of our 1916 report, a padded cell has been installed. This has proved a great help to the sheriff in dealing with intoxicated prisoners.

In our report for 1916 mention was made of the efforts of the county board of supervisors to abolish idleness in the jail. Farm

land has been purchased. The sheriff stated that the prisoners are doing good work on the farm and that he is able to use an average of about 5 men daily, at times increasing the number to 15.

The sheriff permits prisoners serving sentence to work for farmers in the county. He feels that it is much better for them to work and earn money to help themselves at the time of their release. Doubtless such an opportunity is to the prisoners' advantage. The practice is unconstitutional, and is open to serious abuse. In May, 1917, 4 men were working for the village street commissioner. They received \$2.25 daily for their labor and out of this paid the sheriff 47 cents a day for board. This amount was turned into the county treasury. These men were returned to the jail each night. They were paid on a written order signed by the street commissioner. Although they were working under the supervision of a village official, they were nevertheless doing work on property owned by private individuals. This work is usually done by private contractors. It is possible to interpret this case as contrary to the constitution.

There is no apparent indication of an attempt to exploit the labor of prisoners serving sentence. When the sheriff was informed that some of the practices were contrary to the provisions of the State constitution, he stated that he would see that they were not repeated. The sheriff was advised in a letter from the Prison Association to keep within the bounds of the constitution.

CAYUGA COUNTY JAIL, AUBURN

The sheriff is Thomas Walker.

The population of this jail is usually greater than the available accommodations. The physical plan of the jail has been severely criticised in previous reports, and in May of this year remained the same. However, it was stated that contracts have been awarded for the renovation of the jail. The pit section is to be divided by a steel partition in the center. Steel stairways are to replace the wooden ones. Partitions are to be provided in the female section. Practically all these things have been suggested in our previous reports as an extreme alternative for a new jail. At best they can only be regarded as a feeble attempt to do the right thing. The jail, as stated in our previous reports, should be taken out of the city and placed on a farm site where the prisoners can be made to work at farming or at stone breaking. With such a plan there would be no need of sending prisoners to the Onondaga County Penitentiary.

Prisoners receive three meals daily, including Sunday. They were not entirely satisfied with the food served to them. The prisoners in the pit complained of the lack of variety and quantity. There was a noticeable improvement in the cleanliness of the jail as compared with the conditions on a previous inspection.

It was suggested to the sheriff and jailer that the bedding be hung on the rails or on the doors for a few hours each day. The pit section should be aired daily for at least one hour. The toilet bowls need painting.

Very young minors should under no circumstances be kept in the pit section. It would be better to place a young lad in one of the upper sections and if necessary in the company of an adult known to the sheriff.

CHAUTAQUA COUNTY JAIL, MAYVILLE

The sheriff is William H. Marvin.

There was a very high standard of cleanliness and order throughout the jail. This is undoubtedly one of the cleanest jails in the State.

There is need for the employment of the large number of prisoners usually serving sentence in this jail. There is no reason why many of the prisoners should not be employed on the county poorhouse farm as is done in other counties. At present some men are sent to the county poorhouse farm from Dunkirk and Jamestown. While this to some extent relieves the jail of such prisoners, further arrangements should be made to take prisoners directly from the jail.

CHEMUNG COUNTY JAIL, ELMIRA

The sheriff is Rosewelle Hoke.

There has been no change in the general structure of this jail. It is a peculiar combination of antiquated and partly modern construction. The "pit" section is the main and central part of the jail, and because of its vault-like cells is unsatisfactory. Placing more than one prisoner in a cell is an evil practice. The juvenile section contains a modern type of cell structure, but the interiors of the cells are inadequately lighted and ventilated, chiefly because of the position of the cellblock. As suggested in previous reports, the juvenile section should be transformed into a receiving department, so that

men can be thoroughly bathed and have a change of clothing before entering into the "pit" section.

The padded cell has not been improved. It is inadequately ventilated and lighted, and because of the arrangement of the steam-pipes it is not a fit place, during the winter, in which to keep a prisoner.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail.

It was gratifying to find that the Board of Supervisors have shown further interest in the employment of the inmates. Heretofore the chief occupation for prisoners, aside from janitor work, has been the breaking of stone for the highways. This year, farm work on a fair-sized piece of land was started. In our previous reports work on the highways or one a farm has been urged.

CHENANGO COUNTY JAIL, NORWICH

The sheriff is N. D. Lewis.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail. The inmates had no complaints to offer relative to their treatment. In accordance with a resolution passed by the Board of Supervisors prisoners are sentenced to the county poorhouse for employment. They are then supervised by one of the poorhouse employees, deputized by the sheriff, who still retains his authority over the prisoners. The prisoners are not housed separately. It is expected that very soon a separate dormitory building will be provided. The sheriff gets no credit in his accounts for the labor of prisoners. Some arrangement to this end should be made. We again commend the Board of Supervisors for their efforts to utilize the labor of sentenced prisoners.

There is much need of a padded cell. The failure to install one at the time the jail was constructed is inexcusable.

The north side wall of the county court building has been painted white, thus allowing a better reflection of natural light on the south side of the jail. This work was done with inmate labor.

All the iron work on both floors of the jail was painted with aluminum. The interior side walls were painted white. This work was also done by inmate labor.

The laundry equipment has been improved by installing a large bath tub which was formerly used in the court house. This takes

the place of the old wooden barrel. A hand-power washing machine has also been added.

The track which guides the lower part of the niche door has been removed from each toilet niche, and instead two cleats have been placed on each side of the opening. These serve instead of the track but do not allow space for dirt and water to accumulate.

CLINTON COUNTY JAIL, PLATTSBURG

The sheriff is H. H. Fiske.

On August 1, 1917, there was no evidence of the approaching renovation of the present jail. The application of new paint and the repairing of some of the toilets seemed to be as far as the Board of Supervisors intended to go.

The Board of Supervisors have passed a resolution discontinuing the use of the county jail as a city lockup. This was done after much pressure was brought to bear by the Prison Commission. This action is commendable and should be enforced. In our reports we have condemned the use of the county jail as a city lockup.

The jail has been criticised in our previous reports because it is not nearly modern, and is inadequate for the county needs.

In one of the rooms used for females there were two women. The equipment of the room was topsy-turvy and there was food lying about on the tables and chairs. In the other room used for females a woman was held on temporary detention. She was either suffering from delirium tremens or on the verge of insanity.

A person in the condition that this woman must have been in at the time of her admission should not have been left alone. The sheriff's wife receives a salary as matron and should perform her duty, particularly on such occasions. Also, there should not have been rubbish, such as bottles, baskets, etc., in the room. A case like the above clearly shows the need of a padded cell and hospital quarters. This woman was in need of medical attention. A doctor was called after she had done herself much harm.

The present sheriff has allowed prisoners to work on farms belonging to private individuals. It was pointed out to him that this was contrary to the provisions of the State constitution, and he said that the practice would cease immediately.

In order permanently to solve the jail labor question, the county authorities should purchase a good farm, if possible one with a quarry on it, and construct a new jail on the site. By having the

jail on a farm the necessity of transporting the prisoners, which is somewhat of a problem, could be obviated, and thereby make the whole plan more feasible.

COLUMBIA COUNTY JAIL, HUDSON

The sheriff is W. J. Kline.

The new jail, built partly out of the old one, is now in use. The inside-cell plan has been installed. The cells have barred fronts, and there is a corridor for prisoners and another for guards. Both corridors run parallel, and occupy the space between the fronts of the cells and the side walls. Each cell is equipped with a modern type of toilet, wash basin with running water and an iron hinge bed. A section of the jail has been reserved for city lockup cases.

A satisfactory condition of cleanliness and order prevailed. No provisions are made for the adequate employment of sentenced prisoners.

CORTLAND COUNTY JAIL, CORTLAND

The sheriff is J. L. Eades.

Except for the use of paint, soap and water, the addition of some oilcloth, and the introduction of sheets and pillow-cases, no changes have been made in the construction and equipment of this wholly unsatisfactory jail.

It was gratifying to find the condition of cleanliness and order throughout far superior to that found at any previous inspection of this jail made during the last four years by a member of the Prison Association.

The beds in all parts were neatly made up. In the juvenile section the wall paper has been removed, the walls painted, and oilcloth substituted for the carpet. Electric light has been installed in the shower bath section on the second floor.

A young feeble-minded girl, who was an inmate in the jail at the time of a previous inspection, about a year ago, was still in the jail. She was returned from a reformatory institution in the State to the custody of the sheriff of Cortland county. County officials seem unable to find an institution in the State willing to take her, and there is no way to dispose of her except by keeping her in the jail or the county poorhouse. She remains in the jail practically as a voluntary prisoner. This case is undoubtedly one of many, showing the need of a different State system of dealing with such cases.

It was found that the sheriff allows sentenced prisoners, upon their request, to go to his own private farm and work. The sheriff was advised not to continue this practice, because it was contrary to the provisions of the State constitution.

The present structure is unfit to be used as a county jail. A new jail should be constructed in the suburbs of the city and a jail farm provided.

The matron should receive a salary. Her work is often unpleasant, and her services are indispensable when females are detained.

DELAWARE COUNTY JAIL, DELHI

The sheriff is A. L. Austin.

Practically no changes have been made in this jail since the previous inspection. A satisfactory condition of cleanliness and order prevailed. There is still need for a partition in the east and west corridors, on the first floor, for the proper separation of Grand Jury prisoners from those serving sentence.

A jail yard should be provided for outdoor exercise, particularly for those prisoners awaiting the action of the Grand Jury. Additional Grand Jury sessions should be called between the regular sessions, when the number of prisoners warrant it.

Because of the usually small number of convicted prisoners, highway work or farm work is not feasible. Adequate employment is now furnished to the small number of prisoners by assigning them to the court house, on the county grounds, and to janitor work in the jail.

DUTCHESS COUNTY JAIL, POUGHKEEPSIE

The sheriff is E. J. Conklin.

The main part of the jail was clean and orderly. The niched toilets made a bad appearance, but it does not seem possible to keep them clean, because the rust has gone too far.

The kitchen was clean and orderly.

The juvenile section, because of its location, does not have the brightness that is found in the main section of the jail. On June 23d of this year there were on the lower floor of the juvenile section several minor prisoners, and on the upper floor a number of adult male trustees. This combination is not a good one, because it does not admit of a strict separation of adults and minors as is

required by the law. The trustees could have been otherwise provided for by assigning them to cells on an unoccupied tier in the main section of the jail.

The sheriff has not removed the doors from the toilet niches, but has given instructions that they be kept open.

No clothes fumigator has been provided. It was stated that the prisoners bathe once a week and oftener if they desire. Towels are supplied to prisoners only on bathing days and are collected after the prisoner takes his bath. The jailer says that the plan of giving each man an individual towel has been tried, but has proved unsatisfactory, because the men either destroy the towels or lose them. Without towels they are compelled, excepting on bath day, to use either part of their clothing or some of the bedding to dry themselves. It was recommended that a towel be given each prisoner in the morning and collected a short time later.

Enameled-ware eating utensils are still used, but it was said that the sheriff was planning to use aluminum. The latter have been recommended in our previous inspection reports.

It was stated by the jailer that the sheriff is now able to purchase a better grade of meat because of a slight increase in the allowance for food.

It is expected that within a short time the renovation of the old police lockup will be completed, and that the sending to the jail of prisoners prior to conviction will cease. This will keep from the jail the rough and unclean inmates that now come under temporary commitments. The jailer stated that between 12 and 15 prisoners are employed daily doing janitor work in the jail, the court house and in assisting in the kitchen.

Further improvements in accordance with our recommendations were made as follows: All prisoners are compelled to take a bath once a week. No bedding is kept in unoccupied cells.

The present location of the jail is undesirable. It should be located outside the city of Poughkeepsie, in order to provide more satisfactory quarters, particularly for juveniles, and also means for the outdoor exercises of prisoners and their employment.

ERIE COUNTY JAIL, BUFFALO

The sheriff is Edward Stengel.

The new wing was opened on May 24th. This improvement has finally come after about two years of delays. It represents a new type of jail structure, providing separate rooms and ample privacy.

The wing runs north and south. There are six separate floors. On the east side there are 15 cells on each floor, and on the west side 17 cells on each floor. In the corridor at the top of the stairway on each floor there are two cells on the west side and two cells on the east side, thus making a total of 19 cells on the west side of each floor and 17 on the east. The cells are built against the outside walls and have windows opening on to the street. The window-panes are partly transparent and partly translucent. The small upper transom is of transparent glass and enables the occupants of the cells to look out into the street. The fronts of the cells open on to the corridor. On the other side of each corridor is a partition built half of steel and half of translucent glass, with transom sections. This partition surrounds the central "pit" which is open from the floor to the skylight on the roof. This central "pit" extends the full length of the old wing.

There is one guard stationed on each floor of the new wing. Minors are now segregated on both sides of the lower floor, which is designated as "Gallery F." They were first kept on one of the upper galleries, but because of their unsatisfactory conduct it was necessary to bring them to the lower floor where they could be closely supervised.

At the time of the inspection, June 4th, there was much evidence of window-breaking in all parts of the wing, particularly in sash of the windows of cells facing the street. This condition is attributable to a desire of the prisoners to damage the jail equipment; to communicate with persons on the street; and also to poor workmanship. Some of the window-panes in the cell doors were broken.

The cement floors have a rough finish and always have a light layer of sand on the surface, giving an unclean appearance. It was shown by a keeper that some of the cell doors could easily be opened with a spoon when the control lever is on the center point.

On Gallery C, cell No. 18, the seat was pulled out from the wall, breaking much of the plaster and exposing the brick. The locking device was not working in cell No. 34 on the same gallery.

An elaborate arrangement for outdoor exercise has been provided on the roof, but as yet has not been used.

One of the serious difficulties of the new cell arrangement is the apparent inability of the staff of keepers to prevent the prisoners from calling out from windows to people on the street.

Through neglect or stupidity a padded cell was not provided. Many of the toilet bowls, the wash basins and slop sinks throughout the jail were unclean and stained. Galleries A and B were not

occupied. These are the two upper ones. In Gallery D the cleanliness and order were fair. Gallery C presented a cleaner appearance than all the others. The cleanliness of Gallery E was fair. On Gallery F, west side, the floor was scattered with bread; the beds were not made up and there was a general uncleanliness and untidiness.

The undesirable practice of serving food to prisoners in their cells has been discontinued and instead all prisoners are now served their meals in the "pit" section. At the time of the June inspection the prisoners complained about the food, particularly the variety and quantity received at breakfast and at supper. Supper was served when this inspection was made, and the bread appeared to be satisfactory. The tea was weak. It was evident that the trustees receive a liberal supply of food. They should be rewarded in this way, but there was evidence of extreme liberality.

Newspapers are allowed to prisoners at cost price. The men complained of not being able to get their money after they deposit it in the office. They also complained that they could not buy food. It was stated by the clerk of the jail that money could be drawn to an amount not exceeding \$1 at any time. It was found that the prisoner is not given a receipt for his money or property which he leaves with the clerk at the time of his admission. For the safety of the officials and the prisoners, a duplicate receipt system should be installed, indicating the property received and amounts withdrawn.

It was stated that the privilege of bringing food into the jail has been denied for the last six months, because of the frequent attempts to smuggle narcotics and other contraband to prisoners.

There was much confusion and disturbance in the jail at the time of the June inspection. This was due perhaps to the following reasons:

1. The type of jail is new to the keepers and to the prisoners. Because the jail was only open a few weeks prior to the time of inspection, neither prisoners nor keepers had had time to adjust themselves.

2. The jail staff, from the jailer down, is dissatisfied with the new type of jail.

3. The keepers are apparently unable to exercise discipline over the prisoners. Some of the keepers lack snap and courage.

The above is not intended to be an unjust criticism of conditions in the new wing. It is simply a frank statement of findings at the time of inspection, June 4, 1917. It is felt that with a better spirit on

the part of the staff, much improvement could be had. Likewise, if the outside cell plan had been carried out with a better and more sensible interior construction, different results might have been obtained and the whole plan of outside cell construction given a better start in this State.

ESSEX COUNTY JAIL, ELIZABETHTOWN

The sheriff is Charles L. Poole.

There was a satisfactory condition of cleanliness and order throughout the jail.

No better facilities have been provided for the female prisoners. Recommendations to this end have been made by Grand Juries of the county, by the Prison Commission and the Prison Association.

There is still need for additional sessions of the Grand Jury. Prisoners awaiting the action of the Grand Jury should be allowed exercise in the jail yard.

The sheriff and all those who have cooperated with him are to be commended for the successful work done at the farm. As stated in a previous report, the farm is the largest jail farm in the State, consisting of 257 acres, about 87 acres of which is used for farming. The remainder is timber and quarry land, giving unlimited opportunity for employment.

The good results obtained, for which the zeal of an energetic and interested sheriff is in no small way responsible, furnish a splendid criterion for other counties in the State.

The following items taken from the sheriff's report to the County Board of Supervisors for the period beginning November 1, 1916, and ending December 1, 1917, are of interest:

Value of farm products now on hand.....	\$2,522 68
Farm products sold to the jail.....	935 25
Amount of farm products sold to outsiders.....	1,160 76
	4,618 69
Total receipts.....	\$4,618 69
Total disbursements (salaries of farm manager and guard, material for construction, tools, etc.).....	2,953 87
Net profits.....	\$1,664 82

The county still continues to keep all of its prisoners in the county jail instead of going to the expense of sending them to the Albany County Penitentiary, thus saving the cost of transporting them to

the Albany County Penitentiary. It is estimated by the sheriff that the amount for this year, if the old system were in vogue, would approximate \$1,500.

FRANKLIN COUNTY JAIL, MALONE

The sheriff is F. S. Steenberge.

A satisfactory condition of order and cleanliness prevailed. Ten men were working on the jail farm on the day of inspection. No highway work has been done this year. Two men were working on the poorhouse farm about a mile and a half from the jail.

The jail accommodations are inadequate for the usually large number of prisoners. It is too frequently necessary to place prisoners two in a cell. As recommended in previous reports, the jail should be enlarged. A jail yard should also be provided, and without any delay, a padded cell installed.

FULTON COUNTY JAIL, JOHNSTOWN

The sheriff is Fred Vickery.

At the time of the July, 1917, inspection, the population was unusually large. This was due to retaining prisoners at the jail instead of sending them to the Onondaga County Penitentiary. It was stated that last year at the same time there were about 30 prisoners from Fulton county at the penitentiary, while this year there were four. It is quite evident that the new sheriff is anxious that the prisoners shall be retained as much as possible in the county jail, so that they can be made to work for their own benefit and that of Fulton county. Prisoners are being employed at the county poorhouse, at road work, and on the city sewage disposal at Gloversville.

During the period between March 28th to May 4th, 10 different prisoners were employed for periods varying from 3 to 28 days each on the highways of Gloversville. The county allowed 50 cents a day for the labor of each prisoner, paid for their lunch and for their transportation to and from the jail. It was estimated that about \$65 over expenses was earned for the county in this experiment. These prisoners were used to do extra work, which could not be taken care of by the regular highway employees. It is said that an additional 50 acres of land adjoining the county poorhouse site will be purchased for the cultivation of vegetables.

GENESEE COUNTY JAIL, BATAVIA

The sheriff is Freeman Edgerton.

The recommendations made in our 1916 report were carried out as follows:

New mattresses have been provided. The cement toilet basins and toilet bowls are kept cleaner. It was evident that the new jailer is using more care than his predecessor in regard to cleanliness throughout the jail. In the basement a receiving cell has been provided, so that it is no longer necessary immediately to place new prisoners in the jail proper. Overalls and jumpers are now provided for prisoners after they have been made to bathe.

At the time of this inspection in May the farm work had not yet started, because there were not a sufficient number of prisoners. However, the success of the previous year has sufficiently encouraged the supervisors to continue the work when the population increases.

A padded cell is needed. There is also need for more frequent sessions of the Grand Jury.

GREENE COUNTY JAIL, CATSKILL

The sheriff is Charles A. Post.

This is a jail of modern structure and appears always to be kept in a perfect state of cleanliness.

Last year there were some complaints on the part of the prisoners in respect to food and the opening of the mail of prisoners by the sheriff. No complaints of any kind were received during the past year. Exemplary cleanliness obtained and the food was good.

This is one of the counties where the prisoners are fed on the per capita plan, the sheriff being entitled to \$2.80 per week for the sustenance of each prisoner. Legislation during the session of 1917 discontinues this system beginning with the expiration of office of the present sheriff.

HERKIMER COUNTY JAIL, HERKIMER

The sheriff is W. J. Moon.

The majority of the prisoners in the county committed for crimes other than that of felony are sent to the Onondaga County Penitentiary. This entails considerable expense for the transportation of

prisoners and guards, and also reduces the jail population so that there is an insufficient number of prisoners serving sentence to justify a jail farm. If more prisoners were kept in the county jail, work on the highways or on a county farm could undoubtedly be established to the advantage of the county. This has been proved in other counties of the State.

The jail was satisfactorily clean. The prisoners had no complaints to offer relative to their food and treatment. There is still need for the installation of a porcelain toilet bowl in each cell, in order entirely to eliminate the use of buckets.

The towns of Herkimer and Mohawk should have lockups of their own instead of using the county jail as such.

JEFFERSON COUNTY JAIL, WATERTOWN

The sheriff is Charles S. Hosmer.

The jail was clean and orderly except in the boiler room in the basement. This room was disorderly and extremely unclean. A large pile of ashes covered much of the floor, also loose paper, small berry boxes, tin cans and other rubbish. In addition to the uncleanness, the paper and boxes particularly presented a serious fire danger. It is probable that this rubbish was responsible to some degree for the many flies found in the kitchen adjacent to the boiler room.

In one room of the basement there was a ball and chain, but it was said that this is not used.

For some years there has been need of a new canvas cover around the shower bath in the basement. If a new cover cannot be provided, the torn and unclean one should be removed. It is useless and unsightly.

The meat in the refrigerator had a strong odor. The refrigerator was sufficiently cool, but possibly the beef had been on hand too long.

At the time of this inspection in July there were four prisoners working on the farm. It was stated that the daily average has been about six. Some days the number has been as high as twelve. The employment of a larger number of prisoners is urged.

Permanent arrangements should be made to prevent easy access from the second to the third floor. The keys to the female section should be in possession of the sheriff and matron only. The matron should supervise the locking up of female prisoners at night.

A fumigating apparatus should be installed in some part of the basement so that the clothing of incoming prisoners can be properly handled.

In our previous report it was recommended that heavy wire screens should be placed on the windows in the basement of the jail. Screens of light wire have been placed on the windows and apparently answer the purpose. Attention should be given to the need of exercise for inmates, particularly those awaiting the action of the Grand Jury.

KINGS COUNTY JAIL (FOR CIVIL PRISONERS), BROOKLYN

The sheriff is Edward Reigelmann. Warden James J. Sexton in charge.

This is one of the three prisons in Greater New York devoted exclusively to civil prisoners. This prison serves for Kings county, which is coterminous with the Borough of Brooklyn. Its average population is about 10, which is less than the New York (Ludlow Street) and very much more than Queens county census. The administration and general treatment have been found satisfactory, but recommendations were found necessary in respect to the painting of the interior and in respect to the supply of fly screens for the windows. The most necessary improvement for this institution is that of obtaining access for the civil prisoners to the jail yard of the City Prison, Brooklyn, for the purpose of affording civil prisoners outdoor exercise.

The Prison Association has endeavored for two years to arrange with the proper authorities for this improvement, and have been considerably helped during the past year by the criminal courts committee of the Brooklyn Bureau of Charities. Up to the summer of 1917 no visible success could be reported.

LEWIS COUNTY JAIL, LOWVILLE

The sheriff is G. O. Jeffers.

The jail was clean and orderly. The prisoners were satisfied with their food and treatment. The conditions were about the same as mentioned in our report for 1916.

A new jail is needed and one should be built outside of the town on sufficient acreage so that a fairly large farm can be maintained.

LIVINGSTON COUNTY JAIL, GENESEO

The sheriff is Patrick O'Leary.

The jail was satisfactorily clean. The prisoners had no complaints to offer relative to their treatment or food. Clean sheets and pillow-cases were much in evidence.

The sheriff is heartily in favor of employing the inmates of the jail and does use them on the town highways when the population is of sufficient number.

MADISON COUNTY JAIL, WAMPSVILLE

The sheriff is J. G. Taylor.

There is no criticism of the order and cleanliness of this jail. The sheriff is to be commended for his efforts to employ jail prisoners. Satisfactory results are being obtained by farming a small piece of land near the jail.

MONROE COUNTY JAIL, ROCHESTER

The sheriff is Charles S. Owen.

The usual good order and cleanliness was found throughout the jail. Prisoners had no complaints to offer as to food and treatment. Minors and adults were separated in accordance with the law. The aluminum eating utensils mentioned in previous reports gave satisfactory service.

The installation of new toilets in the "pit" section continues slowly. Sheets and pillow-cases should be provided for the Grand Jury prisoners.

MONTGOMERY COUNTY JAIL, FONDA

The sheriff is E. E. Folmsbee.

The cleanliness and order at the time of this inspection were satisfactory and far superior to that found at the time of the previous inspection. The management had clearly taken cognizance of criticisms made at the time of the previous inspections. At the time of this inspection in July, there were only four prisoners and they were all employed in the jail.

In accordance with the recommendation in our previous report, the iron bar work on the east side of the first floor has been painted,

and also the toilet niches on both side of the first floor. The sheriff's wife has been appointed matron and now receives a salary.

There is still need of equipment to fumigate the unclean clothing of incoming prisoners. Nothing has been done to repair the floors of the various shower bath compartments. There is still need for an iron fence around the jail yard.

NASSAU COUNTY JAIL, MINEOLA

The sheriff is Phineas A. Seaman.

The Nassau county jail, while of modern type of construction, has been for some years inadequate to care for the number of prisoners committed. This has been partly due to the loose methods of the justices of the peace and partly to the inadequate facilities of the institution to begin with. Repeatedly during successive years the Prison Association has urged enlargement of the jail, and during the past year, through the efforts of the Prison Commission, plans were formulated for actual extension. The census is usually around 70.

The standards of cleanliness have fluctuated but on the whole have been fair.

Farm work has been carried on to an increasing extent by the cultivation of land opposite the jail belonging to a private corporation. This past year some five acres were so cultivated. There is a jail yard, but court prisoners are not allowed exercise, because, it is stated, there are not enough keepers for their supervision.

An active and consistent interest in this jail has been taken by the Society of Friends.

A somewhat higher general standard of administration is recommended for this institution in addition to the immediate extension and development of a labor program. Undoubtedly much relief will be obtained by a change in the methods practiced by the justices of the peace, and by structural extension.

NEW YORK COUNTY JAIL (LUDLOW STREET), FOR CIVIL PRISONERS ONLY

The sheriff is Alfred E. Smith.

There has been no change in the past year in the conditions or administration of this jail. It has been on the whole always well

kept and clean. The relation between officers and inmates has been friendly, especially because of the type of prisoners (civil and mostly alimony cases).

We have recommended for a number of years the wiring of the institution, the repainting of all parts, the installation of new beds, the repair of the ventilating system in the air shafts of the toilets, and the supply of sheets and pillow-cases.

Sheriff Smith has been more active than his predecessors in endeavoring to obtain these improvements, but has not thus far been successful. From time to time the conditions and minor details have been less satisfactory, for example in regard to vermin, but the administration has always been willing and cooperative.

NIAGARA COUNTY JAIL, LOCKPORT

The sheriff is William Shaw.

No improvements have been made in the physical plans of this jail. The present cells are inadequate in number, and their arrangement is unsatisfactory.

Men on the third floor of the cage section complained of an inadequate amount of food. It was explained by the sheriff that there was plenty of food available for these men, providing they were willing to work. He admitted that they were on reduced rations, having only one regular meal a day, and that for breakfast and supper they were given only bread and coffee. The sheriff stated that in order to be fair with the men who work, he must in some way punish the loafers.

The prisoners were being employed in the quarry at an average of about 17 daily. Three men were working on the old county poor-house farm and two in the county courthouse. It has been suggested that the jail labor be utilized in the building of a new tuberculosis hospital.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail.

ONEIDA COUNTY JAIL, UTICA

The sheriff is Herbert L. Sweet.

Because of the renovation going on in the jail, most of the prisoners at the time of this inspection in July were at the Rome jail. There were no female prisoners.

A temporary jail office has been built on the east side of the jail and a temporary kitchen on the south end.

On the lower west side, two shower baths have been installed. There are no new toilet facilities. This section is used for tramps, and in most instances the prisoners in this section were in need of a thorough cleaning. At least two shower baths should have been provided. Under all circumstances there is need for additional toilet facilities. One toilet for a section in which there have been as many as 70 prisoners is absolutely inadequate.

The lower floor, east side, reserved for Grand Jury prisoners, was used for prisoners serving sentence. Three showers had been installed. Likewise there is only one toilet in this section.

The upper east and west sides have two showers on each side, and again only one toilet for each section, so that buckets have to be used at night, if prisoners are to be locked in their cells.

Hot water is now only supplied once a week. There has been installed a natural draft ventilating system for the entire jail. This is an improvement over the old condition.

There was need of clean and additional bedding.

The removal of the wooden stairway is a timely and excellent improvement.

Above the new stairway there has been installed a large skylight. A room over the office, formerly used by the jailer, has been transformed into juvenile quarters. Another room on the same floor, and opposite the room to be used for juveniles, has been reserved for trustees.

The matron's room on the third floor now has an entrance which leads directly into the female quarters. Five rooms for females will be available.

Although many of the above changes are commendable, the present renovation of the jail is merely patch-work. On the whole it is a question whether the expenditures for this is worth while. It is almost impossible to make an old jail compare favorably with most of the jails throughout the State and to meet the needs of the county. As stated in previous reports, Oneida county needs one large modern type of jail, preferably located midway between Rome and Utica.

ONEIDA COUNTY JAIL, ROME

The sheriff is Herbert L. Sweet.

The jail at the time of inspection in June was undergoing renovation very similar to that mentioned in the report for Utica. Unfor-

tunately the work was consuming much time, perhaps unnecessarily so.

The recently acquired county jail farm of 235 acres is situated about three and a half miles from the jail and is adjacent to the county poorhouse site. The prisoners are housed in an old wooden building. At the time of inspection there were 11 men on the farm. During the summer the average number was about 18. There was only one officer in charge of the prisoners during the day and night. This is too much responsibility for one man. At night the prisoners are locked in the house, and in the event of fire, the only means they have of communicating with the keeper would be by ringing a bell.

It is planned to erect a dormitory building on the farm.

ONONDAGA COUNTY JAIL (BRANCH), SYRACUSE

The sheriff is John P. Schlosser.

At the time of the inspection good order and cleanliness prevailed. There is still need for more adequate bathing facilities.

The prisoners had no complaint to offer relative to their food and treatment.

ONTARIO COUNTY JAIL, CANANDAIGUA

The sheriff is Elmer Lucas.

The jail was much cleaner and its equipment in better order than has been found on previous occasions.

All the men serving sentence were at work, most of them in the stone yard, and others in the kitchen. It is stated that broken stone is now more easily disposed of because of the contract between the county and the town of Canandaigua. The sheriff is anxious for a jail farm. In the summer of 1916 prisoners worked satisfactorily on the poorhouse farm. There were as many as 12 men working there at a time. The average daily number was about five. This was for a period from June until December. It was gratifying to learn that the county officials are gradually undertaking the employment of prisoners at farming, as has been urged in previous reports.

There is still need of apparatus to fumigate the clothing of incoming prisoners, also of additional laundry equipment, and a continuation of the iron stairway to the third floor.

ORANGE COUNTY JAIL, GOSHEN

The sheriff is Fred S. McDowell.

This is one of the best constructed and best conducted jails in the State. The main difficulty here has been the matter of employment. The census is generally considerable, and work very limited. Stone-breaking has been resorted to, on and off, but amounts to little. During the past year some farming was undertaken on a site about a half mile from the jail and from time to time concrete sidewalks are laid by the prisoners around the jail and other county buildings; but not yet has there been a complete or even promising solution of the labor problem.

The basement of the jail is in bad condition, the floor being all broken up. It is expected that some day conditions will be propitious for the installation there of a concrete floor and of a laundry and modern kitchen. These are serious needs of the jail.

The census is generally between 40 and 50.

ORANGE COUNTY JAIL, NEWBURGH

The under-sheriff, Henry Hallock, Jr., in charge.

This is also one of the well-constructed jails of the State, admitting satisfactory separation of the different groups.

Within the last year or two it has improved considerably in the matter of cleanliness and general standard of administration, as well as in respect to the quality and quantity of food served. These and other improvements were reported last year, including the installation of screens on the windows (except in the basement). As in the Goshen jail, so here, too, inmates are given uniforms to wear during their period of incarceration. About six acres of land have been under cultivation during the past summer, largely as part of the general movement for increased farming, generated by the war, and partly as a means to employ idle prisoners. This is a commendable step, especially in that it was followed out in both the jails of this county. Men working on the farm receive additional food rations. The six acres of land were rented for the season for some \$50 with an option for the following year. The jail has been used in the past year as a temporary city lockup pending the construction of a new police lockup ordered by the Prison Commission.

The kitchen of the jail is in the basement, not very desirably situated. It should be removed to the top floor. A laundry should also be installed there.

The census varies from 10 to 40 or 50 depending upon the approximate number of Grand Jury and court sessions.

ORLEANS COUNTY JAIL, ALBION

The sheriff is Isaac Swart.

There have been no important improvements in the physical plan of the jail. On the whole, the condition of cleanliness and order was satisfactory. The cleanliness and order on the first floor was superior to that on the second and third floors.

There is still need for a fireproof stairway. Receiving quarters in the basement are still lacking.

Idleness continues among sentenced prisoners; also the undesirable practice of sending sentenced prisoners to the Monroe County Penitentiary.

OSWEGO COUNTY JAIL, OSWEGO

The sheriff is W. L. Buck.

The location and plan of construction make this jail one of the best in the State. With possibly one or two exceptions, it is perhaps the cleanest and best managed.

Practically all the sentenced prisoners are employed on the farm directly across from the jail. At the time of inspection in June, it was stated by the farm superintendent that he held much hope for good returns from the farm.

The plan of using a part of the basement as a messhall was suggested to the sheriff.

OTSEGO COUNTY JAIL, COOPERSTOWN

The sheriff is O. J. Brown.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail.

There have been no changes in the physical structure of the jail. There is still need of a partition in the north corridor, second floor, to satisfactorily separate male minors and female prisoners. The need of a padded cell cannot be too strongly emphasized.

It is gratifying to report that the county authorities have taken cognizance of legislation fostered by the Prison Association to abolish the fee system. The incoming sheriff will be paid a definite salary and will submit bills for the food of prisoners to the county Board of Supervisors for approval and payment.

In our previous reports we have constantly urged the Board of Supervisors to eliminate the idleness in the jail. Work on the highways, county farms and on a jail farm has been suggested. They have taken notice of the undesirable idleness, and as a means of eliminating it and relieving the congestion in the jail, have established a system approximately equivalent to probation. In petty offenses and cases of intoxication, sentence is suspended, providing the guilty person is willing to go to work on a farm. If the prisoner declines to accept this proposal, he is then sentenced either to the jail or to the Albany County Penitentiary. The prisoner who accepts the offer made by the committing justice is practically a free man and is given an opportunity to earn a daily wage. At the time of this inspection in July, 12 men were working under such conditions. It was stated by the sheriff that the plan worked out better than anything that has yet been tried in the county. While there is no direct supervision over these men by the sheriff or other county officials, nevertheless in view of the fact that most of them are residents of the county, it is not difficult to learn as to their conduct.

PUTNAM COUNTY JAIL, CARMEL

The sheriff is Charles E. Nichols.

Several improvements were noted in this jail during the year. One was the installation of a mesh gate and door between the upper and lower floors of the jail as repeatedly recommended by the Prison Association.

The second floor of the jail has been kept cleaner because used less. There has never been a sufficiently high standard of cleanliness on the lower floor, especially in the matter of vermin. Painting is generally done once a year by an inmate, but occasionally when competent inmates are lacking, by outside labor.

Putnam county is one of the few that still maintains the system of feeding prisoners by the payment of a per capita sum to the sheriff. In this county it is \$3.50 per week. This system will be discontinued, in accordance with legislation of 1917, upon the expiration of the term of office of the present sheriff.

Some minor improvements are necessary, such as cementing of toilet seats; and some definite program is imperative for the employment of prisoners occasionally mounting as high as 30 in the winter.

QUEENS COUNTY JAIL, LONG ISLAND CITY, FOR CIVIL PRISONERS

The sheriff is Samuel J. Mitchell.

This jail has three male and two female employees, and a suite of some three or four rooms, which may be used for male prisoners only, there being no facilities for segregating females. The average population is less than one prisoner.

During the past year all the rooms were painted a bright and cheerful color in oil paint. The rooms were clean, the records good. Everything was satisfactory, but it seems a wanton expenditure of public money to maintain an institution requiring five employees for the maintenance of less than one prisoner on an average.

The Prison Association does not agree with the recommendation of the Prison Commission for the building of a new jail for this county. Instead, arrangements should be made with a neighboring county for the detention therein of such civil prisoners as may be detained from time to time in Queens county.

RENSSELAER COUNTY JAIL, TROY

The sheriff is William P. Powers.

The jail of this county is of modern structure and generally has a considerable population, ranging about the number 70.

There is some trouble occasionally with attempts to smuggle into the jail contraband articles, especially liquor. One particular window has had to be closely screened to prevent this.

This is one of the few jails in the State that has undertaken to feed its prisoners in a mess hall or dining-room. A large place in the basement connecting with the kitchen has been most satisfactorily arranged for this purpose. The general management of the jail is good, but the labor problem is unsolved. There is a large weaving room with some nine looms, which is idle most of the time, while the number of prisoners serving sentence is considerable.

One of the criticisms of this jail constantly made by this Association is that the administration has failed to utilize the jail yard for exercising court prisoners. It is possible to do so with full safety.

RICHMOND COUNTY JAIL, STATEN ISLAND

The sheriff is Spire Pitou, Jr.

This jail is well administered by Warden John F. Bennett. Although within the limits of the Greater City of New York, this institution has not been absorbed in the Department of Correction and still functions in all respects as any county jail in the State. Both civil and criminal prisoners are admitted. The employees are to a large extent controlled by the Board of Estimate and Apportionment of the City of New York. Several attempts have been made in successive years to transfer this jail into the Department of Correction and render it in all respects similar to other institutions of that Department. Thus far there has been no success in obtaining such legislation.

Formerly the warden lived in the house attached to the jail, but on the accession of the new sheriff, the latter occupied the house, so that on the whole the jailer's compensation amounts to less than heretofore. The warden's salary should be increased.

In respect to the jail it is again urged that a wall be erected around the jail yard so as to make it possible to give prisoners outdoor exercise.

The population usually is not very great, averaging around 30.

ROCKLAND COUNTY JAIL, NEW CITY

The sheriff is Hudson Hurd.

There are not sufficient facilities, and the arrangement of the interior of the jail is not fitted to classify properly the population usually confined in this prison, which averages about 30. Nothing short of the construction of a new jail or a generous extension of the present one will solve this difficulty.

During the past year the jail was repainted and made much more cheerful. The management as a whole has been very satisfactory, but sufficient support has not been forthcoming from the county authorities. Thus, for example, the installation of toilets in the cells has not been made possible, and some minor but necessary repairs have not been accomplished. During the past year considerable improvement has taken place in regard to the employment of prisoners. Some 40 acres have been rented by the sheriff at a nominal fee and during the open season some seven or eight prisoners were busy working this land. Workers receive additional food.

ST. LAWRENCE COUNTY JAIL, CANTON

The sheriff is H. M. Farmer.

The usual congestion of population prevailed. On July 31st, there were 53 prisoners in the jail, with only 28 cells and four rooms available. The four rooms are reserved for females and juveniles. There was only one juvenile and two females. Doubling up in the cells in this small jail is always necessary. The condition is seriously aggravated by the totally inadequate toilet accommodations.

A committee of the Board of Supervisors, appointed last year to investigate the need for enlarging the jail, was in favor of so doing. However, at the regular board meeting, the report was tabled. One of the reasons given was that construction during war time was too costly. In our previous reports we have continually urged the enlargement and renovation of the jail. In our 1916 report the possibilities of such improvement on the present site was pointed out.

To relieve congestion until the jail is enlarged some of the prisoners could be kept at the county poorhouse farm, about two and a half miles from the jail. Perhaps permanent accommodations could be made there for some of the short-term prisoners.

The labor activities continue to be satisfactory. The sheriff's report for the period beginning June 30, 1916, and ending June 30, 1917, was as follows:

The total number of days' work was.....	3,931
Number days' work on the stone pile.....	2,968
Number days' work on the jail farm.....	963

On July 31st, at the time of the inspection there were 17 men working on the jail farm and six on the county poorhouse farm. There were four men assigned to general work in the jail and barns.

The jail was fairly clean and tidy, perhaps as much so as could be expected with the congested condition. The bar work throughout has been painted white since the last inspection. Measurements have been taken to remove a section of the bar work on the Grand Jury side. This is in accordance with a recommendation in our 1916 report.

SARATOGA COUNTY JAIL, BALLSTON SPA

The sheriff is W. J. Dodge.

All parts of the jail with the exception of the first and second floors, east side, were satisfactorily clean. The lower floor, east side,

presents a difficult problem from the standpoint of cleanliness, and was perhaps as satisfactory as could be under the circumstances. This section is used as a tramp room and also as a town lockup. It is inadequately lighted and ventilated. There are insufficient cells.

In accordance with our previous recommendations, an attempt has been made to provide means for the admission of more light and air on the east side, lower floor. An additional window has been installed, and even with this there is still chance for much improvement.

To remove the fire danger pointed out in previous reports, a half door has been constructed between the second floor of the north wing and the second floor of the jail proper. Prisoners from this north wing can descend from the second floor of the jail proper to the first floor and gain exit through a doorway on the south end of the jail leading to the jailer's residence.

Overalls and jumpers are on hand, but are not used as jail uniforms.

It was gratifying to find that after much urging the county authorities have started to relieve the idleness among sentenced prisoners. About six acres of ground, located a half mile from the jail, have been rented. It was stated that an average of five or six men are employed daily, and that the vegetables cultivated by their labor will be used in the jail. It was stated that no guard is provided, but that the men are sent on their honor. Of course most of them are well-known to the jailer.

From June 30, 1916, to July 1, 1917, the average daily population was 42. The highest number in the jail was 78, and the lowest 27. Doubling-up in the cells is necessary practically all the time. When the population is as high as 78, it is not only necessary to double-up in the cells, but also to place mattresses in the corridors. There is a suspicion that too many men are sentenced to the jail. This is probably due to over-zealousness on the part of the constables and justices of the peace, who are compensated by fees.

SCHENECTADY COUNTY JAIL, SCHENECTADY

The sheriff is W. N. Crye.

A highly satisfactory condition of cleanliness and order prevailed in all parts of the jail.

The men are supplied with socks, overalls and jumpers while in jail. When admitted, they are made to bathe thoroughly, and their

clothes are placed in the fumigator. It was noticed that after fumigating, the clothes are made into a bundle and placed on the shelf in the clothes closet. These clothes are returned to the prisoner at the time of his release without being pressed, and are therefore in a badly wrinkled condition. This is one way that a released man can be quickly detected. This unnecessary wrinkling of clothes could be overcome if they were placed on hangers instead of being tied into bundles.

The jail yard is not used regularly, but the new sheriff plans to use it more frequently than his predecessor. No messhall has as yet been provided.

Schenectady county still is one of the very few providing only two meals a day.

All mail to prisoners is first opened in the office. It was suggested that in order to conform with the postal regulations, a permit to open his mail be given to the sheriff by each prisoner.

A resolution has been passed by the Board of Supervisors authorizing the employment of prisoners on the highways. Unfortunately, it seems that this is as far as the matter will go.

SCHOHARIE COUNTY JAIL, SCHOHARIE

The sheriff is David Boynton.

The present jail is unique when compared with most of the other jails throughout the State. It is inadequate in size and does not provide for healthful living quarters and the proper handling of prisoners.

A decidedly superior condition of cleanliness and order prevailed throughout the entire jail, as compared with the uncleanness and disorder found at the time of the May 1916 inspection.

It is expected that the Board of Supervisors will comply with the provisions of recent legislation, and thereby eliminate the system of paying the sheriff a per capita weekly sum for the board of prisoners.

SCHUYLER COUNTY JAIL, WATKINS

The sheriff is D. F. Thompson.

There was a satisfactory condition of cleanliness and order. The old jail is still in use, although plans have been filed for its renovation and enlargement. As yet nothing has been done.

In accordance with recommendations made in our previous report a more definite arrangement has been made for the compensation of the sheriff's subordinates.

SENECA COUNTY JAIL, WATERLOO

The sheriff is James O'Connor.

It is evident that the sheriff is highly desirous of maintaining the new jail at the highest point of efficiency.

An assistant to the sheriff is needed. To conduct the new jail properly is by no means an easy task for any man. The sheriff is now bound by a twenty-four-hour-a-day routine in the jail. In addition, he is required to do much of the outside work, making it necessary at times for him to go miles from the jail and leave it in charge of his wife or perhaps a trusty. This is unsatisfactory and imposes an unfair burden upon the sheriff. Now that the county has provided a thoroughly equipped jail, it should go one step further and make reasonable provision for its enlargement.

STEUBEN COUNTY JAIL, BATH

The sheriff is Frank O. Gay.

An inspection of this jail was made the 1st of June. The sheriff was not present, and because of the many necessary criticisms the following letter was written to the sheriff:

"At the time of my previous visit in 1916 I was very much impressed with your willingness to receive suggestions and felt confident that you would exercise every effort to have the administration of your jail come up to the good standards set by many of the jails in the State. I realize that there are some things to be done which are not within your power. However, I am bringing to your attention the following, feeling that such can be remedied upon directions from you:

"1. The iron work in the pit section, particularly in the rear of the cells, was unclean. I demonstrated to Mr. Robinson how easy it was to scrape the layers of dirt from the bars and the cross pieces of iron.

"2. The floor of the shower bath section in the pit was strewn with wet paper. This, to be sure, is uncalled for.

"3. The floor of the corridor between the rear of the cells and the west wall was littered with paper, cigarette ends, burnt

matches and saliva. This was caused by prisoners standing on the pipes and window-sills in this section in order to get close to the windows. Probably some of it is due to prisoners throwing things and expectorating from the rear of the cells.

"4. In the corridor between the rear of the cells and the south wall, paper which had been swept up during the morning and other rubbish were carelessly thrown about.

"5. Not all the beds in the pit section were made up. It seems that the prisoners are not accustomed to making up their beds or tidying their cells each day. As I understand it, the two janitors for this section are not expected to take care of the individual cells.

"6. You will recall at the time of my previous inspection, I found that the matron who receives a salary from the county, was not faithfully executing her duties with respect to female prisoners. At the time of this visit, I found that a female prisoner who came into the jail on May 24th had not been received and searched by the matron, and had not as yet had a bath, although she had been in the jail for seven or eight days. I further learned that the undesirable practice of permitting male persons to serve food to the female prisoners which was criticized in my last report, still continues. It does seem to me that unless the matron is willing to do the work for which she is paid, arrangements should be made to obtain the services of a female who is willing to perform her duties as is expected. A matron is assigned to look after female prisoners because ordinary intelligence suggests that caring for women is a woman's job and not that of men, particularly prisoners. Furthermore, with a matron on the job who is doing her work satisfactorily there is little danger of baseless allegations to be made by women prisoners subsequent to their release.

"Under the existing conditions in your jail, if a woman were to make allegations, you would have to admit that there are times when male persons enter the female sections unaccompanied by a female. If I were on a jury or an investigating committee and such admissions were made, I would be inclined to give some credence to the testimony of the complaining party.

"7. The window-sills in the separate rooms on what is known as the third floor were covered with burnt matches and cigarette ends. This was also noticeable at the time of a previous inspec-

tion and it does seem to me that with a little care and supervision such uncleanness need not exist.

"8. The bath tubs in some rooms need to be cleaned. One prisoner, for instance, asked for some material which would enable him to remove the greasy sediment from the bath tub in his section so that he could take a bath.

"9. It is inadvisable to keep inflammable material such as barrels of oil in the wooden buildings adjacent to the jail. At the time of this inspection, there was a barrel of oil on the stairway of one of the buildings near the laundry.

"10. I was gratified to find that upon making a second visit to the pit section with Mr. Robinson, the corridors between the rear of the cells and the outside walls had been cleaned up. I was also pleased to note that when the noon-day meal was served, the matron was sent for and went to the female section when the food was served. This should always be done out of fairness to the women, taxpayers and the male members of the jail staff.

"The following changes are necessary, but I do not feel that they can be remedied alone by you:

"1. Provision should be made so that Grand Jury prisoners cannot converse with prisoners in the pit section. This was mentioned in previous reports and, as I understand it, a committee was appointed by the Board of Supervisors, but up to now nothing has been done.

"2. New mattresses are needed, particularly for the beds in the rooms on the third floor.

"3. Jail uniforms and a receiving section should be provided.

"4. Individual towels should be provided.

"5. The agateware cups and tin pans should be done away with and aluminum substituted.

"Instead of submitting a full report, I am sending this letter in the form of a preliminary one in hopes that you will remedy conditions so far as it is possible for you, and that at the time of an inspection some time in the near future I shall find things in a more satisfactory condition.

"The establishment of farm work for the prisoners is well worth while and should be heartily supported.

"E. R. CASS,

"Assistant Secretary."

The sheriff's reply to the above letter is herewith submitted:

"BATE, N. Y., June 22, 1918.

"E. R. Cass, Assistant Secretary, The Prison Association, New York:

"DEAR SIR.—Yours of the 20th inst. is just at hand, and contents are carefully noted.

"I regret that I was not at home at the time of your recent visit to our institution, as I am pleased to get expert information, or suggestion relating to our work.

"I am taking measures to correct the conditions of which you make criticisms relating to the litter and lack of cleanliness about the cells.

"We are starting in to give the entire section a thorough cleaning and painting where necessary, and will undertake to keep it in the future so that you will not have occasion to repeat the criticism.

"In regard to the work of the matron, I think that Mrs. Robinson intends to do justice to her position in looking after the female prisoners, and I assure you that Mr. and Mrs. Robinson will not intentionally do anything that will subject us to criticism relating to the handling of the department. Mrs. Robinson's assistant, Mrs. Wheaton, has been quite sick, and possibly there were times when Mrs. Robinson could not personally attend to the carrying of the meals, but Mr. Robinson would go with one of the trustees and hand in the meals to them.

"The arrangement of our jail is unfortunate relating to the lack of departments where the Grand Jury prisoners and the female prisoners could be isolated from the other prisoners.

"We should have a department for the female prisoners entirely apart from, and accessible without entering the male department, but when these things will be brought about is more than I would venture to predict.

"I assure you that I am very ready to co-operate with you in any way that will tend to bring the Steuben county jail up to a higher standard among the similar institutions of the State, and trust that I will be at hand to meet you when you have occasion to come this way again.

"I assure you that I appreciate your courtesy in referring this matter back to me in the way that you have, and again

assure you of my earnest desire to have everything relating to our prison management as nearly correct as possible under the conditions in which we are working.

"Yours very truly,

"FRANK O. GAY,

"*Sheriff Steuben Co., N. Y.*"

SUFFOLK COUNTY JAIL, RIVERHEAD

The sheriff is A. W. Biggs.

Cleanliness and order prevailed in all parts of the jail. The prisoners had no complaints to offer relative to their food and treatment.

The out-door exercise of Grand Jury prisoners and some of the sentenced prisoners is not made a regular part of the daily routine.

Sheets and pillow-cases are not provided. There is still need for the services of a paid matron.

SULLIVAN COUNTY JAIL, MONTICELLO

The sheriff is Elmer Winner.

The capacity of this jail has thus far been more than sufficient to care for the small number of prisoners usually held, averaging less than 10. It has therefore been possible to comply with the laws of classification and to keep the institution in proper sanitary condition. In all respects the jail has been satisfactory, except only that some of the walls in the corridors and the brick walls in the basement have been allowed to retain their rough surfaces instead of being painted over with smooth oil paint, the only sanitary method. There is an insufficient amount of attention given by the matron to such female prisoners as are occasionally detained. This has been practically the only administrative feature of the jail not fully satisfactory.

TIOGA COUNTY JAIL, OWEGO

The sheriff is G. S. Bixby.

A satisfactory condition of cleanliness and order prevailed in all parts of the jail. It is evident that particular attention is given by the sheriff and his wife to this.

There were two men at work on the county poorhouse farm under the supervision of a guard. In accordance with a recommendation made in our previous report a record is now kept of the prisoners working daily on the poorhouse farm. However, no arrangement has yet been made for the transfer of funds to the sheriff's account or the supply of vegetables to the jail as a compensation for jail labor.

The per capita allowance for the board of prisoners is still continued. It is hoped that the county Board of Supervisors will at an earlier date than compelled to by law observe the provisions of legislation passed in 1917 abolishing the system of paying the sheriff a per capita allowance for food. Grand Jury prisoners get two meals a day and those serving sentence get three. Arrangements should be made to provide all prisoners with three meals a day, and extra rations should be given to those who work.

A matron should be employed. It is not fair to expect the sheriff's wife to serve as such without pay.

TOMPKINS COUNTY JAIL, ITHACA

The sheriff is Charles Mackey.

Conditions were about the same as reported in the inspection of May, 1916. It is evident that the sheriff is trying to conduct the jail satisfactorily.

Too many prisoners are still sent to the Onondaga County Penitentiary.

All Boards of Supervisors are urged to make a more liberal use of a resolution passed by them authorizing the employment of sentenced prisoners on the town highways.

ULSTER COUNTY JAIL, KINGSTON

The general conditions in this jail have been considerably better during the past year than for some years previously. The cleanliness and general administrative standards have been satisfactory. The officers of the jail appear willing to cooperate and in general to improve matters that merited criticism. They were particularly emphatic about the very bad condition of the toilet seats, which in some cases have been so thoroughly destroyed by rust that little

more than the bowl was in place. Other parts of the plumbing system are also bad, particularly the sewer pipe, which leaked and caused dampness and bad odor at the bottom of the utility corridor. The insulation of the electric wiring is bad in some places and there is danger of a short circuit and a possible fire panic. This, as well as a number of other jails, has been used partially as a military prison for short sentences and for detention before trial. Very few female prisoners have been detained during the year.

It is imperative that some action be taken by the county authorities to repair the toilets, as they constitute in their present state both a menace and a disgrace. The electric wiring should be overhauled and the plumbing put into better shape. The food could also be improved upon, particularly by supplying sugar and milk in the coffee and by obtaining a salaried chef instead of the temporary assignment of an inmate.

The records have not been kept up to date at all times. The key of the female prison fits also the approaches to the male prison, to the prison as a whole and to the basement. It has been often emphasized here and elsewhere that special precautions should be taken in the matter of having a separate key for the female department, separately kept, and accessible only to the matron and sheriff. It is important that this recommendation be followed out.

WARREN COUNTY JAIL, LAKE GEORGE

The sheriff is Charles H. Baker.

The usual satisfactory condition of cleanliness and order prevailed. The prisoners were satisfied with their food and the treatment accorded them by the sheriff.

WASHINGTON COUNTY JAIL, SALEM

The sheriff is Robert J. McClarty.

The general condition of this jail has been on the whole satisfactory, but there are some objectionable features. For example, the stairway connecting the lower with the upper floor is inflammable, quite a fire-trap. The concrete floors are showing signs of disintegration. The bottom of the utility corridor has not been kept in proper shape, and the system of sewage does not seem to be quite satisfactory. Meals are served only twice a day. Recommenda-

tions to give three meals have not thus far been followed out. Such food as is served seemed good, but there is no sugar or milk given with either coffee or cereal. The dumb-waiter passage is not properly secured against escape. Although recently no escapes have taken place through that egress, there were, some eight years ago, three such escapes.

During the past year some efforts have been made to employ the prisoners by working them on a private farm on shares with the county. This form of employment violates the provisions of the constitution. The arrangement should be changed.

This jail does not furnish sheets or pillow-cases to the prisoners. It is recommended that such equipment be supplied. A new system is being tried out in reference to "lodgers." The intention is, in the future, to take them before justices of the peace after allowing them to stay over night. The census of the jail seems to be between 20 and 25.

WAYNE COUNTY JAIL, LYONS

The sheriff is B. E. Valentine.

There is evidence that much care is used by the sheriff to keep the jail clean. Since the last inspection of 1916, an addition has been built on to the jail. This provides modern toilet facilities, a shower bath and wash sink on both the north and south sides. The addition is built on to what was formerly the jail yard. The two additional rooms are accessible from each side. There is another passageway in the wall which separates the north and south sides of the new addition. This improvement has been a long-standing need.

New cotton mattresses of regulation size have been provided for the beds, instead of straw ones. Sheets and pillow-cases are now also furnished.

A concrete stairway to the second tier of cells on each side of the jail has taken the place of the old wooden ones.

The sheriff was away at the time of this inspection, in July, as was the case at the time of the previous one in 1916. However, at this inspection the sheriff's wife was in possession of the keys of the jail, whereas at the time of the 1916 inspection she was not. The inadvisability of removing the keys entirely from the jail when the sheriff is absent was pointed out in the 1916 report.

While an entire new jail would be more pleasing, it was nevertheless gratifying to find that the county authorities have improved the

present jail. In previous reports we have urged that the jail be enlarged and equipped. Likewise that sheets and pillow-cases be provided.

WESTCHESTER COUNTY JAIL, PEEKSKILL

The sheriff is Ulrich Weisendanger. Mr. Travis in charge.

This jail is of very recent structure, opened in 1915. It is a combined city lockup and county jail. While under the general direction of the sheriff, it is administered in dependently by Mr. Travis on a per capita system. He is allowed 15 cents per meal, counting three meals per day for each prisoner. At this rate he is able to make it fairly profitable. The food served appeared good but rather insufficient when compared with standard quantities prescribed by institutional dietitians. The new law passed in 1917 will discontinue this per capita system with the expiration of the present incumbent of the sheriff's office.

The general conditions of cleanliness and order were good, but no sheets or pillow-cases are supplied.

WESTCHESTER COUNTY JAIL, WHITE PLAINS

Warden John H. Hill in charge.

This jail has always been probably the cleanest and best kept institution of its kind in the State. The hours of the employees have also been satisfactory, all of them being on eight-hour shifts. Two very important improvements have taken place during the year. One, the removal of all prisoners serving sentence to the new county penitentiary and the discontinuance of further commitments to the jail. This change leaves the institution as a house of detention only for court prisoners, witnesses and civil prisoners. It is such a change as this that should take place in all counties in the State and that has been advocated by this Association for many years.

The other improvement has been the revision and improvement of the dietary. The warden has consulted the dietary standards obtained from other institutions and has drawn up a table to suit conditions of his own institution. This change will probably obviate the recurrence of any complaints in regard to food, such as have occurred on one or two occasions in the past.

In every respect now this institution is fully abreast of the highest standards of institutional management for county jails, in so far as

the rather out-of-date construction of the jail permits. It is a gratification to be able to report such conditions for at least one jail.

WYOMING COUNTY JAIL, WARSAW

The sheriff is W. A. McRae.

It was gratifying to find the jail much cleaner than at the time of a previous inspection. Our recommendations made in a report subsequent to the inspection of June 29, 1916, were carried out to the following extent:

1. Improved cleanliness and order.
2. The bar work has been painted.
3. Toilet paper has been furnished.
4. While the library books are still kept in the jail, the sheriff said that he would immediately have them removed to his office.
5. Iron beds have not been provided.
6. Stone wash tubs have been installed in the basement.
7. The much criticised shed on the north side of the jail still remains. The county authorities should not continue to tolerate this nuisance.
8. No work other than jail cleaning and janitor work in the county buildings has been provided. The sheriff has made some effort to cultivate a small garden adjacent to the jail.

YATES COUNTY JAIL, PENN YAN

The sheriff is Milon Ayers.

There is no doubt that the sheriff aims to keep his jail thoroughly clean.

In accordance with recommendation No. 5 of our 1916 report, a partition has been placed at the top of the stairway leading to the basement. This prevents draft, and prior to the repair of the sewer line, prevented the odor of foul gas coming into the sheriff's office.

There is still need for additional Grand Jury cases. A further need can be met by installing one iron partition in the corridor on the north end of the first floor and two iron partitions in the south end with a door on each. This would make it possible to keep the Grand Jury prisoners separate from prisoners serving sentence. It would further allow the sheriff to permit the trustworthy prisoners to use the outside corridor on each side of the cellblock without violating the provisions of section 92 of the County Law.

THE DEPARTMENT OF CORRECTION, NEW YORK CITY

The year 1917 brought further approach to the accomplishment of the plans nurtured by the administration for the development of a Department of Correction that would be based on scientific principles of penology and function in accordance with modern methods of administrative efficiency. While no new plans of any importance have been put forth, those under way were developed to a considerable extent. To give legal expression to the scheme of unification and functional distribution of institutions, a law was passed renaming several of them. The part of the penitentiary, hitherto used as the industrial building and intended for psychological and psychiatric laboratory when remodelled, has been named by chapter 628 of the Laws of 1917, the Clearing and Receiving Building; the branch workhouse on Riker's Island has become the Municipal Farm; the branch on Hart's Island has been named the Reformatory Prison, and the workhouse, or such parts of it as may be so designated by the Commissioner of Correction, is to be the Correction Hospital and Clearing House of the City of New York. These changes in nomenclature, together with powers already held by the Commissioner to transfer inmates from one institution to another, to designate certain institutions as part of other institutions and to detain persons sentenced to the workhouse or the reformatory, in the clearing house at the penitentiary for a period of observation, together make possible the organization of the Department as a real penological unit.

In the practical execution of the plan there have been a number of difficulties which thus far have not been successfully overcome, and there is some uncertainty as to whether the change of administration, which puts into office an entirely new set of executives, will tend toward further perfection of these carefully conceived plans. One of the difficulties is that the new psychiatric and psychological laboratory has not been installed, although appropriations were granted more than a year ago. This, one of the corner-stones of the new system has been lacking. In the course of the year also the psychiatrist appointed for the work accepted a commission in the National Army and no appropriations have been granted for that office for the year 1918. The systematic organization and the distribution of inmates from this clearing house at the penitentiary to the various other institutions by the practical application of the principles underlying the new system has not been developed,

although general plans for the purpose had been submitted by the Prison Association, and one of the executives of the Department had been entrusted with the working out of a detailed plan.

The system of distribution therefore of newly-received inmates has improved but little. There has been an increased emphasis upon classification, however, in the Penitentiary proper, where the boys, those ill with syphilis or other venereal diseases, those afflicted with tuberculosis, the perverts, and the group requiring special discipline, have been kept separated to a greater degree than heretofore. The organization and development of a center for the treatment and rehabilitation of drug addicts has also advanced to but a slight degree. As an integral part of the plan of their rehabilitation there was to be a hospital on Riker's Island, to be built partly by private moneys and partly by a fund appropriated for that purpose by the Board of Estimate and Apportionment. Various delays have caused the practical abandonment of the plan for such a hospital, so that the drug addicts continue to be an unsolved problem for the Department. Hart's Island continues to be the step-child of the Department of Correction. It has played no important role even in the unified plans. At New Hampton Farms construction has progressed considerably and it is expected that early in 1918 the first building will be ready for occupancy.

Institutional conditions in respect to cleanliness and sanitary matters have on the whole been better in the past year than before. Especially on Hart's Island, which has constantly presented most backward conditions, very gratifying improvements are to be recorded. Among these may be mentioned especially the better disposal of garbage, further work in the matter of filling in, progress in the construction of a new kitchen and messhall, the removal of the women, increased facilities for the male tubercular patients and general improvement of the grounds and of the basements or cellars of the buildings. It is useless to go into details as to the sanitary conditions of other institutions. The great faults have not been touched. No relief has been had in the bucket system at the penitentiary or workhouse; no toilet facilities have been installed in the penitentiary cellblocks; no change has taken place in the dormitory system at the workhouse, which has been so often described as the worst combination of the cell system and of the dormitory system, combining the disadvantages of both and possessing the virtues of neither.

The problem of labor has been better in some respects than in past years and worse in others. It has been better, because the

decrease in the population has made the problem less acute. It was thus possible between the institutional service, the strictly industrial activities of the penitentiary and Hart's Island, the land reclamation and construction work on Riker's Island and New Hampton Farms to employ the majority of the prisoners at a moderate rate. The population at the penitentiary was gradually decreased and the industrial work transferred from the penitentiary to Hart's Island. Much good work has been accomplished in the construction of dormitories and other buildings, in grading and improving of land on Riker's Island. Special credit is due for this to Warden Barr. Very gratifying improvements have also taken place at New Hampton farms to the credit of Superintendent Louis E. Lawes.

On the other hand the industries have suffered much for lack of material, for delays in the removal from Blackwell's to Hart's Island and for stagnancy in developing wider fields of activity.

Hart's Island and the penitentiary have suffered to a considerable extent because of the shifting of executives. There has been no permanency of wardenship at either, and the general discipline of the institutions has suffered accordingly.

In the city and district prisons there has been no change worthy of notice. Appropriations for improvements have been granted especially for the Jefferson Market Prison, but the purposes of the appropriations have not been consummated. Cots have been obtained during the past year for the elimination in some of the district prisons of the peculiarly vicious forms of doubling up by the use of a single narrow cot for two inmates. By the end of 1917 probably all such extra cots will have been installed.

The work of the Parole Commission has progressed fairly satisfactorily, and so far as the institutional facilities have permitted, its work was brought into unison with the work of the institutions. As was expected, the speed of improvement of institutional facilities has not kept pace with the development of parole methods. It has become clear, however, that the establishment of the parole work for the City of New York did constitute the greatest progressive step in the history of the Department.

It is also gratifying to be able to report an improvement in the matter of the supply of libraries in the institutions. The interest of individual members of the New York Public Library was continued and the Prison Association maintained its voluntary assistance. An appropriation of \$3,000 was granted by the trustees of the Commissary Committee to be expended on the purchase of library books. This amount was expended by a sub-committee including a mem-

ber of the staff of the Prison Association for the penitentiary, New Hampton Farms, female department of the workhouse, and Hart's and Riker's Islands. Through the courtesy of Mr. George B. Putnam the Commissary Committee was able to receive the unusual discount of 25 per cent on these purchases.

For details of matters referred to here and for physical description of the prisons of the Department and for specific recommendations for their improvement, reference should be made to the annual reports of this Association for preceding years.

TREASURER'S REPORT

SCHEDULE A

Statement of Assets and Liabilities at Date of September 30, 1917

ASSETS		
<i>Cash:</i>		
Mechanics & Metals National Bank, Special Fund	\$1,686 39	
Union Trust Co.....	979 99	
Bank of the Metropolis.....	922 49	
Sundry debtors (cash items).....	285 27	
New York Life Ins. & Trust Co....	240 50	
Mechanics & Metals National Bank, General Fund	170 62	
Petty cash	126 89	
United States Trust Co.....	80 40	
	\$4,492 55	
Sundry creditors (cash items).....	145 00	
Total cash		\$4,347 55
<i>Investments (at cost):</i>		
<i>Endowment Funds:</i>		
General Fund	\$73,638 36	
Dudley Jardine Fund.....	10,138 43	
John Innes Kane Memorial Fund..	5,000 00	
Mary H. Brush Trust Fund.....	3,000 00	
Julia Billings Fund.....	2,500 00	
Samuel M. Jackson Library Fund.	2,499 50	
George L. Hall Fund.....	1,000 00	
		97,776 29
<i>Real Estate (at cost):</i>		
House and lot, 135 East 15th street.....		22,500 00
<i>Due from Reformatories:</i>		
New York State, Elmira.....	\$75 00	
Napanoch	25 00	
		100 00

TREASURER'S REPORT

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<i>Interest Accrued</i>		
Investments	\$1,456 34	
Bank balances	15 08	
		\$1,471 42
<i>Prepaid Expense:</i>		
Insurance premiums		136 75
Total assets		\$126,332 01

LIABILITIES		
Expenses, due or accrued.....	\$720 86	
Special donations	1,418 19	
		\$2,139 05
<i>Capital:</i>		
<i>Endowment Funds:</i>		
General Fund	\$73,784 95	
Dudley Jardine Fund.....	10,138 43	
John Innes Kane Memorial Fund..	5,000 00	
Mary H. Brush Trust Fund.....	3,000 00	
Julia Billings Fund.....	2,500 00	
Samuel M. Jackson Library Fund.	2,500 00	
George L. Hall Fund.....	1,000 00	
Assistant Secretaries' Fund.....	976 21	
Reserve Fund	240 50	
	\$99,140 09	
Capital account	25,052 87	
		124,192 96
		\$126,332 01

SCHEDULE B

Receipts and Expenditures for Year Ending September 30, 1917

RECEIPTS	
<i>Balance September 30, 1916:</i>	
United States Trust Co.....	\$2,107 38
Union Trust Co.....	1,005 30
New York Life Ins. & Trust Co....	965 50
Mechanics & Metals National Bank, General Fund	506 65

Mechanics & Metals National Bank, Special Fund	\$365 93	
Sundry debtors (cash items)	129 13	
Petty cash	122 07	
Bank of the Metropolis	70 23	
	<hr/>	
Sundry creditors (cash items)	\$5,272 19	
	221 70	\$5,050 49
Donations:		
General	\$18,370 77	
Assistant Secretaries' Fund	5,552 01	
Employment Secretary's Fund	5,009 00	
General Relief	3,407 50	
Special Relief	1,201 25	
Endowment Fund	1,000 00	
Refunds	98 86	
	<hr/>	34,639 30
Investments:		
Payment of ——— mortgage	\$10,000 00	
Payment of ——— mortgage	2,250 00	
Payment on account ——— mortgage	750 00	
Payment on account ——— mortgage	300 00	
Cash adjustment of exchange of scrip of Kansas City, Fort Scott & Mem- phis Ry	35 44	13,335 44
Interest:		
Investments	\$4,519 82	
Bank balances	63 91	4,583 73
Reformatories:		
New York State, Elmira	\$900 00	
Napanoch	300 00	
	<hr/>	1,200 00
Reserve Fund:		
Transferred to Treasurer's Fund		725 00
	<hr/>	
		\$59,534 05
	<hr/>	

EXPENDITURES

Investments:

Purchase of bonds as follows:

\$11,000 United Kingdom bonds 5½'s	\$10,543 75
2,000 Dominion of Canada 5's ..	1,917 50
1,000 Baltimore & Ohio R. R. 5's ..	1,013 73
1,000 Chic., Mil. & St. P. 4½'s ..	957 50
1,000 N. Y. Central refg. 4½'s ..	952 50
900 Anglo-French 5's	840 75

\$16,225 73

<i>Special Donations</i> for general relief of food, lodgings, rentals, coal, clothing, car and railroad fares, etc.	\$1,217 18
Thanksgiving and Christmas relief	591 44
Special appeals	170 58
	<hr/>

1,979 20

Treasurer's Fund:

Transferred from Reserve Fund

725 00

Dudley Jardine Fund:

Disbursed to Peter Chouinard

70 00

Exchange on cheques

4 55

General Secretary — Bureau of Admin-
istration:

Service	\$11,659 29
Postage	978 72
Printing and stationery	873 89
Transportation, hotels and car fares ..	600 29
Telegrams and telephone	450 16
Annual reports	440 66
Appropriation toward publication of "The Delinquent"	379 63
Office supplies	201 06
Sundry payments	199 80
Newspapers and periodicals	90 04
Library	56 35
Furniture and fixtures	49 59
Photos and films (mainly half-tones for appeals)	20 05
Prison Sunday	12 78

Conferences, memberships and organizations	\$12 50	
Express and cartage.....	4 21	
Publicity	4 00	
		\$16,033 92
<i>Assistant Secretaries—Bureau of Investigation and Research:</i>		
Service	\$4,484 00	
Transportation, hotels and car fares.....	1,166 62	
Sundries	30 59	5,681 21
<i>Bureau of Relief:</i>		
Rent, board and lodgings.....	\$2,027 30	
Food	1,264 38	
Service	900 00	
Transportation, hotels and carfares..	98 61	
Sundries	33 00	
Clothing	27 88	
Moving and storage.....	16 00	4,367 17
<i>Bureau of Employment:</i>		
Service	\$3,111 00	
Relief	634 70	
Postage	112 81	
Transportation, hotels and carfares..	63 24	
Sundries	51 02	3,972 77
<i>Bureau of Probation:</i>		
Service	\$2,641 00	
Transportation, hotels and carfares..	94 20	
Sundries	85 63	
Relief	10 50	2,831 33
<i>Bureau of Parole:</i>		
Service	\$1,684 96	
Transportation, hotels and carfares..	227 85	
Sundries	20	1,913 01
<i>House:</i>		
Service	\$396 50	
Fuel	286 87	

Repairs	\$248 48	
Insurance	161 25	
Supplies	132 31	
Light	129 00	
Taxes	28 20	
		\$1,382 61

Balance, September 30, 1917:

Mechanics & Metals National Bank, Special Fund	\$1,686 39	
Union Trust Co.....	979 99	
Bank of the Metropolis.....	922 49	
Sundry debtors (cash items).....	285 27	
New York Life Ins. & Trust Co....	240 50	
Mechanics & Metals National Bank, General Fund	170 62	
Petty cash	126 89	
United States Trust Co.....	80 40	
	\$4,492 55	
Sundry creditors (cash items).....	145 00	4,347 55
		\$59,534 05

SCHEDULE C

Investments at Date of September 30, 1917

Bonds:	Interest rate %	Maturity	Valuation at cost
\$11,000 United Kingdom	5½	1921	\$10,543 75
10,000 Northern Pac.—land	3	2047	6,687 50
6,000 Balti. & Ohio—ref. & gen.	5	1995	6,082 48
6,000 N. Y. Cent.—refg.....	4½	2013	5,708 75
6,000 C., Mil. & St. P., ref. & gen.	4½	2014	5,682 50
5,000 Chic. & Northw.—gen.....	4	1987	4,943 75
5,000 C., R. I. & Pac.—gen.....	4	1988	4,823 75
2,000 Dominion of Canada.....	5	1919	1,917 50
2,000 Peoria Water Works.....	4	1948	1,168 44
1,000 Oregon Short L.—1st mtg.	6	1922	1,081 33
1,000 St. Paul City Ry.....	5	1937	1,013 33
1,000 Tex Pac. R. R.—1st mtg..	5	2000	959 45
1,000 Minn., St. P. & S. S. M..	4	1938	947 50

	Interest rate %	Maturity	Valuation at cost
1,000 Oregon Short Line—refg.	4	1929	907 56
1,000 So. Pac.—C. P. Stk. Coll...	4	1949	840 89
900 Anglo-French	5	1920	840 75
500 Union Pacific—land	4	1947	487 50
350 St. L. & San F.—prior lien	4	1950	264 56
100 St. L. & San F.—adj. mtg.	6	1955	

Bonds and Mortgages:

—, 4½'s	15,000 00
—, 4½'s	10,250 00
—, 5's	4,500 00
—, 5's	3,250 00
—, 5's	2,500 00
—, 4½'s	2,000 00
—, 5's	2,000 00

Stocks:

10 shares Atchison, Topeka & Santa Fé, pref....	980 00
10 shares Atchison, Topeka & Santa Fé, common.	930 00
10 shares Union Pacific, pref.....	800 00
5 shares Union Pacific, common.....	595 00
1 share Baltimore & Ohio, pref.....	70 00

\$97,776 29

I certify that I have examined the books, accounts, and vouchers of the Prison Association of New York for the year ending September 30, 1917, and that the above statements are correct.

HENRY C. SCHENCK,

Auditor.

44 Cedar street, New York, N. Y.

CONTRIBUTORS.

LIFE PATRONS.

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

Barbey, Mrs. Henry I.	New York Foundation.
Brewster, Robert S.	Phipps, Henry.
Brown, M. Bayard	Pyne, Percy R.
Clark, F. Ambrose.	Rockefeller, John D.
Dodge, Cleveland H.	Sage, Dean.
Gold, Cornelius B.	Schiff, Jacob H.
Harkness, E. S.	Schiff, Mortimer L.
Harrah, Charles J.	Scott, William H.
Holter, Mrs. E. O.	Stetson, Francis Lynde.
James, Arthur Curtiss.	Stewart, Lispenard.
Kane, Mrs. John Innes.	Tiffany, L. C.
Lewisohn, The Misses Alice & Irene.	Woerishoffer, Mrs. Anna.
McHarg, Henry K.	

HONORARY LIFE MEMBERS.

By Contributions of \$500 at One Time.

C. S. S.
G. W. W.
A Friend.
Anonymous.
Astor, Mrs. Ava Willing.
Auchincloss, C. C.
Auchincloss, Mrs. C. C.
Auchincloss, Mrs. E. S.
Baker, George F.
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.
Carnegie, Andrew.
Cary, Miss Kate.
Chapman, Mrs. John J.
Chisolm, B. Ogden.
Chisolm, W. E.
*Choate, Joseph H.
Choate, Mrs. Joseph H.
Clark, Edward Severin.
Clark, Mrs. Stephen C.
Clarke, Miss Florence M.
Clarke, Mrs. Lewis L.
Clyde, William P.
Clyde, Mrs. William P.
Colgate, William.
Connor, W. E.
Cooper, James Fenimore.
Cooper, Mrs. James Fenimore.
Crimmins, John D.
Cromwell, James W.
Cutting, R. Fulton.
DeForest, Henry W.
Dicks, Mrs. W. K.
Dodge, D. Stuart.
DuBois, Miss Katherine.
Dwight, Winthrop E.
Ehret, George.
Emmons, Arthur B.
Frazier, Mrs. Frank P.
Frost, Aaron V.
Gallatin, Mrs. Albert H.
Gerry, Elbridge T.
Gerry, Peter G.
Gilman, Winthrop S.
Gould, Edwin.
Grace Church.
Hadden, Alexander M.
Halkett, Mrs. Sarah K.

Hall, Mrs. Bolton.
Hall, E. Trowbridge.
Harkness, Mrs. Charles W.
Harkness, Mrs. S. V.
Harris, John F.
Hearn, James A. & Son.
Hill, Frederick T.
Howard, Mrs. Joseph.
Hurd, Richard W.
Hyde, Mrs. Clarence M.
Jameson, E. C.
Jennings, Miss Annie B.
Johnson, Arthur G.
Johnson, Gilbert H.
Johnson, James W.
Ketteltas, Miss Alice.
Kunhardt, W. B.
Langdon, Woodbury G.
Lawrence, Mrs. Samuel.
Lehman, Mrs. H. H.
Lewisohn, Adolph.
Livingston, Johnston.
Livingston, Miss Julia.
Lorillard, Pierre.
Low, William G.
McClymonds, Mrs. L. K.
McKinney, Price.
McMillin, Emerson.
McLean, Mrs. James.
Marshall, Louis.
Minturn, Mrs. Robert B.
Moore, Mrs. William H.
Morzan, Mr. & Mrs. J. P.
Murtland, Samuel.
National Humane Alliance.
Olmsted, Mrs. C. T.
Olyphant, Robert W.
Oshorn, William Church.
Pearce, Mrs. Henry.
Perkins, George W.
Pratt, Herbert L.
Rand, George C.
Reed, Latham G.
Remsen, Miss Elizabeth.
Richardson, Mrs. C. Tiffany.
St. Thomas Church.
Sage, Mrs. Russell.
Sage, William H.
Satterlee, Mrs. Herbert L.
Schermerhorn, F. Augustus.
Scoville, Miss Grace.
Seaman, Lloyd W.
Seligman, J. & W. Co.

* Deceased

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Shepard, Mrs. Finley J.
Shipman, C. H.
Slayback, John D.
Sloan, Samuel.
Smith, Eugene.
Stillman, Miss Charlotte R.
Stokes, Anson Phelps.
Stokes, Mrs. Anson Phelps.
Stone, Miss Annie.
Straight, Mrs. W. D.
Swords, Mrs. Charles R.
Thomas, Seth E.
Thompson, Mrs. Frederick F.
Thorne, Jonathan.
Trevor, Mrs. John B.
Trumbull, Frank.
Untermeyer, Samuel.

Vanderlip, F. A.
Van Gerbig, Mrs. B.
Van Ingen, E. H.
Van Ingen, Mrs. E. H.
Warburg, Felix M.
Ward, George C.
Ward, John Seely.
Webb, William Seward.
Westinghouse, Church, Kerr & Co.
White, Alfred T.
Whitney, Henry P.
Winthrop, Benjamin R.
Wood, J. Walter.
Wood, William.
Woodin, William H.
Zabriskie, Mrs. George.

LIFE MEMBERS.

By Contribution of \$50 at One Time.

A. H. (In Memory of).
A. Z.
C. S.
A Friend.
Acorn.
Agent.
Anonymous.
Adams, Thatcher M.
Adler, Felix.
Anderson, J. Cameron.
Andrews, Constant A.
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Arnold, Edward W. C.
Astor, W. W.
Baldwin, William M.
Baring, Charles.
Barksdale, Mrs. H. M.
Belmont, August.
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Biglow, Mrs. Lucius H.
Bliss, Mrs. Cornelius N.
Bliss, Mrs. Robert W.
Borg, Simon.
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Bulkeley, Mrs. Edwin M.
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Campbell, Mrs. O. A.
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Coffin, Edmund, Jr.
Coster, Mrs. Charles Henry.

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Crossman, W. A., & Bro.
Cutting, R. Bayard.
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Dinsmore, Mrs. W. B.
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Dodge, William E., Jr.
Douglas, James.
Douglas, Mrs. James.
Durand, Mrs. Frederick F.
Ellis, William D.
Emmet, Mrs. C. Temple.
Emmet, Miss Lydia F.
Engs, F. W.
Evans, Hartman K.
Flagler, Mrs. Harry H.
Foster, James, Jr.
Fox, Mortimer J.
Fraser, Mrs. George S.
Gallatin, Albert.
Geer, Mrs. Walter.
Guggenheim, Mrs. Simon.
Gurnee, A. C.
Hadden, Mrs. John A.
Halsted, Miss A. B.
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Hamilton, Frank.
Hammond, Mrs. John Henry.
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Heinshelmer, Alfred M.
Henschen, Mrs. Albert C.
Herrick, E.
Hinckley, Mrs. Samuel N.
Hoe, Richard M.
Hood, Miss Juliet K.
Horn, James.
Hosmer, Mrs. Edward Sturges.

Hoyt, Gerald L.
 Huntington, Henry E.
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 Hyde, Frederick E.
 Ivin, Richard.
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 Jones, Mrs. Edward H.
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 LeRoy, J. R.
 Lichtenstadler, Samuel.
 Lohenstein, William C.
 Lockwood, Homer N.
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 Parks, Leighton.
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 Simpson, John W.
 Skougard, Jens.
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 Sloane, Mrs. William D.
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 Steele, Charles.
 Steers, James R.
 Stewart, John.
 Stewart, Mrs. P. H.
 Stewart, W. R.
 Stokes, J. G. Phelps.
 Stone, Miss Ellen J.
 Sutton, James F.
 Taylor, Lloyd.
 Thompson, Mrs. Joseph T.
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 Tucker, Allen.
 Tucker, Samuel A.
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 Van Norden, Warner.
 Van WAGEN, Blecker.
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 Wadsworth, Herbert.
 Ward, Artemas.
 Aldrich, Mrs. James H.
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 Weld, Miss Sylvia.
 Wellington, Miss Elizabeth R.
 Wenman, Charles H.
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CONTRIBUTORS' LIST.

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 special designated instances of need; A. S., Assistant Secretaries' Fund (for salaries and incidental expenses); B. E., Employment Bureau.

		A	
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Abbot, Prentice.....	G. R.	5	00
Abbott, Lyman Co.....		5	00
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Abeles, James A.....		5	00
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Adams, Mrs. Edward D.....		10	00
Adams, Mrs. Frederick T.....	G. R.	5	00
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Adler, Jacob.....	G. R.	2	00
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Aikman, Walter M.....		10	00
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Aldrich, Mrs. Richard.....		25	00
Aldrich, Mrs. W. W.....		10	00
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Alexander, Mrs. Andrew J.....		1	00
Alexander, Eugene D.....		2	00
Alexander, George.....		3	00
Alexander, Miss Sara S.....		8	00
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Alexandre, Mrs. J. J.....		5	00
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Arnstine, Mrs. Leo.....			10 00
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Atterbury, Miss M. S.....			5 00
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Auchincloss, James Coats.....			10 00
Auchincloss, John Winthrop.....			40 00
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Auerbach, Joseph S.....	S. R.		15 00
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Austen, Mrs. Valle.....	G. R.		5 00
Averill, Frederick L.....			5 00
Aycrigg, Miss Kate.....			5 00
Aycrigg, Miss Kate.....	E. B.		10 00
B			
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Babcock, H. D.....			5 00
Babcock, H. D.....	E. B.		20 00

* Deceased.

Rache, Jules.....	S. R.	\$10 00	Bayne, Miss Virginia Lee.....	\$10 00
Bacon, Daniel.....	10 00		Beach, Warren C.....	5 00
Bacon, Mrs. Francis Mc-Nell, Jr.....	10 00		Beatty, William.....	10 00
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Banks, Lenox.....	10 00		Benson, Miss Mary A.....	2 00
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Barber & Co.....	E. B.	10 00	Benziger, L. G.....	G. R.
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Barclay, Albert Sprague.....	5 00		Best, H. D.....	G. R.
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Barnes, Mrs. R. S.....	5 00		Biddle, William C.....	G. R.
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* Deceased.

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Blandy, Mrs. Graham F.....	10 00		Brookman, Mrs. Henry D.....	5 00
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Boyd, John N.....	5 00		Bulkeley, Mrs. Jonathan.....	25 00
Boynton Furnace Co.....	5 00		Bull, Miss Dorothy.....	25 00
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Bradley, Miss Mary T.....	10 00		Burchard, B. T.....	G. R.
Bradley, William.....	10 00		Burchard, H. J.....	G. R.
Bradley, Mrs. Nicholas F.....	S. R.	25 00	Burchard, Mrs. Janet.....	G. R.
Bragdon, Claude.....	5 00		Burdick, Daniel W.....	E. B.
Brennecke, George.....	1 00			
Breslin, Miss Evelyn M.....	3 00			
Brewster, Robert S.....	5 00			
Brickmaier, J. B.....	G. R.	1 00		

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Burlingame, Mrs. Edward	2 00	Case, Mrs. George B.	10 00	
L.	G. R.	Case, J. Herbert	G. R.	5 00
Burlingham, Charles C.	30 00	Cass, E. R.	5 00	
Burnett, C. H.	5 00	Cattin, C. F.	2 00	
Burns, A. L.	2 00	Caudwell, Mrs. T. W.	G. R.	2 00
Burns Bros.	G. R.	5 00		
Burns, Warren E.	S. R.	Chadbourne, Mrs. Thos. L.	2 00	
Burr, George H.	G. R.	Chaffee, G. M.	5 00	
Burr, Winthrop	G. R.	Chafin, Joseph	G. R.	1 00
Burrage, Robert R.	1 00	Chamber, Robert A.	G. R.	10 00
Burrill, Middleton S.	G. R.	5 00		
Busk, Mrs. Frederick	S. R.	Chandler, G. W.	G. R.	5 00
Butler, Charles S.	S. R.	Chapin, Mrs. Charles M.	G. R.	5 00
Butler, Charles S.	5 00	Chapin, Miss Jennie	S. R.	5 00
Butler, Elmer T.	G. R.	Chapin, S. B.	S. R.	5 00
Butler, Miss Emily O.	5 00	Chapman, Charles D.	3 00	
Butler, Miss Helen C.	5 00	Chapman, Mrs. Clarence C.	G. R.	15 00
Butler, Howard Russell	5 00	Chapman, H. S.	3 00	
Butler, Willard Parker	5 00	Chapman, Miss Isabel M.	E. B.	25 00
Butler, William Allen	10 00	Chapman, Miss Isabel M.	25 00	
Butler, Mrs. William Allen	20 00	Chapman, Mrs. John	G. R.	25 00
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Butterworth, William H.	G. R.	Charles Mrs. J. M.	5 00	
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Cammann, Miss I. M.	G. R.	Co. Inc.	G. R.	2 00
5 00		Chisholm, George E.	50 00	
Campbell, C. G.	S. R.	Choate, Joseph H., Jr.	15 00	
5 00		Choate, Mrs. Joseph H.	100 00	
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2 00		N. Y.		
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Canda, Miss Angeline	G. R.	ity	3 00	
4 00		Church of the Messiah	10 00	
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5 00		Church, I. P.	5 00	
Cannfield, Miss Edith C.	5 00	Churchill, Miss Lida A.	G. R.	2 00
5 00		Ciley, Edward H.	G. R.	2 00
Cannon, Mrs. Sylvanus T.	E. B.	Clark, Eugene	10 00	
3 00		Clark, Mrs. Henry O.	G. R.	5 00
Cantrell, Miss Annie L.	3 00	Clark, Mrs. A.	G. R.	15 00
5 00		Clark, Charles E.	G. R.	25 00
Carey, Henry T.	G. R.	Clark, W. Irving	10 00	
5 00		Clark, Walter H.	S. R.	1 00
Carey, Samuel	G. R.	Clark, William	G. R.	5 00
5 00		Clark, William A.	G. R.	5 00
Carrle, Robert F.	G. R.	Clark, William B.	10 00	
3 00		Clarke, Mrs. A. F.	3 00	
Carlebach, Mrs. E.	G. R.	Clarke, Mrs. A. S.	S. R.	10 00
10 00		Clarke, Charles E.	G. R.	5 00
Carleton, I. Osgood	G. R.	Clarke, E. Arthur Stanley	10 00	
10 00				
Carleton, Miss Ida B.	10 00			
Carliste, William T.	G. R.			
5 00				
Carmalt, William H.	G. R.			
5 00				
Carnegie, Andrew	100 00			
5 00				
Carter, Ernest Trow	5 00			
Carter, Robert A.	10 00			
Carter, Samuel F.	10 00			
Cary, Mrs. Hamilton W.	G. R.			
5 00				
Cary, Miss Kate	35 00			

Clarke, Mrs. E. Arthur		Connell, J. Harvey	\$10 00	
Stanley	\$10 00	Connolly, Mrs. John Lee	G. R.	5 00
Clarke, Miss Louise	E. B.	2 00		
2 00		Conroy, Mrs. Theodore	1 00	
Clarke, Miss Louise	E. B.	2 00		
Clarke, Miss Madge S.	E. B.	5 00		
Clarke, Miss Madge S.	G. R.	4 00		
Clarke, Miss Mary Dale	G. R.	5 00		
Clarke, Roger H.	G. R.	5 00		
Clarke, Banyer	25 00	Cooley, William F.	1 00	
Clarke, Robert Living-		Cooley, William F.	E. B.	2 00
ston	5 00	Cooldige, Mrs. Sherman	E. B.	25 00
Clausen, George U.	G. R.	5 00		
Clausen, Mrs. G. U.	G. R.	5 00		
Cleary, William E.	G. R.	1 00		
Cleland, Mrs. T. J.	E. B.	10 00		
Cleland, Mrs. T. J.	10 00	Cooper, J. Fenimore, Mrs.	100 00	
Clements, Mrs. George H.	5 00	Coxe, J. Forman	1 00	
Clements, Mrs. George H.	E. B.	5 00		
Clifford, A.	1 00	Copeland, Charles C.	G. R.	5 00
Clift & Goodrich	G. R.	5 00		
Clois, Mrs. E. B.	G. R.	10 00		
Clothier, William Jackson	G. R.	10 00		
Clocas, R. W.	2 50	Cornell, Robert C.	5 00	
Clyde, William P.	100 00	Cornell, Robert C.	5 00	
Coat, Titus M.	G. R.	1 00		
Cochrane, Mrs. A.	5 00	Cortelyou, Mrs. Carrie D.	G. R.	3 00
Cockcroft, Miss Mary T.	10 00	Cortissoz, Jacob	G. R.	1 00
Cockey, Edward T.	G. R.	1 00		
Codman, Mrs. Ogden	E. B.	5 00		
Codman, Mrs. Ogden	5 00	Cory, Robert H.	10 00	
Coffin, A.	10 00	Coster, Mrs. Charles H.	5 00	
Coffin, Heyman & Son	G. R.	2 00		
Cohen, William W.	G. R.	5 00		
Cohn, Mrs. Alfred E.	G. R.	5 00		
Cohn, Mrs. H. S.	G. R.	1 00		
Cohn, Louis	G. R.	1 00		
Coit, John T.	G. R.	5 00		
Cokefair, Isaac W.	10 00	Crane & MacMahon, Inc.	G. R.	3 00
Colbron, Mrs.	G. R.	3 00		
Cole, J. Ackerman	25 00	Cravath, Mrs. Erasmus M.	2 00	
Coley, William B.	5 00	Creamer, W. G.	2 00	
Colgate, William	100 00	Creutzberg, Mrs. Mary F.	5 00	
Collier, Mrs. R. J.	G. R.	10 00		
Collins, Herbert	G. R.	25 00		
Colman, Samuel	8 00	Crocker, Mrs. George A.	G. R.	10 00
Colt, Harris D.	E. B.	10 00		
Colt, Mrs. Richard C.	S. R.	2 00		
Colt, Miss Sarah B.	G. R.	2 00		
Comly, Miss Ellen	G. R.	5 00		
Constock, James C.	E. B.	2 00		
Constock, James C.	2 00	Crook, Mrs. William T.	S. R.	5 00
Constock, Philip	5 00	Crookfoot, Mrs. L. F.	10 00	
Condit, Fillmore	5 00	Crook, Mrs. Pauline	E. B.	1 00
Conc Expert & Commission		Croll, Miss Pauline	1 00	
Co.	10 00	Cronwell, Fred M.	G. R.	5 00
Cone, John J.	6 00	Crossby, Miss Mary R.	5 00	
Conger, Henry C.	2 00	Crossby, Emily	E. B.	10 00
Conklin, Miss D. J.	E. B.	1 00		
Conklin, Miss D. J.	2 00	Cross, John W.	5 00	
Conklin, Miss D. J.	1 00	Crowell, Mrs. Jeremiah	10 00	
		Cruiger, Bertram de N.	5 00	
		Crummey, Mrs. S. A.	G. R.	5 00
		Cubert, Miss Anna M.	E. B.	5 00
		Cubert, Miss Anna M.	5 00	
		Cummings, Howard R.	1 00	
		Curry, Mrs. John P.	3 00	

* Deceased.

Curtis, Mrs. Charles B.	\$10 00	de Coppel, Henry	G. R.	\$10 00
Curtis, Mr. and Mrs. Eugene J.	15 00	de Forest, Henry W.	25 00	
Curtis, F. K.	E. B.	De Forest, Robert W.	5 00	
Curtis, F. K.	G. R.	De Gersdorff, George B.	5 00	
Curtis, Mrs. George William	5 00	De Graff, James W.	G. R.	10 00
Curtis, H. Holbrook.	5 00	De Groot, Miss Emma P.	3 00	
Curtis, Mrs. H. Holbrook.	5 00	Dehfield, Mrs. John R.	G. R.	5 00
Curtis, William Edmond.	5 00	* Delafeld, Maturin L.	25 00	
Curtis, Mrs. Juliet W.	G. R.	Deland, Miss Margaret.	3 00	
Cutting, R. Bayard.	5 00	Delaney, J. M., & Co.	5 00	
Cutting, Mrs. M. Bayard. G. R.	25 00	Dennis, Miss A. L.	5 00	
Cuyler, Miss Eleanor de Graff	10 00	De Navarro, Alfonso.	G. R.	5 00
D				
Dall, Mrs. C. W.	G. R.	Dennis, Mrs. Charles.	G. R.	2 00
Dall, Horace Holley.	G. R.	Dennis, Frederic S.	G. R.	2 00
Dalton, Mrs. William.	2 00	Denny, Miss A. L.	5 00	
Damon, Mrs. Alma C.	E. B.	Denny, Miss Anna E.	E. B.	10 00
Damrosch, Mrs. Walter.	G. R.	Denny, Miss Anna E.	10 00	
Dana, Miss C. A.	G. R.	Depew, Frank.	E. B.	5 00
Danforth, Mrs. Francis J. G. R.	5 00	Depew, Frank.	5 00	
Danforth, Mrs. George H.	25 00	de Peyster, Miss Augusta, and	25 00	
Daniels, William L.	E. B.	De Sola Bros. & Pardo.	5 00	
Daniels, William L.	2 00	De Valtoff, Dr. Dora A.	G. R.	5 00
Dards, Charles A.	S. R.	Dexter Folder Co., The.	5 00	
Darlington, Mrs. Harry, Jr.	25 00	Dick, Evans R.	G. R.	5 00
Darrach, Mrs. E. R.	5 00	Dickey, Mrs. Charles D.	15 00	
Darrell, Mrs. Edward F.	S. R.	Dickey, Mrs. Charles D.	S. R.	20 00
Davenport, Julius B.	E. B.	Dickson, James B.	5 00	
Davenport, J. E.	G. R.	Dillingham, Frank A.	G. R.	5 00
Davey, Mrs. John E.	E. B.	Dillingham, Shepard.	3 00	
Davey, Mrs. John E.	E. B.	Dinsmore, Mrs. William B.	30 00	
Davey, Mrs. John E.	E. B.	Dittman, Samuel E.	1 00	
Davidge, Miss D. L.	G. R.	Dixon, Mrs. Thomas.	G. R.	1 00
Davidge, William H.	5 00	Dodd, Lee W.	5 00	
Davidson, Maurice P.	G. R.	Dodge, Mrs. Arthur M.	10 00	
Davis, Mrs. Dora A.	S. R.	Dodge, Charles Wright.	G. R.	3 00
Davis, Mrs. J. Clarence.	5 00	Dodge, Mrs. Cleveland H.	150 00	
Davis, Fred J.	G. R.	Dodge, Cleveland H.	A. S.	500 00
Davis, Joseph E.	10 00	Dodge, D. Stuart.	25 00	
Davis, Mrs. Joseph E.	40 00	Dodge, Mrs. M. A.	G. R.	5 00
* Davis, Joseph P.	25 00	Dodge, Mrs. Marcellus H.	G. R.	10 00
Davidson, Miss Ella H.	10 00	Dodson, Mrs. Robert B.	10 00	
Day, Harry V.	E. B.	Doe, John.	G. R.	5 00
Day, Harry V.	5 00	D'Oench, Mrs. Albert F.	1 00	
De Sherman V.	10 00	Doerr, Carl F.	1 00	
Dayton, Ralph E.	3 00	Dominick, M. W.	20 00	
de Aguiro, Miss E.	G. R.	Dominick, Mrs. A.	G. R.	10 00
Dearbon, David B.	G. R.	Dominick, Mrs. W. G.	G. R.	5 00
Deas, Mrs. Helen.	E. B.	Dominick, George F.	5 00	
Deas, Mrs. Helen L.	5 00	Donald, Miss Linda A.	5 00	
de Bary, Adolphe.	G. R.	Donaldson, Mrs. F. E.	E. B.	5 00
De Baer, David H.	10 00	Donaldson, Mrs. F. E.	E. B.	5 00
de Champlin, Madame A.	10 00	Donohue, Philip F.	5 00	
Decker, Casper G.	E. B.	Doollittle, Judson A.	2 00	
Decker, Casper G.	10 00	Doollittle, O. S.	5 00	
Decker, Charles A.	10 00	Dorr, John V.	G. R.	10 00
de Conill, Mrs. Emilia H.	5 00	Dotter, Charles T.	5 00	

* Deceased.

Douglas, Mrs. Dorothy.	\$10 00	Eisenman, Mrs. Samuel.	\$2 00	
Douglas, Mrs. George W.	10 00	Eisenberg, J.	G. R.	1 50
Douglas, James.	E. B.	Eldert, Cornelius.	E. B.	5 00
Douglas, James.	E. B.	Eldridge, Mrs. Frederick L. G. R.	4 00	
Douglas, Mrs. James.	E. B.	El-Hilow & Bros.	G. R.	5 00
Downes, S. B.	5 00	Elkan, B.	10 00	
Downing, Mrs. August C.	G. R.	Elliman, Douglas L.	5 00	
Draper, Mrs. George A.	G. R.	Ellis, William D.	E. B.	5 00
Drew, Mrs. John.	S. R.	Ellis, William D.	10 00	
Dryfoos, Mrs. O. E.	G. R.	Ellsworth, J. Magee.	E. B.	5 00
Dreyfus, Mrs. Ella.	1 00	Ellsworth, J. Magee.	5 00	
Duane, Alexander.	E. B.	Elmer, Charles B.	10 00	
Duane, Richard B.	G. R.	Emery, Dean.	5 00	
Duane, Mrs. William N.	2 00	Emery, William S.	G. R.	5 00
Du Bois, Mrs. Arthur.	10 00	Emmet, Devereaux.	G. R.	10 00
Du Bois, Mrs. Elliott.	15 00	Emmet, Henry C.	45 00	
Du Bois, Mrs. Eugene.	25 00	Emmet, Miss Lydia F.	10 00	
Du Bois, Miss Katharine.	10 00	Emmet, Arthur B.	100 00	
Duer, Miss M. Theodora.	E. B.	Emmons, Miss Elizabeth W.	G. R.	10 00
Daft, Edward W.	10 00	Erslohi, Rudolph A.	10 00	
Duggin, Mrs. Charles.	2 00	Erlanger, Milton S.	10 00	
Dulles, Miss Dorothy W.	25 00	Erlander, Sidney C.	10 00	
Dun, R. G., & Co.	20 00	Esberg, Henry M.	5 00	
Duncan, Mrs. James G.	10 00	Evans, Hartman K.	5 00	
Dunham, Dr. and Mrs. Carroll.	E. B.	Evans, Mrs. Morgan D.	G. R.	2 00
Dunham, Dr. and Mrs. Carroll.	G. R.	Evans, Mrs. Robley D.	G. R.	5 00
Dunham, Dr. and Mrs. Carroll.	G. R.	Everett, Mrs. Henry W.	G. R.	5 00
Dunn, Henry E.	5 00	Ewart, Richard H.	10 00	
Du Pont, Mrs. Henry F.	G. R.	F		
Durand, Mrs. Frederic F.	50 00	Fagnani, Charles P.	5 00	
Duriron Castings Co., The.	1 00	Fallows, Mrs. Edward H.	2 00	
Duryee, Joseph R.	G. R.	Faris, William D.	G. R.	3 00
Durval, Samuel S.	G. R.	Field, Benjamin P.	G. R.	10 00
Durval, Miss N. G.	G. R.	Field, William B. Osgood.	3 00	
Duray, W. H.	G. R.	Field, Mrs. William B. O.	5 00	
Dwight, Mrs. M. E.	10 00	Field, Mrs. William D. C.	3 00	
Dyer, Mrs. Richard Nott.	G. R.	Finch, Miss Harriet Louisa and Charlotte T.	5 00	
E				
Eagle, Clarence H.	2 00	Fincke, Mrs. B. C.	E. B.	3 00
Eagle, Charles T.	G. R.	Fincke, Mrs. B. C.	2 00	
Eaton, Mrs. Wilfred E.	G. R.	Findley, Mrs. G. W.	E. B.	2 00
Edgell, Mrs. George S.	5 00	Fink, Martin D.	10 00	
Edgerton, Miss Gladys.	2 00	Firth, Mrs. John.	E. B.	1 50
Edison, Thomas A.	5 00	Fischer, William H.	G. R.	5 00
Edmonds, Mrs. John W.	10 00	Fisher, Hamilton.	25 00	
Edmonds, Mrs. M. E.	G. R.	Fisher, Mrs. H. L.	10 00	
Edwards, Rev. and Mrs. John H.	2 00	Fisher, Miss Lizette A.	10 00	
Edwards & Rierdan Co.	E. B.	Fisk, Miss Mary L.	10 00	
Edwards & Rierdan Co.	4 00	Fitch, Mrs. G. W.	5 00	
Ehret, George.	25 00	Fitch, Mrs. Henry W.	2 00	
Eiden, Ferdinand.	G. R.	Flagg, Miss Harriett G.	5 00	
Eilers, Robert James.	20 00	Flanagan, Miss Blanche P.	G. R.	5 00
Eilers, Karl.	S. R.	Fletcher, Charles H.	G. R.	5 00
Einstein, J., Inc.	G. R.	Flexner, Mrs. Simon.	10 00	

Floyd-Jones, George Stan-						
son	\$5	00	Gillis, Frank Le Grand.....	E. B.	\$2	50
Foegs M. W. G. R.	10	00	Gillis, Frank Le Grand.....	3	00	00
Foote, Edward M.	5	00	Gillis, Walter	E. B.	3	00
Fourteenth Street Hotel Co. E. B.	5	00	Gillpatrick, Wallace	S. R.	2	00
Fowler, Miss Ruth D.	5	00	Ginn & Co. G. R.	5	00	00
Fox, Hugh P.	5	00	Glover, Miss Deborah N.	G. R.	5	00
Francis, Charles	5	00	Gluck, David L.	4	00	00
Francis, Lewis	8	00	Godwin, Miss E. L.	10	00	00
Francis, Lewis W.	3	00	Godwin, Mrs. Harold	5	00	00
Francis, Mrs. Lewis	5	00	Godwin, Mrs. Harold	S. R.	10	00
Frank, Emil H.	5	00	Goerck, Miss Elizabeth	E. B.	5	00
Frank, Marcus A.	10	00	Goerck, Theodore	5	00	00
Frank, Robert T.	10	00	Goffe, R. H.	5	00	00
Frankfort, Maurice	5	00	Gold, Cornelius B.	5	00	00
Franklin, Mrs. Philip A. S. S. R.	10	00	Golberg, Samuel W.	5	00	00
Fraser, Miss Jane K.	5	00	Goldberg Bros. & Co.	5	00	00
Fraser, Miss S. Grace	10	00	Goldman, Mrs. Marcus	2	00	00
Freeland, Mrs. H. R.	3	00	Goldmann, Isaac Co.	E. B.	10	00
Frelinghuysen, Miss C.	10	00	Goldmark, Mrs. R. W.	G. R.	2	00
Lucy	G. R.	10	Goldsmith, Charles J.	10	00	00
Frelinghuysen, Theodore	25	00	Goldsmith, Harry B.	5	00	00
French, Daniel C.	5	00	Goodman, A. & Sons, Inc.	5	00	00
Frankel, Emil	3	00	Goodman, Edwin	5	00	00
Freund, John C. G. R.	10	00	Goodrich, Miss Annie W.	E. B.	5	00
Frey, Miss Eliza de G.	1	00	Goodrich, Miss Annie W.	5	00	00
Frieze, Mrs. L. B. G. R.	5	00	Goodwin, Mrs. James J.	E. B.	10	00
Frissell, A. S.	10	00	Goodwin, Mrs. James J.	25	00	00
Fry, Morton H. G. R.	10	00	Gordon, Fred P.	E. B.	10	00
Fuld, Felix	5	00	Gothel, Mrs. Paul	5	00	00
Fuller, Miss M. W.	5	00	Gottlieb, Mrs. Paul W.	E. B.	10	00
Fultz, David P.	3	00	Gottschall, Louis	G. R.	3	00
Funch, Edy & Co.	25	00	Grace Church	197	51	00
			Gray, Henry G.	10	00	00
			Gray, Mrs. Henry W. G. R.	15	00	00
			Gray, William S. G. R.	10	00	00
			Green, G. S.	10	00	00
			Green, Mrs. James O.	10	00	00
			Green, Mrs. James O.	10	00	00
			Greenleaf, Mrs. Samuel	5	00	00
			Greene, G. S. H. G. R.	10	00	00
			Greene, J. A.	10	00	00
			Greene, Mrs. Martin E.	5	00	00
			Greenland, Mrs. Hayward, G. R.	5	00	00
			Greenleaf, Donald L. G. R.	5	00	00
			Greenough, Mrs. John	20	00	00
			Greenwood, Miss Mary M. E. B.	5	00	00
			Greenwood, Miss Mary M.	5	00	00
			Greer, David S. H.	25	00	00
			Gregory, G. D.	10	00	00
			Gregory, Henry E.	5	00	00
			Grissold, Mrs. Chester	5	00	00
			Grissold, Louis	5	00	00
			Gross, Theodore	5	00	00
			Grossman, Mrs. Edward	5	00	00
			A.	E. B.	5	00
			Grossman, Mrs. Edward	5	00	00
			Gruental, Edwin A.	5	00	00
			Guernsey, Henry William	5	00	00
			Guggenheim, Mrs. Simon	10	00	00
			Guinzburg, Mrs. Victor	20	00	00
			Guinzburg, Richard A.	4	00	00

Guion, C. C.	E. B.	\$2	00	Hay, Mrs. Clarence L.	G. R.	\$5	00
Guion, C. C.	2	00	Hayden, Mrs. Horace J.	2	00	00	00
Guterman, P. L.	2	50	Haynes Automobile Co.	5	00	00	00
Guinee, A. C.	E. B.	2	00	Haynes, Miss Caroline C.	G. R.	15	00
Guinee, A. C.	10	00	* Hazard, Frank R.	25	00	00	00
Guinee, Mrs. W. S.	3	00	Hazard, Mrs. Frank R.	5	00	00	00
Gwynne, Arthur C.	5	00	Healy, A. Augustus	50	00	00	00
			Hearn, James A. & Son	5	00	00	00
			Hecht, Rudolf	5	00	00	00
			Heckscher, Mrs. August	10	00	00	00
			Heely, Augustus V.	5	00	00	00
			Heide, Henry	S. R.	10	00	00
			Heide, Henry	5	00	00	00
			Heidiger, J. H.	5	00	00	00
			Heidiger, D. & H.	10	00	00	00
			Heilbron, Alfred M.	50	00	00	00
			Heintz, John C.	10	00	00	00
			Heiser, Miss Rosalie M.	1	00	00	00
			Heller, Ephraim	5	00	00	00
			Heller, Miss Eugenie M.	E. B.	2	00	00
			Hempstead, Henry N.	S. R.	2	00	00
			Hencken, Hancke	5	00	00	00
			Henderson, Miss Mary W.	10	00	00	00
			Hendricks, Mrs. Edgar	5	00	00	00
			Hendricks, Henry S.	5	00	00	00
			Henriques, Mrs. C. A.	10	00	00	00
			Henry, Miss H. Maud	E. B.	10	00	00
			Henry, Mrs. Howard H.	5	00	00	00
			Henry, William	E. B.	10	00	00
			Hept, Henry W.	E. B.	3	00	00
			Herbun, W. M.	6	00	00	00
			Herbert, Frederick D.	G. R.	5	00	00
			Herrmann, Arnold	5	00	00	00
			Herrmann, Milton C.	5	00	00	00
			Herrmann, Morris	G. R.	5	00	00
			Herz, Mrs. F. W.	5	00	00	00
			Hertzog, Miss Carrie N.	5	00	00	00
			Hertzog, Miss Carrie N.	E. B.	2	00	00
			Hess, Edwin H.	5	00	00	00
			Hess, Mrs. Walter W.	G. R.	2	00	00
			Hesse, Louis	E. B.	3	00	00
			Hewlett, Mrs. James A.	G. R.	5	00	00
			Hewe, Carl T.	G. R.	5	00	00
			Higbie, James S.	E. B.	15	00	00
			Higbie, James S.	15	00	00	00
			Higgins, Charles M.	15	00	00	00
			Higgins, G. E.	2	00	00	00
			Higgins, Mrs. James C.	S. R.	2	00	00
			Hill, Mrs. M.	G. R.	10	00	00
			Hinchman, Mrs. Joseph	1	00	00	00
			Hinckley, Mrs. Samuel N.	50	00	00	00
			Hirsch & Schofield, Inc.	5	00	00	00
			Hitch, Mrs. Frederic De-	35	00	00	00
			lano	10	00	00	00
			Hitchings, Hector M.	10	00	00	00

* Deceased.

Littauer, Mrs. William	G. R.	\$2 00	McLean, Miss Ethel L.	\$50 00	Merrill, Mrs. Charles E., Jr.	\$2 00	Moses, Mrs. E.	\$5 00	
Livingston, Mrs. John G.	5 00	McLean, Mrs. James	G. R.	100 00	Merrill, Mrs. Edwin G.	5 00	Moses, Mrs. E.	E. B.	
Lloyd, Herbert M.	10 00	McMullen, John	G. R.	25 00	Merrill, Mrs. Edwin G.	E. B.	Mott, Lewis	5 00	
Lobenstein, William C.	G. R.	5 00	McCueen, D. P.	5 00	Merritt, Mrs. E. Reeves	S. R.	Mout, Miss Adeline	2 00	
Locke, John M.	3 00	Macarow, Miss M. A.	5 00	Mereseran, Mrs. Jacob	G. R.	10 00	Mount & Woodhull	5 00	
Locke, William A.	3 00	MacCurdy, John T.	E. B.	5 00	Mesrobian, Mrs. Catharine	10 00	Mouraille, Mrs. Gustave	1 00	
Lockwood, Mrs. I. F.	E. B.	5 00	MacCurry, John T.	5 00	Mesrobian, Mrs. Catharine	10 00	Mouraille, Miss M. M.	2 00	
Lockwood, Mrs. I. F.	5 00	5 00	Mack, Marc H.	25 00	Messenger, Mrs. Thomas	10 00	Mueller, Charles F.	5 00	
Loeb, Mrs. Carl M.	S. R.	5 00	Mackay, Henry	G. R.	20 00	Mulhall, Miss Sara Gra-	ham	G. R.	
Loewenthal, Ralph M.	5 00	5 00	MacMahon, Malcolm	E. B.	10 00	Muller, Adam	5 00	5 00	
Logie, Alexander, & Co.	10 00	5 00	MacMurray, Mrs. J. W.	10 00	Metcalf, Prescott	G. R.	20 00	Muller, Mrs. Edwin Jr.	5 00
Logie, Robert	5 00	5 00	MacMurray, Mrs. J. W.	E. B.	5 00	Meyer, William & Co.	5 00	Muller, Schall & Co.	20 00
Loines, Mrs. Stephen	G. R.	10 00	5 00	5 00	Meyers, Edwin L.	5 00	Munger, Harry C.	10 00	
Loomis, Mrs. Henry P.	5 00	5 00	5 00	5 00	Michaels, Joseph	5 00	Munger, Harry C.	E. B.	
Loomis, Sherman	E. B.	5 00	5 00	5 00	Michel, William	G. R.	5 00	Munn, Charles Allen	10 00
Loomis, Sherman	5 00	5 00	5 00	5 00	Middendorf, Henry	G. R.	10 00	Munn, John P.	10 00
*Lord, Mrs. George de F.	E. B.	5 00	5 00	5 00	Middlebrook, William W.	2 00	Munnich, Mrs. Arnold	4 00	
Lorenzsen, Mrs. Carl C.	5 00	5 00	5 00	5 00	Ries, Samuel A.	10 00	Munroe, Mrs. Chester C.	10 00	
Loring, Daniel A.	25 00	5 00	5 00	5 00	Miller, Mrs. Alexander	10 00	Munroe, Mrs. Vernon	G. R.	
Loverman, Mrs. A. H.	10 00	5 00	5 00	5 00	Miller, Doull Co.	G. R.	5 00	Munson, Mrs. W. D.	15 00
Low, Miss Harriette	3 00	5 00	5 00	5 00	Millett, Mrs. Emma C.	5 00	Murray, Miss Catherine	E. B.	
Low, William G.	45 00	5 00	5 00	5 00	Miliken, John B.	10 00	Murray, Miss Catherine	3 00	
Ludington, Mrs. Charles H. E. B.	5 00	5 00	5 00	5 00	Minford, Miss Agnes A.	5 00	Myers, Miss Mary C.	5 00	
Ludington, Miss Mary Louise	S. R.	5 00	5 00	5 00	Minturn, Robert S.	5 00	N		
Ludlow, William O.	E. B.	2 00	5 00	5 00	Mitchell, Mrs. Ernest	10 00	Nathan, Mrs. Harmon H.	10 00	
Ludlow, William O.	2 00	5 00	5 00	5 00	Mitchell, Mrs. John Murray	5 00	National Biscuit Co.	5 00	
Luders, George, & Co.	15 00	5 00	5 00	5 00	Mitchell, William J. P.	G. R.	5 00	Neave, Mrs. Charles	5 00
Lusk, Graham	G. R.	5 00	5 00	5 00	Moller, Mrs. Hannah T.	20 00	Neeser, Miss Elvina L.	5 00	
*Lydig, David	10 00	5 00	5 00	5 00	Moller, Edwin Clarence	20 00	Nelson, Charles N.	25 00	
*Lydig, David	E. B.	10 00	5 00	5 00	Monday Afternoon Sewing Circle	5 00	Nelson, Stuart G.	G. R.	
Lynch, Mr. & Mrs. Oliver S., Jr.	20 00	5 00	5 00	5 00	Monell, Ralph	G. R.	5 00	Neustadt, Mrs. S. R.	10 00
Lyon, Charles O.	5 00	5 00	5 00	5 00	Montant, Alphonse	E. B.	5 00	New Castle Leather Co.	5 00
M					Montgomery, Henry B.	5 00	The	G. R.	
McAlpin, Mrs. William W.	G. R.	5 00	5 00	5 00	Moody, Harry A.	G. R.	10 00	New York Foundation	E. B.
McCagg, Louis B.	G. R.	5 00	5 00	5 00	Moore, Mrs. F. G. W.	2 00	Newell, Mrs. James S.	S. R.	
McCann, Mrs. Robert L.	2 00	5 00	5 00	5 00	Moore, Miss K. T.	10 00	Nichols, Mrs. Acosta	10 00	
McCConnell, Frank W.	5 00	5 00	5 00	5 00	Noore, Mrs. W. H.	25 00	Nichols, George E.	50 00	
McCready, Mrs. Thomas L.	5 00	5 00	5 00	5 00	Morchouse, Miss Clara	2 00	Nichols, Mrs. John W. T.	5 00	
McCready, Mrs. Thomas L.	5 00	5 00	5 00	5 00	Morgan, Miss Abeline L.	10 00	Nichols, William T.	20 00	
McCutcheon, James, & Co.	5 00	5 00	5 00	5 00	Morgan, E. D.	G. R.	5 00	Nichols, Mrs. William H.	G. R.
McDonald, Mrs. W. J.	5 00	5 00	5 00	5 00	Morgan, Mrs. Edith P.	10 00	Nielson, S.	5 00	
McEwan, Thomas, Jr.	2 00	5 00	5 00	5 00	Morgan, Mrs. John B.	20 00	Nielson, S.	S. R.	
McFadden, Mrs. John H.	G. R.	20 00	5 00	5 00	Morgan, Miss Pauline	10 00	Nichols, Nelson L.	5 00	
McGirr, E.	5 00	5 00	5 00	5 00	Morgan, Miss Pauline	10 00	Noonan, T. J.	S. R.	
McGovern, Miss Eleanor	5 00	5 00	5 00	5 00	Morgan, Mrs. Pierpont	10 00	Norrie, Miss Mary	S. R.	
McGovern, Mrs. James	5 00	5 00	5 00	5 00	Morganstern, Albert G.	5 00	North, Miss Helen B.	10 00	
McKea, Mrs. James Robert	G. R.	10 00	5 00	5 00	Morgenthau, M. L.	10 00	Oberdorf, David	10 00	
McKim, Mrs. H.	5 00	5 00	5 00	5 00	Morgenthau, Miss Ruth	10 00	Northrup, Mrs. William P.	5 00	
McKim, John A.	E. B.	10 00	5 00	5 00	Morningstar, Joseph	5 00	Norton, Mrs. Frank L.	5 00	
McKim, John A.	10 00	5 00	5 00	5 00	Morrill, Edward T.	15 00	Norton, Mrs. N. R.	G. R.	
McLanahan, Mrs. George	Xavier	1 00	5 00	5 00	Morris, Mrs. Fordham	G. R.	5 00	Nottingham, Miss Margaret	5 00
McLane, Guy R.	1 00	5 00	5 00	5 00	Morris, Mrs. H. L.	5 00	Nourse, Miss J. L.	5 00	
McLane, Mrs. James W.	E. B.	25 00	5 00	5 00	Morris, Mrs. John A.	20 00	O		
McLane, Mrs. James W.	25 00	5 00	5 00	5 00	Morris, L. R.	S. R.	Oakley, Alonzo Gore	5 00	
McLane, Miss Ellen	E. B.	3 00	5 00	5 00	Morris, Lewis Spencer	G. R.	Oberdorf, David	10 00	
McLean, Miss Ellen	3 00	5 00	5 00	5 00	Morris, Mrs. R. L.	10 00	Oberdorf, David	G. R.	
McLean, Miss Ellen	3 00	5 00	5 00	5 00	Morris, Richard L.	10 00	Ochs, Miss Iphigene B.	G. R.	
*Deceased.					Mortensen, Waldemar	5 00	O'Connor, Mr. & Mrs. John	5 00	
					Mortensen, Waldemar	E. B.	5 00	5 00	
					Morton, Stanley Grafton	25 00	Oelrichs & Co.	10 00	
					Morton, Mrs. Paul	5 00			

Ogden, Mrs. Charles W.	\$10 00
Ogden, Mrs. F. C.	E. B. 10 00
Ogden, Mrs. F. C.	15 00
Ogden, Miss Mary F.	10 00
Oil Seeds Co., The	10 00
Olcott, Dudley	G. R. 5 00
Olcott, Mrs. E. E.	5 00
Olcott, Mason	5 00
Ollsheimer, Henry	2 00
Ollsheimer, Mrs. Henry	N. 5 00
Olyphant, F. M.	10 00
Olyphant, Robert M.	10 00
O'Neill, Mrs. Hugh	10 00
Opdycke, Mrs. Emerson	15 00
Openhym, Wilfred A.	25 00
Oppenheimer, George A.	10 00
Oppenheimer, Henry S.	E. B. 10 00
Oppenheimer, Henry S.	10 00
Ormshee, Alexander F.	G. R. 3 00
Orth, Charles D.	5 00
Osborn, A. Perry	10 00
Osborn, Mrs. George W.	1 00
Osborn, Henry Fairfield	G. R. 5 00
Osborn, Mrs. Ralph	10 00
Osborn, William Church	A. S. 100 00
Osborn, Mrs. William Church	100 00
Osborne, David Munson	S. R. 10 00
Osborne, Dean C.	G. R. 2 50
Ottley, James H.	E. B. 25 00
Ottley, James H.	10 00
Outcault, Richard F.	G. R. 5 00
Oxnard, Mrs. James G.	G. R. 20 00
P	
Paddock, Mrs. Brace W.	G. R. 1 00
Paddelford, Mrs. Edward	10 00
M	
Pan American Trading Co.	G. R. 5 00
Paris, Mrs. Francis U.	10 00
Parish, Edward C.	10 00
Parker, Mrs. A. W.	10 00
Parker, Gordon	E. B. 5 00
Parker, Mrs. Gordon	E. B. 3 00
Parker, Mrs. John E.	5 00
Parker, Miss Linette A.	25 00
Parrish, James C.	25 00
Parson, Hubert T.	S. R. 5 00
Parsons, Miss Gertrude	E. B. 10 00
Parsons, Mrs. John E.	25 00
Parsons, Mrs. William Bar-	slay
Passavant & Co.	G. R. 5 00
Patterson, J. W.	5 00
Patterson, J. W.	E. B. 5 00
Pavestadt, Adolph	30 00
Pavey, Frank D.	25 00
Payne, Miss S. Kate	25 00
Pearce, William G.	25 00
Pearson, Mrs. F. A.	G. R. 10 00
Peck, Mrs. Samuel W.	G. R. 10 00
Pederson, James	\$3 00
Pegram, Edward S.	S. R. 5 00
Peiers, Buhler & Co.	G. R. 5 00
Peiers, Siegfried	5 00
Pell, Alfred Duane	G. R. 10 00
Pell, H. Gallatin	5 00
Pell, James D.	10 00
Pennington, Joseph P.	E. B. 15 00
Petrine, Mrs. William De	N. 5 00
Perkins, Miss Elizabeth B.	10 00
Perkins, Mrs. Frederick C.	G. R. 5 00
Perkins, G. Lawrence	10 00
Perkins, Mrs. George W.	S. R. 10 00
Perkins, Mrs. Gilman H.	25 00
Perkins, Mrs. Henry A.	G. R. 2 00
Perkins, Mrs. J. Newton	G. R. 5 00
Perkins, Mrs. Norton	G. R. 5 00
Perkins, Russell	G. R. 25 00
Perkinson, Frank	G. R. 2 00
Perrin, Mrs. Edwin O.	G. R. 10 00
Peters, Edward McClure	G. R. 3 00
Peters, Mrs. Edward Mc-	Clure
Peters, Ralph	10 00
Peters, Mrs. Theodore L.	25 00
Peters, Mrs. W. R.	10 00
Peters, Mrs. W. R.	E. B. 5 00
Peterson, Mrs. Alice R.	G. R. 10 00
Phelps, Mrs. Charier S.	G. R. 5 00
Phelps, Miss Eleanor S.	G. R. 5 00
Phelps, Miss Frances	G. R. 5 00
Phelps, Mrs. William W.	20 00
Phibbin, Eugene A.	15 00
Phlips, Miss Ada	5 00
Pichel, Herman	G. R. 1 00
Pierrepont, Mrs. Anna Jay	15 00
Pierrepont, Miss Julia J.	10 00
Pierrepont, Mrs. R. Stuyve-	sant
Pitkin, Mrs. Albert J.	25 00
Pitney, Mrs. J. O. H.	E. B. 25 00
Pitney, Mrs. J. O. H.	E. B. 10 00
Pitzele, Elias	G. R. 2 00
Platt, Willard H.	E. B. 5 00
Platt, Willard R.	G. R. 5 00
Platt, Edward	10 00
Platt, Joseph	15 00
Pohlmann, George	1 00
Polak, Edward	5 00
Pollak, Gustav	5 00
Pollak, W. G.	5 00
Pomroy, Mrs. H. K.	G. R. 5 00
Poor, Mrs. W. S.	G. R. 5 00
Pope, Mrs. Charles F.	10 00
Pope, Miss Elizabeth A.	E. B. 2 00
Pope, Miss Clarence	5 00
Porter, Mrs. Elizabeth A.	10 00
Porter, Mrs. H. Hobart	5 00

Porter, Mrs. Nathan T.	\$10 00
Post, Abram S.	5 00
Post, Arthur	G. R. 5 00
Post, Mrs. Carroll J., Jr.	5 00
Post, Charles M.	G. R. 5 00
Post, James H.	25 00
Potter, W. W. Fuller	25 00
Potter, William C.	10 00
Ponch, William H.	G. R. 10 00
Powell, Wilson M., Jr.	5 00
Powell, Richard M., Jr.	E. B. 10 00
Powers, Kilburn	5 00
Prall, John H.	G. R. 5 00
Pratt, Mrs. Charles M.	5 00
Pratt, Mrs. John T.	S. R. 3 00
Pratt, Mrs. W. J.	5 00
Prentice, Bernon S.	5 00
Prentiss, Henry	10 00
Presley, Miss Alice	3 00
Preshey, Clifton H.	5 00
Preshey, Mrs. Frank	5 00
Preshey, Mrs. Frank	S. R. 27 00
Presbyterian Church, Bath,	N. Y.
Pressly, Mrs. M. W.	8 95
Preston, Mrs. Lewis Butler	25 00
Preston, Mrs. Veryl	2 00
Prince, Mrs. Benjamin	G. R. 10 00
Prior, Miss Elizabeth S.	5 00
Proctor, Mrs. Rodney	G. R. 5 00
Proctor, Mrs. Thomas R.	E. B. 15 00
Propr, Mrs. S. M.	E. B. 1 00
Prosser, Mrs. S. M.	2 00
Pulitzer, Mrs. Joseph	10 00
Pulsifer, N. T.	10 00
Punnam's, G. P., Sons	10 00
Pyne, Percy R., 2nd	10 00
R	
Racky, John	2 00
Rader, John J.	G. R. 5 00
Rainsford, William S.	5 00
Rankin, Mrs. Hugh	G. R. 5 00
Rankine, Mrs. W. B.	G. R. 2 00
Ransom, Mrs. Paul C.	E. B. 2 00
Ranpale, Mrs. Elizabeth M.	G. R. 5 00
Rapaport, Jacob	25 00
Ranpold, J. C.	G. R. 2 00
Rath, William C.	G. R. 2 00
Ravner, Anton A.	E. B. 25 00
Ravner, William	E. B. 5 00
Ravner, William	5 00
Raymond, Arthur B.	5 00
Rayner, Anton A.	E. B. 25 00
Raymond, R. W.	25 00
Read, Mrs. William A.	10 00
"Reckitts"	50 00
Redmond, Miss Emily	20 00
Redmond, Roland L.	2 00
Rees, Louis J.	10 00
Reese, W. Willis	S. R. 10 00
Remington, H. W.	1 00
Rensen, Miss Margaret S.	10 00
Renard, Mme. Ohnstrom	G. R. \$10 00
Reutter, Robert L.	Mrs. 10 00
Reynolds, George G.	30 00
Reynolds, J. H.	G. R. 5 00
Rhoades, Miss Nina	10 00
Richard, Miss Elvina	S. R. 10 00
Richard, Mrs. Elvina	2 00
Richards, E. G.	E. B. 25 00
Richards, E. G.	20 00
Richards, Mrs. Eben	5 00
Richardson Bros.	5 00
Richardson, Mrs. J. J.	2 00
Richardson, Mrs. C. Tif-	fany
Richardson, M. T.	25 00
Richardson, Samuel W.	G. R. 2 00
Richardson, Mrs. W. J.	10 00
Riggs, George C.	5 00
Riker, Mrs. Samuel, Jr.	G. R. 5 00
Riker, Mrs. Samuel	E. B. 10 00
Riker, Mrs. Samuel	10 00
Riker, William J.	E. B. 15 00
Riker, William J.	10 00
Ripley, Miss Susan S.	2 00
Riter, Joseph	S. R. 50 00
Rives, Mrs. W. W.	5 00
Robbins, Chandler	10 00
Robbins, Herbert D.	5 00
Robbins, Mrs. Julian W.	G. R. 5 00
Robbins, Percy A.	25 00
Roberts, G. Theodore	20 00
Roberts, John E.	20 00
Roberts, Mrs. Maria L.	S. R. 15 00
Roberts, Mrs. Anne D. S.	10 00
Robertson, R. H.	G. R. 5 00
Robinson, Mrs. Eli K.	25 00
Robinson, Mrs. Isaac R.	G. R. 25 00
Robinson, Mrs. Anne D. S.	10 00
Rockefeller, John D., Sr.	500 00
Rockliffe, Charles A. A.	1 00
Rockliffe, Charles A. A.	E. B. 1 00
Rockwood, Miss Katharine	5 00
Rockwood, Miss Katharine	5 00
Rodewald, Miss A. L.	E. B. 5 00
Roe, Living Miss Jend S.	3 00
Rogan, John H.	G. R. 1 00
Rogers, Francis	10 00
Rogers, Mrs. Francis	G. R. 5 00
Rogers, Mrs. Henry H.	G. R. 5 00
Rogers, John S.	5 00
Rogers, Noah C.	10 00
Rolle Rubber Co., The	10 00
Rosen, Mrs. Felix T.	G. R. 5 00
Roosevelt, J. West	5 00
Root, Charles T.	15 00
Rose, Henry R.	1 00
Rose, John Henry	G. R. 1 00
Rosen, Mrs. Felix T.	G. R. 10 00
Rosenbaum, Arthur A.	E. B. 5 00
Rosenbaum, Arthur A.	25 00
Rosenbaum, Harold A.	5 00
Rosenbaum, Harold A.	E. B. 5 00

Rosenbaum, Selig	\$10 00	Sawyer, Decatur M.	\$10 00	Sherman, Charles A.	G. R.	\$5 00	Spalding, Miss Helen H.	\$10 00		
Rosenbaum, Solomon G.	E. B. 10 00	Sawyer, Mrs. H. E.	E. B. 5 00	Sherman, Charles A.	E. B.	10 00	Sparks & Co., Ashley	5 00		
Rosenbaum, Solomon G.	10 00	Sawyer, Mrs. H. E.	5 00	Sherman, Mrs. Frederick D.	5 00	Sparks, Mrs. T. Ashley	E. B. 5 00	Spaulding, S. S.	E. B. 10 00	
Rosenfield, Edward L.	8 00	Saxe, Sigmond	5 00	Sherman, Miss Helen L.	1 00	Speir, Mrs. Louis Dean	1 00	Spence, Miss Margaret	G. R. 5 00	
Rosenzweig, Mrs. Joseph	5 00	Sayre, Miss Mary Hall	100 00	Shillaber, William	E. B.	10 00	Spencer, Charles H.	10 00	Spencer, Mrs. Edward	5 00
Ross, W. A. & Bro.	10 00	Sayre, Gilbert V.	5 00	Shipman, Miss Ellen B.	G. R.	10 00	Spencer, Mrs. James B.	1 00	Sperry, George H., Jr.	E. B. 5 00
Rosshach, Jacob	5 00	Schefer, A. H.	E. B. 5 00	Sibley, Mrs. H. W.	30 00	Sibley, Miss Urling	G. R. 10 00	Spool Cotton Co.	25 00	
Rothbard, Albert	25 00	Schefer, A. H.	10 00	Siberstein, Abraham	5 00	Siegenberg, Mrs. George M.	5 00	Spring, Miss Anna Riker	5 00	
Rothschild, E. S.	5 00	Schenck, Miss H. W.	E. B. 2 00	Siegenberg, M. B. & Co.	30 00	Siegelman, Philip	E. B. 5 00	Squire, George H.	E. B. 5 00	
Rowley, James W.	2 00	Schieffelin, Mrs. William J. S. R.	5 00	Silverman, Philip	E. B.	5 00	Standish, Mrs. Myles	S. R. 25 00	Star Waist House	1 00
Royce, James C.	5 00	Schieffelin, William J.	20 00	Sills, Henry J.	10 00	Simmons, Mrs. Joseph Per-	G. R.	Starr, Louis Morris	10 00	
Ramsay, Mrs. Charles		Schiff, Jacob H.	A. S. 1,000 00	Simmons, Mrs. Joseph Per-	G. R.	5 00	Stauffen, Mrs. E.	1 00		
Rary	5 00	Schiff, Jacob H.	100 00	Simon, Alfred L. & Co.	5 00	Stedman, John H.	E. B. 10 00	Stebbins, E. Vail	10 00	
Rupprecht, Frederick K.	10 00	Schiff, Morimer L.	25 00	Simon, Franklin	10 00	Steele, Charles	E. B. 50 00	Stedman, John H.	10 00	
Rusch & Co.	10 00	Schley, Mrs. Kenneth B.	G. R. 5 00	Sinclair, Mrs. Donald B.	20 00	Steele, Charles	E. B. 5 00	Steele, Mrs. J. Rich	G. R. 5 00	
Rushmore, J. D.	1 00	Schmelzel, James H.	10 00	Sinclair, E.	E. B. 5 00	Stein, Miss Helen A.	2 00	Steinhard, Henry	5 00	
Russell, Mrs. Howland	S. R. 15 00	Schnabel, Miss Laura	S. R. 3 00	Sinclair, Miss Marjorie T.	25 00	Stephens, T. W.	10 00	Stephens, T. W.	3 00	
Russell, Irving L.	E. B. 5 00	Schniewind, Heinrich, Jr.	10 00	Skougaard, Jens	50 00	Stern, Albert	10 00	Stern, Benjamin	10 00	
Russell, James W.	E. B. 2 00	Schoeder, Rex F.	2 00	Slade, Mrs. Francis H.	5 00	Stern, Charles	6 00	Stern, Charles	6 00	
Russell, James W.	2 00	Schoening, M. E.	10 00	Slade, Francis Louis	5 00	Stern & Stern	100 00	Stern & Stern	100 00	
Russell & Erwin Mfg. Co.	5 00	Schuyler, Miss Georgiana	5 00	Slade, Mrs. George B.	50 00	Stetson, Francis Lynde	S. R. 10 00	Stetson, Francis Lynde	S. R. 10 00	
Rutherford, Miss E. F.	G. R. 10 00	Schwyler, Miss Louisa Lee	5 00	Sloan, Miss Mary A.	10 00	Stetson, N.	G. R. 5 00	Stetthamer, Mrs. R. W.	E. B. 3 00	
Rutherford, Mrs. Winthrop G.	25 00	Schwab, Miss Emily	10 00	Sloan, Mrs. William S.	10 00	Stetthamer, Mrs. R. W.	E. B. 3 00	Stevens, Mrs. Byam K.	6 00	
Ryerson, Mrs. Arthur	35 00	Schwab, Mrs. Lawrence H.	G. R. 5 00	Slone, John	25 00	Stevens, Joseph Earle	10 00	Stevens, Joseph Earle	10 00	
Ryle, Arthur	S. R. 10 00	Schwartz, Louis F.	G. R. 5 00	Slone, William D.	25 00	Stevenson, Mrs. Richard W.	5 00	Stewart, Mrs. Lena Butler	S. R. 1 00	
	S	Schwarzenbach, Robert J.	E. B. 5 00	Slone, William D.	25 00	Stewart, Lispenard	25 00	Stewart, Percy H.	G. R. 10 00	
St. James' Church	25 00	Schwarzenbach, Robert J.	E. B. 5 00	Smith, George C.	G. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
St. Mark's Sunday School	G. R. 2 00	Schwartz, Robert J.	5 00	Smith, Mrs. Alfred H.	5 00	Stewart, Mrs. Greta H.	S. R. 1 00	Stewart, Lispenard	25 00	
St. Peter's Lutheran Church	12 00	Schwartz, Robert J.	5 00	Smith, Eugene	25 00	Stewart, Mrs. Percy H.	G. R. 10 00	Stewart, W.	10 00	
Sabin, Charles H.	10 00	Scott, Donald	10 00	Smith, Mrs. Fitch W.	E. B. 5 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sachs, Arthur	10 00	Scott, Mrs. George S.	55 00	Smith, Mrs. Fitch W.	E. B. 5 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sachs, Edward	G. R. 2 00	Scott, George W.	S. R. 1 00	Smith, George C.	G. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sackett, Henry W.	5 00	Scott, Henry L.	E. B. 2 00	Smith, Howard C.	G. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sackman Bros. Co., Inc.	2 00	Scott, Miss Louise B.	10 00	Smith, Miss Josephine D.	G. R. 1 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sage, Dean	A. S. 400 00	Scott, Miss Mary Evelyn	G. R. 25 00	Smith, Mrs. Marie D.	G. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sage, Dean	E. B. 1,000 00	Scoville, Miss Edith	10 00	Smith, Mrs. Pierre J.	E. B. 15 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sage, Mrs. Dean	S. R. 31 00	Scoville, Miss Grace	S. R. 25 00	Smith, Pierre J.	E. B. 15 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sage, Mrs. Russell	100 00	Scoville, Miss Grace	S. R. 25 00	Smith, Robert R.	G. R. 1 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sahler, Miss Helen G.	8 00	Scoville, Miss Grace	S. R. 25 00	Smith, Mrs. Robert R.	G. R. 1 00	Stewart, W.	10 00	Stewart, W.	10 00	
Saks, Isadore	10 00	Scribner, Mrs. Arthur H.	10 00	Smith, Mrs. Victor	G. R. 55 00	Stewart, W.	10 00	Stewart, W.	10 00	
Saks & Co.	5 00	Seadour, Miss A. Q.	G. R. 5 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Salisbury, Mrs. L. A.	5 00	Seagood, A. J.	S. R. 5 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Salm-Hoogstraeten, Count- ess Otto	E. B. 15 00	Sedgwick, Leni D.	S. R. 5 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Salm-Hoogstraeten, Count- ess Otto	25 00	See, A. B., Electric Elevator Co.	15 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sammels, Frank	10 00	Seeman, Daniel W.	20 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sands, Mrs. Philip J.	E. B. 10 00	Seeman, Joseph	S. R. 10 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sands, Mrs. Philip J.	10 00	Seeman Bros.	10 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sanford, Edward T.	3 00	Seibels, Robert E.	G. R. 5 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sanford, Miss Mary Mar- tin	S. R. 10 00	Seibels, Mrs. Robert E.	5 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sanger, Mr. and Mrs. Wil- liam C.	10 00	Seibert, Charles L.	2 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sard, Grange	E. B. 10 00	Seibert, Jacob J.	G. R. 5 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Sard, Grange	10 00	Seligman, George W.	5 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Satterthwaite, Mrs. Pen- nington	5 00	Seligman, Isaac N.	10 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Satterthwaite, Mrs. Thomas E.	15 00	Seligman, Joseph L.	10 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Saul, Charles R.	15 00	Selitsberg, Alfred F.	E. B. 10 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
Saunders, Arthur C.	5 00	Shainwald, Mrs. Ralph L.	5 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
		Shaw, Samuel T.	G. R. 5 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
		Sheldon, Edwin E.	50 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
		Shelton, George G.	10 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
		Shepard, Mrs. Elliott F.	25 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	
		Shepard, Mrs. Finley J.	30 00	Sorchan, Mrs. Victor	S. R. 10 00	Stewart, W.	10 00	Stewart, W.	10 00	

Straus, Percy S.....	\$10 00	Thorne, Mrs. Edwin.....	G. R.	\$5 00
Straus, Albert.....	10 00	Thorne, Miss Eliza A.....	10 00	
Straus, Frederick.....	20 00	Thorne, Isaac.....	25 00	
Straus, Joseph.....	2 00	Thorne, Samuel, Jr.....	10 00	
Straus, Nathan.....	3 00	Thorne, Mrs. Samuel, Jr.....	5 00	
Streit, Mrs. L. A.....	G. R.	Thorne, William V. S.....	5 00	
Strong, Mrs. J. R.....	E. B.	Thornon, Mrs. H. C.....	G. R.	5 00
Strong, Mrs. J. R.....	G. R.	Thorn, Mrs. S. C.....	3 00	
Strong, Mrs. Prudence.....	G. R.	Thurbout, Miss Margaret B.	10 00	
Strong, Mr. and Mrs.	5 00	Tiffany, Louis C.....	10 00	
Thomas W.....	10 00	Tift Bros.....	5 00	
Stroock, Louis S.....	5 00	Tilford, Mrs. Henry M.....	S. R.	5 00
Stuyvesant, Miss Anna W. E. B.	25 00	Tilford, Mrs. Henry M.....	5 00	
Stuyvesant, Miss Anna W. E.	15 00	Tilman, W. H.....	1 00	
Suckley, Mrs. Robert B. G. R.	3 00	Timpson, Miss Margaret C. G. R.	5 00	
Sullivan, Mrs. Emily S.....	E. B.	Titus, Henry.....	15 00	
Sullivan, Mrs. Emily S.....	3 00	Tohey, O. H.....	5 00	
Sullivan, Mrs. James.....	10 00	Tod, Mrs. J. Kennedy.....	5 00	
Sullivan, Miss M. Louise.....	5 00	Todd, Mrs. Henry A.....	4 00	
Sumner, Miss Emily D.....	5 00	Tolfree, James E.....	10 00	
Susquehanna, Silk Mills.....	10 00	Tomkins, Calvin.....	10 00	
Sutro, Ludwig.....	10 00	Tomkins, Hamilton B.....	10 00	
Swain, Edward A.....	E. B.	Tomkins, Mrs. William W.	25 00	
Swain, Edward A.....	2 00	Tomkins, Mrs. William W. S. R.	5 00	
Swain, Mrs. Lyndon M.....	3 00	Tong, Alfred E.....	G. R.	2 00
Swann, Mrs. Arthur W.....	G. R.	Torrance, Henry, Jr.....	2 00	
Sweeny, William R.....	5 00	Towne, Frank B.....	25 00	
Swenson, Mrs. S. A.....	10 00	Townsend, Isaac.....	5 00	
Swezey, Mrs. Christopher.....	5 00	Travers, George W.....	G. R.	10 00
Swords, Mrs. Charles R.....	E. B.	Tredwell, Edgar A.....	E. B.	10 00
Swords, Mrs. Charles R.....	5 00	Troesche, A. F.....	20 00	
T				
Taber, Miss Mary.....	7 00	Tropo, Leopold.....	3 00	
Taintor, Mrs. Frederick	5 00	Trowsbridge, Mrs. J. A.....	E. B.	5 00
Von B.....	G. R.	Trowsbridge, Mrs. J. A.....	10 00	
Talcott, Miss Ann M.....	5 00	Truesdale, William H.....	5 00	
Talcott, Miss Julia Lake.....	G. R.	Tuck, Mrs. Henry.....	5 00	
Tas, Emile.....	3 00	Tucker, Mrs. E. E.....	3 00	
Taylor, William A.....	E. B.	Tuckerman, Alfred.....	5 00	
Taylor, William A.....	10 00	Tuckerman, Mr. and Mrs.	50 00	
Taylor, William R.....	1 00	Turnbull, Miss Alice.....	5 00	
Tarry, Wyllys.....	5 00	Turnbull, Mrs. Arthur.....	5 00	
Thacher, Mrs. A. G.....	10 00	Turnbull, Miss Ethel.....	E. B.	10 00
Thacher, Thomas.....	10 00	Turner, Mrs. R.....	5 00	
Thacher, Mrs. Thomas D.....	10 00	Turner, Mrs. Herbert B.....	G. R.	5 00
Thaw, J. C.....	15 00	Tuska, Mrs. Morris.....	2 00	
Thaw, J. C.....	E. B.	Twichell, Mrs. B. P.....	25 00	
Thayer, R. H.....	G. R.	Tyler, Mrs. Walter.....	5 00	
Thiele, E.....	10 00	Tyrell, Benjamin H.....	5 00	
Thietot, Mrs. Charles H.....	10 00	Tyrell, Charles A.....	15 00	
Thomas, Mrs. Allen M.....	5 00	U		
Thompson, Mrs. Frederick	5 00	Ullmann, Sigmund.....	B.	3 00
Thompson, H. C.....	25 00	Ullmann, Carl J.....	20 00	
Thompson, Mrs. Lewis S.....	25 00	Ullmann, Ludwig.....	3 00	
Thompson, John W.....	10 00	Underhill, Mrs. A. C.....	5 00	
Thomson, George M.....	10 00	Underhill, Mr. and Mrs.	5 00	
Thomson, John W.....	5 00	Henry L.....	5 00	
Thornburn, Miss C. M.....	10 00	Underhill, W. P.....	E. B.	10 00
Thornburn-Arts, Mrs. L. N.	4 00	Underhill, W. P.....	10 00	
Thorley, Charles.....	2 00	Underhill, Mrs. Walter.....	E. B.	5 00
Thorn, Mrs. Margaret.....	2 00	Underhill, Mrs. Walter.....	10 00	

Underpinning and Founda- tion Co.....	E. B.	\$10 00	Walker, Mrs. Joseph, Jr.....	\$5 00	
United Hebrew Charities, S. R.	14 50	Walker, Mrs. S. K.....	E. B.	5 00	
United States Bung Afig Co.....	G. R.	5 00	Walker, James S.....	S. R.	2 50
Unterberg, Mrs. Israel.....	S. R.	5 00	Walker, Edwin J.....	10 00	
Upham, Mrs. Elizabeth K.....	30 00	Walter, Martin.....	2 00		
Upham, Richard Russell.....	E. B.	1 00	Wanamaker, John.....	5 00	
Upham, Richard Russell.....	1 00	Ward, Henry G.....	30 00		
Urich, William J.....	S. R.	2 00	Wardwell, Allen.....	10 00	
V					
Valentine, Mrs. Patrick A. G. R.	25 00	Warner Sugar Refining Co.....	10 00		
Van Beuren, Mrs. Freder- ick T.....	5 00	Warren, Mrs. S. K.....	S. R.	20 00	
Van Boskerck, Mrs. T. R.....	10 00	Warren, George Henry.....	S. R.	20 00	
Van Brunt, J. R.....	15 00	Warren, Walter Phelps.....	1 00		
Vanderbilt, Mrs. Alfred G. S. R.	20 00	Washburn, William Ives.....	E. B.	10 00	
Vanderpoel, Mrs. John A.....	10 00	Washburn, Mrs. Henry.....	5 00		
Van Gerbig, Mrs. Barend.....	25 00	Watkins, S. Halsted.....	S. R.	3 00	
Van Ingen, Mrs. E. H.....	20 00	Watniss, Mrs. F. N.....	G. R.	10 00	
Van Kleeck, Mrs. Robert B.	5 00	Watson, Charles W.....	20 00		
Van Nest, Frank R.....	5 00	Watson, Mrs. J. Henry.....	20 00		
Van Norden, Mrs. Theo- dore L.....	5 00	Watts, Mrs. Martin S.....	G. R.	1 00	
Van Raalte, Z.....	10 00	Wayland, John Elton.....	25 00		
Van Rensselaer, Mrs. Wil- liam B.....	5 00	Wayland, Thomas C.....	E. B.	5 00	
Van Santvoord, Buss Anna	20 00	Webb, Mrs. V.....	25 00		
T.....	20 00	Weber, Richard.....	G. R.	5 00	
Van Santvoord, Seymour.....	15 00	Webster, Benjamin.....	1 00		
Van Valkenburg, Mrs. Carl.....	20 00	* Weed, George E.....	10 00		
Van Wezel, Marcus S.....	5 00	Weekes, Mrs. Harold H.....	G. R.	5 00	
Van Winkle, Miss Mary S.	1 00	Weekes, Thomas W.....	G. R.	10 00	
Varnum, Miss Amy L.....	E. B.	Weil, Isaac.....	E. B.	5 00	
Varnum, Mrs. James M.....	2 00	Weil, Isaac.....	E. B.	5 00	
Varnum, Mrs. James M.....	2 00	Weil, M. Sanford.....	E. B.	5 00	
Verdi, Mrs. C. de S.....	E. B.	Wein, Max C.....	1 00		
Verdi, Mrs. C. de S.....	5 00	Weinberg, Mrs. Charles.....	G. R.	5 00	
Victor, Mrs. Ernest G.....	2 00	Weiss, Miss M. T.....	E. B.	1 00	
Victor, Mrs. Ernest G.....	G. R.	Weiss, Miss M. T.....	E. B.	1 00	
Victor, Thomas F.....	G. R.	Weiss, Miss M. T.....	2 00		
Villard, Mrs. Henry.....	5 00	Welch, P. Milton.....	10 00		
Villard, Oswald Garrison.....	10 00	Welch, Holme & Clark Co. E. B.	10 00		
Vollmer, Mrs. Ernest.....	E. B.	Wellington, Miss E. R.....	50 00		
Vom Saal, R. E.....	10 00	Wellington, Miss E. R.....	E. B.	25 00	
Voornhes, James D.....	5 00	Wells, Mrs. Cornelius L.....	5 00		
Vorhaus, Louis J.....	5 00	Wells, Henry C.....	10 00		
W					
Wadsworth, Mrs. Augustus	5 00	Wells, Miss Gertrude.....	15 00		
Wadsworth, Mrs. William.....	2 00	Wendelken, I. M.....	S. R.	25 00	
Waisfelder, Albert S.....	3 00	Wendit, Alfred.....	15 00		
Walbridge, Henry D.....	10 00	Wenman, Charles H.....	50 00		
Walker, Mrs. Frederic C. G. R.	10 00	Wertheimer, Jacob.....	15 00		
Walker, Frederick W.....	5 00	Westendonck, Max A.....	G. R.	5 00	
Walker, H. L.....	5 00	West End Publishing Co.....	5 00		
* Deceased.					

White, Miss Mary.....	\$3 00	Winkhaus, Mrs. A. C.....	E. C.	\$5 00
White, Miss May W.....	25 00	Winkhaus, Frederick.....		10 00
White, Mrs. Rollin W.....	G. R.	Winston, Owen.....		5 00
White, William A.....	25 00	Wisch, P. Edward.....		5 00
Whitehouse, Mrs. J. H.....	E. B.	Wisner, Miss Elizabeth H.....		25 00
Whitehouse, Mrs. J. H.....	10 00	Witberbee, Mrs. Frank S.....		15 00
Whiteman, A. V.....	S. R.	Withers, Mrs. Creighton.....		5 00
Whitlock, Miss M. G.....	10 00	Woorshoffer, Mrs. Anna.....		25 00
Whitney, J. B.....	10 00	Wolf, Fred R.....		5 00
Whitney, J. F., & Co.....	5 00	Wolf, Hermann H.....		5 00
Whittemore, Howard.....	5 00	Wolf, Mrs. Julius R.....		5 00
Wilborg, F. B.....	25 00	Wolf, Mrs. Lewis S.....		10 00
Wilborg, Miss Mary H.....	G. R.	Wolf, Louis.....		6 00
Wiener, Milton M.....	E. B.	Wolf, Sidney E.....		5 00
Wiernik, Peter.....	5 00	Wollman, Henry.....	S. R.	2 00
Wilkinson Bros. & Co.....	5 00	Wood, Mrs. George.....		10 00
Wilkinson, Edward T.....	5 00	Wood, Mrs. William Halsey.....		2 00
Wilkinson, Miss S. Edith.....	10 00	Wood, William Lawrence.....		5 00
Wilkinson, Miss S. Edith.....	E. B.	Woodin, William H.....		15 00
Willard, Eugene S.....	5 00	Woodman, R. H.....		4 50
Willcox, William G.....	E. B.	Wood, Mrs. William Halsey.....		2 00
Willcox, William G.....	10 00	Woolley, Mrs. James V. S. E. B.		2 00
Willcox, Mrs. William G.....	E. B.	Woolley, Mrs. W. S.....		2 00
Willcox, Mrs. William G.....	10 00	Woolley, Mrs. Park Mason G. R.		10 00
Willenborg, C. & Co.....	E. B.	Woolverton, Mrs. W. H.....		2 00
Willenborg, C. & Co.....	E. B.	Wormser, Louis.....		10 00
Willenbrock, Mrs. Fred.....	E. B.	Wright, Miss Constance.....		5 00
Willenbrock, Mrs. Fred.....	2 00	Wunderlich, Frederick W.....		5 00
Willets, Mrs. Edward.....	10 00		Y	
Williams, Dr. Anna W.....	2 00	Young, A. Murray.....	S. R.	5 00
Williams, Mrs. Charles Mallory.....	5 00	Young, Mrs. A. Murray.....		20 00
Williams, Howard H.....	8 00	Young, Mrs. Horace G.....	G. R.	5 00
Williams, James D.....	10 00	Young Women's Hospital.....		5 00
Williams, Mrs. Timothy S.....	8 00	Guild.....	S. R.	10 00
Williams, Miss Mary B.....	2 50		Z	
Willis, William H.....	5 00	Zabriskie, Mrs. C.....		25 00
Willis, Ernest C.....	3 00	Zabriskie, Miss Ethel.....	G. R.	20 00
Wilmerding, Miss E. S.....	3 00	Zabriskie, George.....	S. R.	5 00
Wilmerding, Lucius.....	10 00	Zabriskie, George.....		25 00
Wilson, Mrs. Marshall Orme.....	20 00	Zabriskie, Mrs. George.....		10 00
Wilson, R. Thornton.....	15 00	Zehden, Martin.....		2 00
Winburgh, M.....	G. R.	Zehnder, Mrs. C. H.....		5 00
Winkhaus, Mrs. A. C.....	5 00	Zolikoff, O. F.....		10 00

ANONYMOUS CONTRIBUTIONS

1 of \$65.....	S. R.	\$65 00	1 of \$2.....	\$2 00	
4 of \$25.....		100 00	3 of \$2.....	G. R.	6 00
4 of \$10.....		40 00	8 of \$1.....		8 00
6 of \$5.....		30 00	7 of \$1.....	E. B.	7 00
2 of \$5.....	E. B.	10 00	3 of \$1.....	S. R.	3 00
3 of \$5.....	G. R.	15 00	10 of \$1.....	G. R.	10 00
1 of \$2.....		2 00	"J".....		3 00
1 of \$2.....	G. R.	2 00	A. W.....		5 00
1 of \$1.....	G. R.	1 00	C. W.....		10 00
"Cash Contributions".....			L. F.....		5 00
1 of \$5.....		5 00	M. L.....	G. R.	10 00
1 of \$5.....	E. B.	5 00	"B. B. S".....		10 00
4 of \$5.....	G. R.	20 00	C. B. R.....		10 00

C. S. S.....	\$50 00	"In Memoriam F. L.".....	\$10 00	
C. S. S.....	E. B.	In Memory of Miss Isabel Bogert.....	10 00	
D. W. C.....	G. R.	Bogert.....	20 00	
E. E. A.....	5 00	In Memory of Miss Isabel Bogert.....	E. B.	5 00
G. W. W.....	10 00	In Memory of My Friend Samuel J. Barrows.....	10 00	
"H. A. P.".....	10 00	A Friend.....	E. B.	5 00
"I. B. G.".....	5 00	A Friend.....		10 00
M. N. D.....	S. R.	A Friend.....		50 00
"Acorn".....	10 00	"A Friend of Christmas".....		50 00
"Acorn".....	S. R.	Two Friends of the Cause.....		4 00
"Cash" In Memory of Baby Roger.....	S. R.	Three Friends.....		10 00
"A Rochester Memorial".....	E. B.			

1917

DONATIONS OF CLOTHING, READING MATTER, ETC.

Auchincloss, C. C.....	Lockwood, Mrs. I. Ferris.....
Barnum, Mrs.....	Loines, Mrs.....
Benedict, Mrs. A. G.....	Lord, Mrs. H. G.....
Blumenthal, Mrs. S.....	Lorentzen, H. K.....
Bohn, A. L.....	Ludlow, George P.....
Brinkerhoff, Mr.....	McKinn, J. A.....
Brown, Mrs. W. R.....	Maury, Mrs. H. T.....
Chadwick, Elizabeth.....	Move, Mrs. Charles.....
Coffyn, Mrs.....	Needlework Guild.....
Cohen, Joseph.....	Oakley, Mrs. W.....
Colgate, W.....	Ollsheimer, Mrs. Henry.....
Coombe, T. G.....	Pavey, Frank D.....
Davison, Mrs.....	Perine, Mrs. W. D. N.....
Dyer, Mrs. G. R.....	Ragan, H. B.....
Fackler, D. P.....	Ritz Carlton Hotel.....
Foote, Miss Frances J.....	Rockliffe, C. A. A.....
Goodwin, Mrs. J. J.....	Root, Mrs. C. T.....
Gruntal, Edwin A.....	Sahler, Mrs. H. G.....
Guernsey, H. W.....	Sargeant, Mrs. J. E.....
Haslau, Miss Lucy.....	Schoening, M. E.....
Hart, Dr. T. S.....	Schwab, Mrs. H. S.....
Hinckley, S.....	Schwartz, Mrs. G. S.....
Holt, Mrs. L. E.....	Seeman, J.....
Howes, Rev. R.....	Scholes, Mrs. C. E.....
Howson, Mrs.....	Sinclair, Mrs. D. B.....
Hurd, R. M.....	Sisson, Lewis E.....
Hymen, Mrs. D. M.....	Smith, Mrs. Fitch W.....
Jensen, Holger.....	Stis, Sylvan L.....
Jewell, George H.....	Swords, Mrs. Chas. R.....
Induson, H.....	Taylor, Mrs. S. F.....
Kaempfert, W. B.....	Thacher, Lathrop.....
Kellogg, H. S.....	Tobias, E. D. S.....
Knox, Mrs. H. H.....	Tucker, Mrs. S. A.....
Lichtenstein, Mrs. Paul.....	Tuntine, Mrs. W. P.....
Lichmann, Mrs. Adolph.....	Webster, Dr. George S.....
Lincoln, F. W.....	

CONSTITUTION AND BY-LAWS

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

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

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

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

ARTICLE FIRST

The objects of the association shall be:

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

ARTICLE SECOND

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

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

ARTICLE THIRD

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

ARTICLE FOURTH

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

ARTICLE FIFTH

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

ARTICLE SIXTH

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

ARTICLE SEVENTH

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

ARTICLE EIGHTH

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

ARTICLE NINTH

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

ARTICLE TENTH

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

ARTICLE ELEVENTH

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

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

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

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

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

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

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

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

BY-LAWS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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