

STATE OF NEW YORK

THE SEVENTY-EIGHTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1922



ALBANY
J. B. LYON COMPANY, PRINTERS
1923

When the released prisoner
returns shall he meet

THIS



OR

THIS



?

PREFACE

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

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

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

THE PURPOSES
OF
THE PRISON ASSOCIATION OF NEW YORK

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

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THE PRISON ASSOCIATION OF NEW YORK

OFFICERS FOR 1922

PRESIDENT	SECRETARY	TREASURER
EUGENE SMITH	DECATUR M. SAWYER	C. C. AUCHINCLOSS

GENERAL SECRETARY

* O. F. LEWIS

ASSISTANT GENERAL SECRETARY

† E. R. CASS

VICE PRESIDENTS

ROBERT W. DE FOREST	GEORGE W. KIRCHWEY
WALTER B. JAMES, M. D.	GEORGE W. WICKERSHAM

EXECUTIVE COMMITTEE

GEORGE W. WICKERSHAM, *Chairman*

Class of 1923

FULTON CUTTING
WILLIAM H. GRATWICK
HENRY C. GRAY
HENRY E. GREGORY

Class of 1925

J. FENIMORE COOPER
ALEXANDER M. HADDEN
WILSON M. POWELL
DEAN SAGE

Class of 1924

IRA BARROWS
GEORGE BLUMENTHAL
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MRS. ROBERT F. HERRICK

Class of 1926

B. OGDEN CHISOLM
MRS. JAMES F. CURTIS
EDWIN O. HOLTER
RICHARD M. HURD
FRANK D. PAVEY
MORTIMER SCHIFF

* Died February 24th, 1922.

† Appointed Acting General Secretary, March 1st, 1922, and at a meeting of the Executive Committee of the Association in December, 1922, elected General Secretary.

STANDING COMMITTEES FOR 1922

LAW COMMITTEE

SAGE, CUTTING, GRAY, GREGORY, KIRCHWEY, PAVEY, POWELL

INSTITUTIONS

SAWYER, GRAY, SAGE, AUCHINCLOSS

FINANCES

AUCHINCLOSS, MRS. CURTIS, CUTTING, HURD, SAGE, SCHIFF,
SAWYER

LIBRARY

GREGORY, LEWIS

HOUSE

SAWYER, AUCHINCLOSS

PREVENTION OF DELINQUENCY

SAWYER, MRS. CURTIS, HURD, POWELL

PROBATION

BARROWS, CUTTING, POWELL

PAROLE

SAWYER, DAVIS, HOLTER

EMPLOYMENT

CHISOLM, BLUMENTHAL, HADDEN

RELIEF

HADDEN, GREGORY, HURD, KIRCHWEY

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

HON. GEORGE R. LUNN,

Lieutenant-Governor of New York:

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

Respectfully,

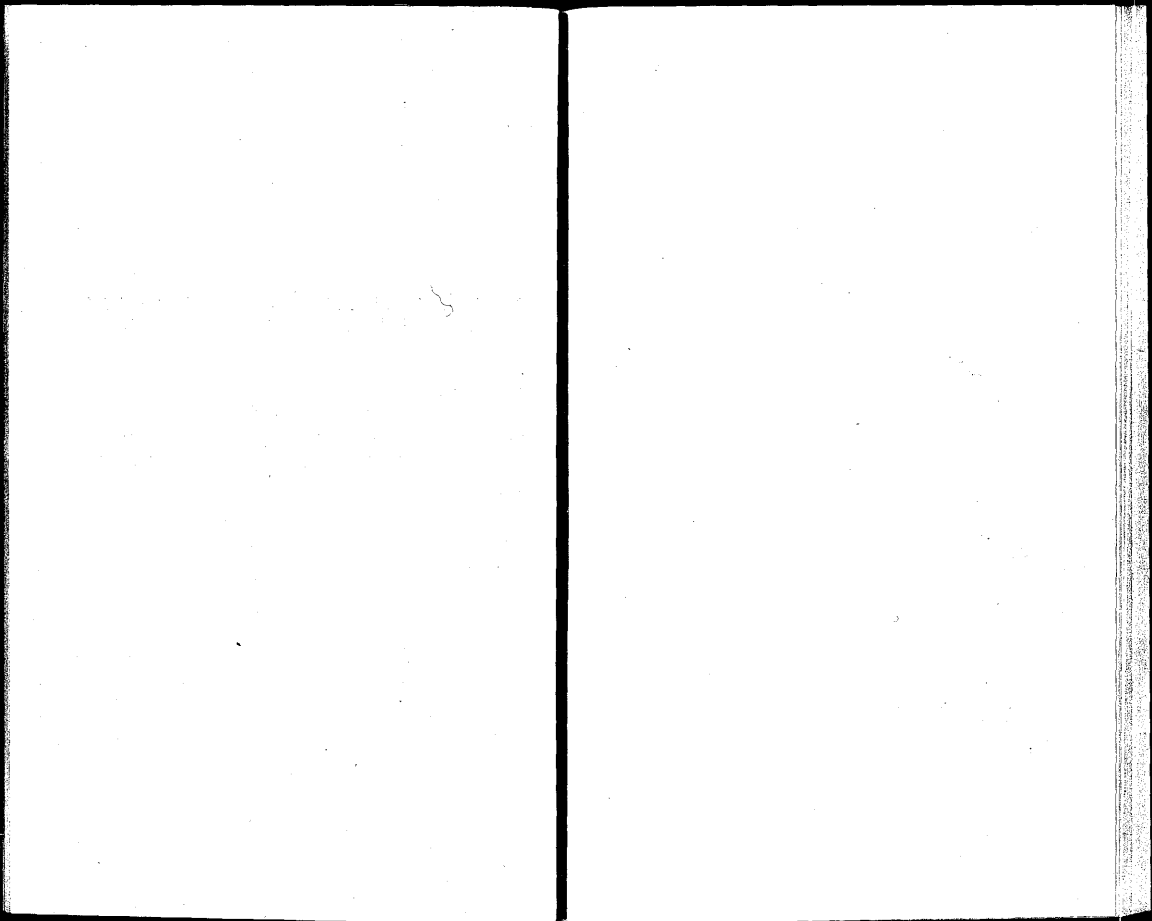
THE PRISON ASSOCIATION OF NEW YORK,

By EUGENE SMITH, *President.*

GEORGE W. WICKERSHAM, *Chairman, Executive Committee.*

E. R. CASS, *General Secretary.*

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O. F. LEWIS.

A TRIBUTE TO ORLANDO FAULKLAND LEWIS

General Secretary, Prison Association of New York, 1910 to 1922

DIED FEBRUARY 24TH, 1922, IN HIS 49TH YEAR.

The sudden and untimely death, on February 24, of Orlando Faulkland Lewis in the fulness of his mature vigor, removed from the ranks of sociologists a widely known and distinguished leader. While studying at Tufts College he served as instructor there, and from 1900 to 1905 was Professor of Modern Languages at the University of Maine.

From 1905 to 1910 he was with the Charity Organization Society of New York City in various capacities. As director of its Joint Application Bureau, he listened with warm understanding to man after man, and woman after woman, who was in distress and needed a friend. This work brought him into direct contact with the intricate social problems and the manifold variety of organized charitable and reform movements in the city of New York, thus securing a practical experience which peculiarly fitted him for the position of General Secretary of the Prison Association of New York, to which he was elected in 1910.

For twelve years he served as the head of this Association with rare address, entire devotion, intelligent and sympathetic effort. Under his direction the Association during that period fully maintained its traditions of helpful service in the promotion and advancement of sound penal methods; the improvement of conditions within prisons; the encouragement and support of released prisoners, and the protection and maintenance of the mothers, wives and children of men in prison.

His unflinching optimism — his faith in the world and in the individual man and woman — was an asset beyond measure. He never seemed tired or worn or depressed, but instead continually manifested a seemingly insatiable desire for labor that aimed toward the reduction of human suffering and the solution of some of the problems of life. When the World War came, Mr. Lewis at once realized the immediate need for good cheer and high morale, and offered his services to the War Camp Community Service. Though he had not before been a song leader, he began, in addition to the regular work of his new position, to lead men in singing, and to urge the use of music in maintaining and building community morale. Soon he made a place for himself as Director of the Department of Community Music, and with the help of others had built up a special staff of song leaders. The Community Music movement of today received a marked impetus from his enthusiasm.

The war over, Mr. Lewis took up his prison work with increased emphasis upon the value of play and recreation as a means of preventing crime, particularly among juveniles.

In 1920 there was conferred upon him the honor of being elected General Secretary of the American Prison Association for the year 1921, and he was re-elected for 1922. The remarkable success of the Fifty-first Annual Congress of that Association at Jacksonville, Florida, last fall, notwithstanding the distance from the centre of population and the threatened railroad strike, was unquestionably due to his enthusiasm and his skill as an organizer, and to his ability in obtaining the good will and co-operation of those with whom he worked.

Men and women who attended his classes at the New York School of Social Work and Chicago Community Service School, gained added respect for social and civic work.

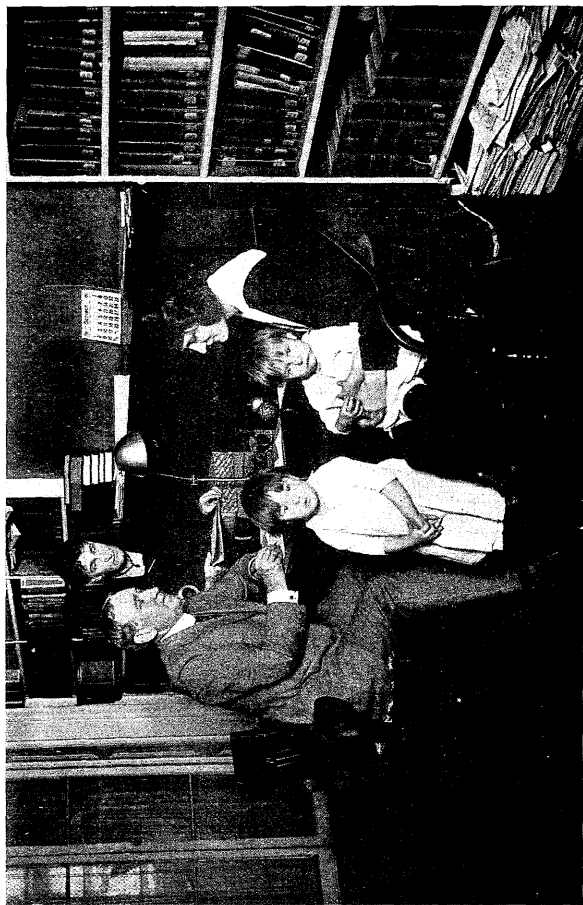
He was editor of "The Delinquent," a monthly publication dealing with penology and criminology.

For two years Mr. Lewis served as Assistant Secretary of the Commission on Hospitals in New York; in 1906 and 1908 was Chairman of the Child Labor Committee of New Jersey; in 1907 and 1908 a member of the Board of Managers of the New York State Industrial Farm Colony; from 1912 to 1916 a member of the Board of Managers of the Bowery branch of the Y. M. C. A., and for two years he was a Health Commissioner in the City of New Rochelle. He also served at one time as Secretary of the New York State Conference of Charities and Correction, and as president of the Fourth New York City Conference of Charities and Correction. In 1921 he was President of the New York State Conference of Charities and Correction.

Being an ardent advocate of recreation and constructive play as a means of preserving health and promoting efficient work, he always played himself — often on the golf links, and in later years frequently with his pen. Mr. Lewis was gradually forging ahead as a short story writer of distinct ability. He had marked success in the acceptance of his short stories by the "Ladies' Home Journal," "Collier's" the "Red Book," and the "Saturday Evening Post." For two consecutive years one of his short stories was selected for the O. Henry Prize Memorial volume. Mr. Lewis was a close student of fire problems, and although not generally recognized as a "buff," he had none the less a wide circle of acquaintances in the New York City fire department. He was a particular "buff" of Deputy Chief Helm, in whose busy fire district he found much of the material needed for his literary work. He had a hard and fast principle of taking his theme from actual happenings, and in no instance would he countenance any angle of his stories that was not based on truth. At the time of his death he was filling a contract with the "Red Book" for the publication of nine fire stories, three of which had already been accepted.

Mr. Lewis' passing is an irreparable loss to the field of social work to which he was consecrated. In humble acceptance of the Divine decision his many friends should rejoice in the knowledge of his exemplary and useful life.

E. R. CASS.



ROSWELL SKEEL, JR.

THE ROMANCE OF ROSWELL SKEEL, Jr.

DIED JANUARY 24TH, 1922, AGED FIFTY-FIVE YEARS.

He came in one day, a tall, blond, friendly looking man, to inquire about the rent money for Mrs. Maloney who lived in a side street beyond the Bowery. He had come across her on some Red Cross errand over there. It was explained to him that our almoner had left us and no satisfactory person had yet been found to take her place and that accounted for the delay. He offered to take the money over for us, and asked if we had others who needed looking up, for the Red Cross work was slack just then and he could give us a little help until we found a new investigator. The next day he came back with Mrs. Maloney's receipt and gratitude, and a faithful account of some other visits he had made, and thus began the most unique and remarkable service the Prison Association had ever known. This man of independent means and leisure found this a way of service and satisfaction which became a passion with him. He soon found there was so much to do that half time was not enough and came daily to the house on East 15th Street. He established office hours in which the prisoners' relatives could call upon him, reserving the afternoons for the calls he had to make. These grew to be so many that afternoon and evening, six days and sometimes seven in the week, were not enough. We hired an experienced helper for him and both were always busy. At his own expense he took up visiting the men in Sing Sing with whose families he came in contact, and finding this a useful ministry established a day once a month when he would surely be at the prison. Sometimes there was so much to talk about and so many to see that he stayed over a second day. "Oh, the poor fellows ask so many questions, and want me to help them get out, and I have to explain that I do not see governors or parole boards, or lawyers, or anybody but their wives and children." And then he would laugh in his modest way about the little he was doing for "his people." Three times a year he went to each, Auburn, Clinton, and Great Meadow Prisons, where fewer men from New York were than in Sing Sing. "If they were not so far away I would go to them every month, the fellows seem so glad to see me, but it takes too much time." He was methodical and painstaking with his work, but he never seemed in a hurry with the people who called upon him. I rarely visited our office in the forenoon without finding him listening, as to a Duchess, to some poor woman telling her troubles. If she had brought a child with her it would be sitting on his knee. He liked to introduce me to these people, especially the children. To one woman, going out after a tearful interview, I overheard him call as she reached the door, "Well, don't lose heart, don't lose heart!"

He frequently supplemented the amounts the Association could afford with gifts of his own money, and on Summer Saturday after-

noons with great glee he took little groups of the children of his families on excursions on the river steamboats. I happened to see a return postal card on which he had written, "Now Mary, I want you to be sure to be at the boat at Pier 42 at twelve-thirty. It will not go until one o'clock, but it would be a dreadful thing if you should get left. So you write me on this card that you will be there."

He filled his life with the joy he found in helping these humble people and he died before his time.

D. M. SAWYER.

INTRODUCTION

PRISON ASSOCIATION OF NEW YORK

For seventy-eight years the Prison Association has been in the service of the State as an incorporated institution. To its efforts are directly or indirectly traceable many improvements in our penal system. Through its agents it has afforded counsel and guidance to many thousands of persons who have needed its help. It has been instrumental in saving to honored citizenship many hundreds of persons who but for its efforts would have become or continued a menace to society. It has maintained a constant supervision of the penal institutions of the State and has secured many improvements in the administration of these institutions. It has insisted upon the enforcement of the law relating to these institutions. It has continually sought to create an intelligent public understanding as to the problems relating to crime and the treatment of the offender. It fostered and supported the movement that led to the establishment of the Elmira Reformatory. It was the source from which sprang the National Prison Association of the United States, now known as the American Prison Association, which organization is now in its fifty-third year, having served continually and effectively through its annual congresses, its standing committees and allied organizations, for the improvement of methods throughout the United States in the treatment of the delinquent.

The Prison Association of New York originated the observance of Prison Sunday and thus definitely directed the attention of the Christian church to its special duty toward the offender. It has urged the establishment of libraries in prisons and jails, and only recently through the cooperation of a Jail Library Committee in the city of New York succeeded in furnishing every county jail in the State of New York with a library of twenty-five or more approved books. It has created and maintained a library of penological works and its office has become a bureau of information for journalists, publicists and others who have occasion to study the special and important branch of social science that it represents. It has been the trusted agent of the public in reaching and helping the offender and his dependents, and it bases its claim to future support not simply upon the greater needs of today incident to the growth in the number of offenders with the population, but upon its own record before the public of the State.

Further among the many activities in which the Association has played its part, was the study of the Jukes family by R. L. Dugdale, a member of the Board of Managers of the Association; the drafting

of the first bill that resulted in the introduction of the probation system in New York State by Dr. Samuel Barrows, then General Secretary of the Prison Association; the development through many years of the parole system in New York City for State reformatories and State prisons and for the Department of Correction of the City of New York, and the successful campaign against the fee system in the case of county sheriffs. In recent years the Association has campaigned for the establishment and development of new institutions. Conspicuous in this respect and of signal importance was the militant activity of the Association under the slogan "Sing Sing Must Go." With this move was advanced the demand for the New Sing Sing to be used as a reception and clearing house for the State, thereby setting up the nucleus of the necessary machinery for the scientific treatment of the offender. The Association participated prominently in the move for the establishment of a State Industrial Farm Colony, a State Reformatory for Male Misdemeanants, the Farm Colony of the Board of Inebriety of the City of New York, and the State Institution for Defective Delinquents. The former Eastern New York Reformatory at Nanapanoch is now used as an institution for Mentally Defective Male Delinquents. For nearly seven years through the activities of its Bureau of Investigation and Research the Association persistently campaigned for the abolition of the deplorable idleness existing among sentenced prisoners in our county jails and also for the improvement of living conditions and the management of these institutions.

In general the Association has always aimed to protect society from crime and to better the conditions of prisoners and prisons. The chief purpose of the Association in the carrying out of these functions is to act efficiently. Families of prisoners frequently need prompt and liberal help. Released and discharged prisoners need the kind of a friend the Association can be. Young men and women on probation need the supervision and friendship that the Association can give. We are ever ready to aid wisely the man or woman who comes to us from court or prison. The Association is active in Albany and in other parts of the State in furthering good legislation and preventing bad legislation. There was conceived by the late General Secretary of the Prison Association, Dr. O. F. Lewis, a plan for the reduction of juvenile delinquency through community effort. Dr. Lewis urged that juvenile delinquency be reduced and checked at the source, in childhood, by community effort through local resources offsetting the temptations to delinquency by wholesome amusements and diversions that are unquestionably of infinite importance to child life. The idea was enthusiastically received and spread rapidly. Many thousands of pamphlets describing the plan and setting up a basis of operation were distributed in this country and abroad. Innumerable communities were thus, and are still being, aided by the literature which was so well prepared for this purpose. The plan was set forth in detail in the 1919 Report of the Prison Association.

CHAPTER I.

FAIR PLAY FOR PRISON REFORM.

"Crime always was, is now, and always will be," is the saying of the pessimist, who sees little use in striving to make the world better because so many things seem to get worse all the time. The optimist says "crime was general, crime is frequent, crime will be some time infrequent," and the optimist goes to work to do his part in the reduction of crime.

Crime arises from so many causes that to outline them all even briefly would fill pages. In general crime springs from want, intemperance, incomplete or abnormal mental development, wretched home conditions, orphanages, child labor, and many other well-known conditions of city life. A reduction in preventable crime is always possible. There is a prominent and increasing attitude of the public mind that the increase in crime is wholly or partly due to the so-called coddling of criminals. There has been an increase in crime and this is not only true in New York but in all parts of the country. However, the exact cause of the increase has not as yet been satisfactorily shown. It is strongly felt that the unsettled economic and social conditions following the world war, and this has been true in other periods of history, have been the major contributing factors.

The problem of crime and its treatment is still, like the problem of poverty, always with us. Yet just as the civilized world struggles in most varied ways to reduce and eliminate poverty, so there is always a corresponding struggle to eliminate crime. Adequate knowledge of the problems of crime and the treatment of criminals remains relatively slight among the majority of even the most educated classes of the community. Sensational, distorted and highly emotional pictures of crime are published without cessation in certain newspapers and to a considerable extent in almost all newspapers, but there is a deplorable lack of sound, dispassionate and comprehensive published material available to the public on the treatment and reduction of crime. It is a noteworthy fact that the public on the one hand reads with greater or less gusto the constantly appearing accounts of crime and criminals, but, on the other hand, leaves to a relatively small number of officially appointed people or volunteers the problem of the treatment of crime and the criminal.

Continually during the year through the press and in public utterances by officials the activities of prison reformers have been held responsible for the increase in crime. The impression has been generally created that the basis of prison reform is sentimentalism. This is not true. Prison reform has nothing in common with the sentimentalism that makes martyrs out of condemned murderers and heroes out of convicted felons. Prison reform believes in the enforcement of law. It insists upon the speedy apprehension of the offender and his subsequent just, impartial, and intelligent treatment. As far as

the prisoner is concerned he ought not to be idolized and he ought not to be ostracized. Both are equally unjust and equally unfair. Prisoners are not asking for sentiment. Nine out of ten men in prison are not asking for anyone to weep over them. The men in prison are asking for fair treatment. We cannot treat our great social problems on the basis of either excessive sentimentality or excessive hatred. Neither one is going to accomplish the results we so greatly desire.

Penal and reformatory institutions suffer from their failures. The public judges them by the men who do not "make good."

There are boys and men discharged from penal institutions who walk the paths of rectitude and who become helpful, law-abiding citizens of the community, but they are never pointed out to the public. Institutions are considered a failure because every man or boy committed to them does not "make good." It is apparently never considered that there is given to the heads of institutions in this and other States one of the most difficult tasks that can be given to any human being. Men and women, boys and girls, upon whom every effort has been made through the church, the settlement, the school, the probation worker, the social worker, the home and the neighborhood, are taken out of the community and are put into an institution either for the young or the old, and it is expected that the institution by some mysterious methods of treatment can make the prisoner into a model citizen within a few months or years. Further, the community feels that its responsibilities cease immediately upon the commitment of the prisoner, and at the time of his release, the most important period in determining the future good conduct of the offender, is too often conspicuously lacking in its interest.

Now as to the relation of the so-called "coddling of prisoners" to the recent increase in crime. It has been the frequent contention that life within our penal institutions had been made too easy and thereby has lost its deterrent effect and tends to invite commitment. It is apparently forgotten that the most precious thing in life is one's own personal liberty. A canvass of the population of any penal institution in the country will show that despite good or bad conditions within the institution the man who prefers to remain a prisoner is a rarity, and the number of such men is wholly insignificant so far as the entire population is concerned.

As a rebuttal to the claim that penal institutional treatment is responsible for the increase in the number of offenders it is interesting to note the statement made by District Attorney Banton of New York County, at the time of the Law Enforcement Committee meeting of the American Bar Association in New York City, to the effect that 60% of the offenders recently brought under the jurisdiction of his office were so far as could be determined first offenders, that is, they had no previous criminal history. In an effort to determine conditions more generally outside of New York State a questionnaire was prepared by Mr. Frederick Helbing, Chief Parole Officer of the House of Refuge, and Mr. E. R. Cass, and sent to eighty-six penal

institutions (State prisons and reformatories) during the year 1922, asking among other things for information relative to the increase in population for the years 1916 and 1922, and for the number of repeaters during 1921. Data was received from sixty-two institutions, eleven of which reported no record of repeaters, and fifty-one of which number reported that 19,722 or 68% of the 29,085 commitments for the period July 1, 1921, to June 30th, 1922, had no previous conviction.

This country has of course grown by leaps and bounds and with it the American methods of dealing with the criminal. The country of "Liberty" and of the "square deal" has sought to embody these two alleged cardinal principles in its correctional institutions, and so the present day efforts of most correctional institutions in the country are to restore the inmate to liberty when he is fitted for release, and to surround the prisoner while in the institution and after imprisonment with the elements of humane and constructive treatment, which can be called the square deal in penology.

The proponents of progressive methods of dealing with criminals do not look with favor upon enforced idleness in the county jails of this and other States, the promiscuous commingling of prisoners, the indiscriminate use of probation, the automatic release of prisoners at the expiration of their minimum sentences, the abuses of the bail system and finality in criminal court procedure, the abuses of the bail system, the mixing of young and old, experienced and inexperienced, sick and well, in our penal institutions. Nor do they favor the decided absence of adequate labor and of better educational possibilities in the State prisons. However all of these things present definite and difficult problems, problems that cannot be solved in a day or a month, but are of fundamental importance to community welfare, and therefore should have the understanding support of the public rather than emotional and unjust criticism.

CHAPTER II.

NEEDS IN NEW YORK STATE FOR THE TREATMENT OF DELINQUENTS.

Facts for the Public.

More and more it is impressed upon the Prison Association of New York that the one imperative field of its activity is educational. Crime is a perpetual "news-story." The elimination from the daily press of all the crime narratives would materially change the complexion of not a few daily journals. While such publicity conditions prevail in the journals of widest circulation there is on the other hand a deplorable lack of sound, dispassionate, and progressive published material available to the public on the treatment and reduction of crime. We therefore urge the high importance of greater devel-

opment within this State of authoritative, frequent and interesting publicity on the treatment of crime and the care of criminals within our own State. Present methods of publicity are sporadic, often "newspapery" and "hit or miss." How deplorably the State fails to measure up in this field in comparison with what it does in other fields. For instance, the State maintains a College of Agriculture and numerous experiment stations. Bulletins go out from such centres relative to the discoveries of those stations and have wide distribution. The State is highly concerned with crops and pigs and chickens and alfalfa, and the breeding of cattle. This bulletin form of imparting knowledge in a simple and interesting manner is so well established that any suggestion that it should be discontinued would arouse a storm of protest. In short, one duty of the State of New York is the comprehensive distribution of information as to the treatment in readily intelligible form and within the State of the difficult problems of behavior. The Prison Association urges the bulletizing on a fairly large scale of the results of the methods now in vogue and the new methods that should be undertaken in the future to reduce crime. The State possesses at present two institutional printing plants, one at the State Reformatory at Elmira, and the other at Sing Sing prison. It would seem possible at the mere expense of paper to publish under the supervision of State officials in cooperation with qualified persons, a series of frequent monographs on correctional subjects whereby the most recent and valuable articles, results of researches, achievements and the like, both within and without the State, might be prepared for distribution, primarily to those working on the correctional problems in this State, and also to the larger public who would then have a centre from which to receive authentic and valuable information.

This country has been for a century and a half the great experiment station in the treatment of the criminal. The prison movement originated in 1790 in Philadelphia. Self government on an extended scale was successful in the Boston House of Correction for Boys in 1832. The reformatory movement developed at Elmira in the early seventies. Children's courts were indigenous in this country. Time after time the most radical experiments have been undertaken with boldness and with cheerfulness by American executives and pioneers. But our analysis of our own epoch-making activities has not at all kept pace with our persistent experimentation. We have constantly applied the yardstick of so-called common sense to our methods and if they have seemed to be in conformity with the general principles of humane and beneficent treatment we have called them good. Yet visitors from European nations have repeatedly sought from us a statistical and scientific proof that our most lauded activities, like probation, parole, the indeterminate sentence, the juvenile court, the reformatory system, are in their results what we claim and believe them to be. And we, time after time, fail to present to such friendly but acute visitors the proof they believe to be essential to the thorough acceptance of our methods. Therefore it seems that the time has come when we must have more knowledge,

knowledge by penal institutions and organizations as to what they are doing and accomplishing, and knowledge by the public as to what constitutes sound principles of treatment.

**A State Department of Correction.*

For years the Prison Association of New York has pointed out the absurd and wasteful formality of many different systems of management of correctional institutions within the State of New York, whereby the prisons are managed by the Superintendent of Prisons, the State reformatories by Boards of Managers, the reform schools by other boards of managers, the county jails by frequently changing sheriffs and county boards of supervisors, and the great municipal system of New York City by a Commissioner of Correction responsible only to the Mayor. So long as this widely distributed condition of administration, and frequently of inexperience, continues there is little hope of any substantial progress in system in this State. This Association urges that there be a redistribution of the correctional institutions in this State according to function, and that these institutions be under the control of a State Department of Correction. Such a department would include the administrative control of the State prisons, the State reformatories for men, the State reformatories for women, the State Training School for Girls at Hudson, the State Agricultural and Industrial School for Boys at Industry, the county jails and penitentiaries, and a State Farm Colony for tramps and vagrants. From this plan should be eliminated at least for the present most of the institutions of the Department of Correction of New York City. It seems possible to work out a plan for a State Department of Correction which would embrace the following factors:

1. A Board of Commissioners composing a 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 institution.
4. A superintendent or warden of each institution under Civil Service, and a staff also under Civil Service.

A Full Time State Parole Board.

The recommendation of the Prison Association for a number of years that the State Parole Board should be re-organized, the members thereof to give their full time service to the work, still holds. Attempts to bring this change about through legislation have not

*At the time of this writing Governor Smith, who came into office January 1st, 1923, is urging as a part of his programme for the re-organization of the State government, the establishment of a State Department of Correction. The necessary legislation must pass two successive legislatures before it can be submitted to the voters as a proposed constitutional amendment.

yet been successful. The Parole Board is made up of two salaried members, and the Superintendent of Prisons ex-officio. The salaried members receive \$3,600 each for their services and give one week each month to actual presence in the prison and to judgment at that time of cases coming up for parole. Nothing less than the full time service of two members, together with such time as can be given by the Superintendent of Prisons or his delegate, is enough for the adequate treatment of this important duty. One of the chief criticisms of the indeterminate sentence and parole is that the release of prisoners on parole seems to be to such an extent automatic. In a careful study made in 1916 by the Prison Association it was revealed that 90% of the inmates of State prisons were released by the Parole Board at the expiration of their minimum sentences, or within a short time thereafter. Approximately the same condition seems to exist at present.

The theory of the indeterminate sentence, with minimum and maximum, was not written into the law that prisoners might with great regularity be released at the expiration of the minimum, but that they should be released, if in the judgment of the parole authorities they were fit, at some time between the expiration of the minimum and the expiration of the maximum sentence. It lay also in the theory of the indeterminate sentence that great care should be exercised in each individual case in determining all the factors prior to release.

The value of full time service of parole commissioners is recognized in the statute creating the New York City Parole Commission. This Commission consists of three salaried members and two ex-officio members, representing the Police Department and the Department of Correction.

* Functions of the Commission.

The law under which the Commission operates provides that any person convicted of an offense punishable by imprisonment in any penal institution within the jurisdiction of the Department of Correction shall, with certain exceptions, be committed by the courts for an indeterminate period. Such imprisonment is to continue until the prisoner has been paroled, conditionally released, or discharged by the Parole Commission. In commitments to the Penitentiary the maximum term shall not exceed three years; in workhouse commitments two years, and in reformatory commitments three years. The law further provides that the committing magistrates are entitled to sit with the Parole Commission and to vote on the question of parole in cases on which they have acted, but in cases of those committed to the penitentiary the committing judge or court must approve the allotment of time before such parole becomes effective.

* 1921 Report Parole Commission City of New York.

How the System Works

As soon as a prisoner is committed on Indeterminate Sentence to any one of the three classes of penal institutions in the Department of Correction, the Parole Commission is automatically advised of the fact, and upon receipt of this advice one of the thirty-seven parole officers is sent at once to discover from court records, from a visit to inmate's home, from a talk with his previous employers, and from other available sources, accurate information regarding his former manner of living, home surroundings and reputation. As soon as possible after these facts are obtained one of the three Commissioners visits the institution where the inmate is confined for the purpose of personal interview in a confidential man-to-man fashion, and the prisoner is given opportunity to explain his reasons for committing the crime and such other statements as he wishes to make. The interviewing Commissioner in turn is given an opportunity to judge the inmate. These interviews are self-appointed tasks, there being nothing in the law requiring them, but they are considered of inestimable value in arriving at a final conclusion as to the length of time which the inmate shall serve. Full meetings of the Commission are held weekly, and at one of the meetings subsequent to the interview the facts obtained by the parole officer and the interviewing Commissioner are presented for discussion.

Factors in Fixing a Term

Each case presents a distinct problem and therefore no set rule of procedure with respect to the character of either offense or conviction is followed. This explains what may appear at first sight to be inconsistencies in treatment of different cases. For example, compare a man who has been convicted three or more times with a man of no previous conviction. It would seem that the first named had decided criminal tendencies, and out of regard for others should be kept in confinement as long as the law allows. Examination may disclose, however, that for the past ten years or so he has been living up to requirements imposed by society. The Commission feels in justice to the prisoner, that offences comparatively long past should not be brought against him; not only has he atoned for them, but the lapse of time since their commitment proves an honest effort to live them down. As to the offender with no previous conviction, it may develop in course of investigation that through cleverness or some other means he escaped the meshes of the law, and yet has been guilty of grave offences, such as selling drugs to children or living on proceeds of prostitution. He may even be a notorious "fence"—receiver of stolen property. It follows that in the former a light sentence, and in the latter a severe sentence, ought in justice to be imposed.

As stated, investigation, in order to meet the spirit of the law by which the Commission operates, should be comprehensive and thus bring within its scope such factors as health, education, home conditions, temperament, drink, drugs, will-power, fitness to work and other factors. The point may be illustrated in another way. For instance, take the case of a man who steals a package and does not know what it contains. If value of its contents amounts to less than \$50, the offense is petit larceny; if \$50 or above, it is grand larceny. In either case the motive is the same, although statutory punishment differs very widely in point of time. The Commission, in determining punishment, takes cognizance of all details and lays special stress on attendant circumstances, dwelling upon motive rather than value of articles stolen.

Formerly the prisoner was not notified of the exact time of his release until shortly before termination of sentence. This was found to have many disadvantages, if not actually unfair to inmate. The uncertainty of time of release made him more or less indifferent to regulations of the institutions, if not positively rebellious. Much complaint was made by both inmates and those in charge, which finally resulted in a conference between the Commission and prison officials. This rule was changed so that the inmate now is informed of his allotted time when approved by the Court. This usually is done within thirty days after commitment.

Merit System

Under the new order the period of time is set in form of marks. For instance, if the Commission decides that term shall be one year the prisoner is notified of the fact. He then is assigned a certain number of marks on a basis of 10 marks each day, which is standard fixed for ordinary meritorious conduct and industry. He may, however, reduce term to less than a year by earning from one to three additional marks a day for extraordinary diligence or industry, and thereby lessen his detention by nearly one-third. On the other hand, should he not earn 10 marks a day he must stay longer than a year; he may be so incorrigible as to earn no marks at all and place himself on level of zero. Penalties for infractions of various kinds are rated in form of demerits, generally at discretion of the Warden. The new plan is preferred by inmates for obvious reasons, since they know time fixed by the Commission and approved by the court, and that is an incentive to work and do their best. It also seems to harmonize better with the spirit and convenience of the courts.

Parole Supervision

The real and important work of the Commission begins at time of prisoner's release. When a man is released from prison, provided the time served by him is less than the maxi-

mum over which we are able to hold him, he is brought to this office and interviewed by the parole officer who made the preliminary investigation. He is told of the conditions of his parole, and is given a complete and full understanding of what he is to do. We are, of course, particularly insistent on his obtaining work, reporting regularly, and refraining from further law-breaking. If necessary, work is obtained for him through our employment officer, and with these reasonable conditions imposed for his conduct while on parole he is let go. Probationers usually are required to report on an average of twice a month. These reports are made at certain central meeting places, as the Public Libraries, Y. M. C. A., etc., and we try to arrange them so that the public in general is not aware of the nature of his meeting with his parole officer, to obviate any humiliation which a probationer would feel if interviewed in presence of his neighbors. Provided his conduct is good, a probationer is given a conditional release from reporting, quite frequently at a time considerably prior to expiration of the maximum time over which he could have been held. He still, however, remains liable to rearrest and imprisonment without court action of any kind should his behavior on parole not justify our faith in him, and should his violation occur before the expiration of his maximum time. Unless the violation is a serious one, the probationer is brought to this office, interviewed by one of the Commissioners or by the chief parole officer and given a warning. We often find it advisable to give a violator a number of chances before actually committing him. There are a great many cases where a warning, or two or three days' incarceration in the Tombs, is amply sufficient to bring a probationer to his senses. If, however, the probationer's conduct indicates that he is not in a frame of mind to abide by the restrictions imposed upon him, he may be returned directly to the institution from which he came, there to remain for such time as the Commission decides to hold him.

Every well-wisher of a released man or woman must be anxious to see him or her at work, happy, self-supporting, and making genuine headway toward rehabilitation. Guided by such considerations, the Commission at the outset makes terms of imprisonment as short as consistent with merits of each case and ends of justice. Practically every offender, though on parole, is serving out the full term imposed by law. Experience has been that the sooner a man can be released and made to understand that his mode of life during parole is a test of confidence, the better chance is given to develop whatever is best in his nature. We endeavor by this means to record the probationer's habits as to work and conduct outside prison walls, so that a changed and improved way of living may continue in future years.

Important Change in Elmira Parole System

Commitments to the State Reformatory at Elmira are for an indeterminate period, the minimum to be decided by the Board of Managers and the maximum period depending upon the maximum term prescribed by law for the crime for which the offender was convicted. However, in practice a prisoner sent to Elmira usually served a period of twelve or fifteen months. After many years the Elmira authorities have come to the conclusion that this procedure is not sound, and at the December, 1922, meeting of the Board of Managers a resolution authorizing a radical departure from the old system was passed:

Resolved, That the rules of the institution governing paroles of inmates be and the same hereby are amended as follows:

The second or initial grade shall hereafter be regarded as a probational grade. Each inmate while in this grade shall be carefully observed and studied by the Superintendent and the heads of the respective departments to which he shall have been assigned or with which he may come in contact.

This observation and study shall include and be based upon the following considerations:

1. Family history as it affects the inmate.
2. Personal and environmental history; crime for which committed and number and character of previous delinquencies.
3. History of school work; result of instruction here; record of examinations, apparent ability to receive formal school instruction.
4. Industrial efficiency; ability to earn his own living, unaided or with assistance; ability to learn a skilled trade or to work at manual labor; progress in trades school.
5. Social history and moral reactions; religious training; ethical reactions; attitude toward society, parents and dependents.
6. Physical examination; correction of defects and curing of disease if affected.
7. Psychological and psychiatric examinations.

After each inmate has passed at least five months in such second or probational grade his case shall be brought before a council composed of the Superintendent, the Assistant Superintendent and the heads of the various institutional departments, or such of them as may be available, who shall confer in relation to the same. At this conference these departmental heads shall submit the results of their observation and study of the inmate in question which shall be carefully considered, and at the conclusion of the conference the Superintendent shall prepare and present to the Board of Managers his recommendations as to the minimum number of good months, under the regular institutional definition and standards, such inmate shall be required to earn in first grade, after his promotion thereto, before he shall be entitled to become a candidate for

parole, together with his reasons for such recommendations and the action of the Board of Managers on such recommendation shall determine such inmate's future classification.

Nothing herein contained shall effect any rules as to promotions or reduction in grade for misconduct or other disciplinary rules, at present existing, not necessarily inconsistent herewith. Any existing rules necessarily inconsistent herewith are hereby repealed.

The superintendent made a report recommending the establishment of three classes, A, B, and C; Class A, to include those who, under the conditions prescribed in said resolution, shall be required to earn at least *six good months* in the first grade before they are entitled to become candidates for parole, and Classes B and C, are those who under such conditions shall be required to earn respectively *nine* and *twelve* good months in such grade.

There is no question but that a system similar to that used by the New York City Parole Commission, and now to be used by the officials at Elmira, should be followed in the matter of determining the fitness for parole of the inmates of our State prisons.

Analysis of the Results of Probation and Parole

Another great need has not been met by the State, namely, an analysis of the results of the exercise of parole. This also applies to probation. Perhaps the most frequent question asked about both systems is whether they are successful. The customary answer is that approximately three out of every four men make good, by which is meant that they pass through their parole or probation period, which period varies from a few months to a year and a half, and are discharged without again being apprehended during that period for crime. This is no adequate indication of the ultimate success of the administration of the indeterminate sentence and parole. This method of computing success or failure ignores the history of prisoners after such prisoners have passed beyond the probation or parole periods. What is needed, and what has never yet been produced for public study, is an analysis of, say, five years of the careers of a sufficient number of persons admitted to parole, to get a fair cross-section picture of the careers of the population of a prison after the parole period. It is urged that the Superintendent of Prisons institute an analysis of, say, one thousand histories of inmates released from the State prisons on parole at least five years before the time that the study is made.

From Elmira in 1921 came the statement that a study was made of sixteen thousand inmates who had been on parole. This is the most exhaustive and pretentious study of which we have learned. Only those who had received their final release and who had no

previous criminal history that was known to the institution were counted as successful. But no questionnaire was used in making this study, and apparently no country-wide inquiry was directed to prisons, reformatories or bureaus of information. The conclusion that 67 per cent of the number paroled were making good was drawn completely from the records on the books of the institution. * The absence of Federal legislation and of State cooperation with the Federal Bureau of Criminal Identification at Leavenworth, Kansas, will make any study of this kind extremely difficult. Federal institutions only are required to send duplicate records to the Leavenworth Bureau. Other institutions, bureaus, etc., do so voluntarily and only in special cases. The use of this bureau by all penal institutions throughout the country should be made mandatory. After a system of exchange of records has been in operation between the States and the central bureau for five or ten years, we shall then be in a much better position to measure probation and the indeterminate sentence.

Prison Industries and Wage

As pointed out in previous years the prison wage in this State has been for a long time a matter of ridiculous inadequacy and has subjected with reason the State to the ironical and even contemptuous comment of other States in this country, where under other systems of prison labor, specific sums, even if small, are paid with regularity to the inmates of institutions. The 1922 Legislature passed a bill which was signed by the Governor, authorizing the payment of a wage to prisoners in excess of the present amount of a cent and a half a day, provided, however, there were sufficient surplus funds. This increase is wholly dependent upon the earnings of the industries, and until such time as these earnings are greatly increased there is little chance for the payment of a sum greater than is now allowed. The system of prison labor must be entirely re-organized in order that each man's work may be determined and in order that production methods instead of the haphazard and loose methods heretofore prevailing may be instituted. Until the State with deliberate intention of bending its best efforts to solve the problems existing necessarily under the present constitutional limitations, turns to this question with persistency, sobriety and thoroughness, the State may expect to be classified as an arrant failure in the prison labor field.

* The Prison Association of New York has been in touch with the President of the United States, the Attorney-General and the Chief of the Bureau of Investigation of the Department of Justice, relative to the extending of the scope of the Federal Bureau of Criminal Identification. These officials have endorsed the idea and the Association at the time of this writing is seeking Federal legislation to bring about the desired extension.

CHAPTER III

CLASSIFICATION OF PRISONERS

The old and important problem of properly classifying those who break the law and laying a reasonable foundation for just dealing with the offender is still an open problem. Such classification is regarded by penologists as the most difficult and important of all phases of their work. Proper diagnosis of the convicted offender predicates proper treatment of his case, and on this depends in large measure the protection of society. We have passed the stage of belief that mere punishment is a remedy for crime. We have got well beyond the benighted notion that all offenders, regardless of age, sex, or the nature of their wrongdoing, should be herded together in idleness and subjected to harsh treatment.

The modern idea is to apply so far as practicable the individual treatment of the offender and to educate him away from his wrong tendency, and rehabilitate him physically, mentally and morally for some useful participation in the world's work. This comparatively recent plan has resulted in one change in the Criminal Code, which though at first hailed as a distinct advance now is regarded by many as a doubtful expedient. This reference has to do with the indeterminate sentence and parole, a system which permits the release of the offender at a time prior to the expiration of his maximum sentence and chiefly because of his good behavior. Today it is the firm belief of many jurists and most of the legal profession, as well as penologists and students of sociology that the indiscriminate application of this method has had much to do with the recent increase in crime.

Under the operation of the indeterminate sentence it has been the practice in prisons to tell incoming offenders that they can be paroled in a certain time if their conduct proves satisfactory and they show evidence of reform. However one may theorize as to the working of such a system practice has shown that frequently confirmed criminals have played the part so well as to be paroled at the expiration of their minimum term, while more accidental or occasional offenders unskilled in the art of simulation have had to serve out their full terms. Though, according to the rules of the game this has been fair play, according to practical working it has released for further criminal activity any number of really dangerous characters.

Under such circumstances it is obvious that some check must be devised. Otherwise many indeterminate sentences — and those are the rule rather than the exception nowadays — mean nothing more or less than a straight sentence and early opportunity for continued or intensive crime. What is to be done? A very striking and comprehensive effort toward a commonsense solution of the problem has been made in the State Reformatory, Rahway, New Jersey, although progress has been made in other prisons in classi-

ying offenders so as to clearly estimate the advisability of release after a certain period of confinement; also of satisfying a prisoner's innate desire for a certain line of work when paroled, or when released at the completion of sentence. Some three years ago the task of classification was attempted at Rahway because of a belief that it was not only dangerous for the individual but for the community at large to continue along the old lines of indiscriminate parole. In the following article Dr. Moore very definitely explains the system now in vogue in his institution.

CLASSIFICATION—WHAT HAS IT ACCOMPLISHED?

By DR. FRANK MOORE, Superintendent, New Jersey Reformatory.

The classification of offenders is the oldest, hardest and the most important problem of penology.

It is not, therefore, my feeling that I shall be able to solve it.

It is an Old Problem. Aristotle, the Greek Scientist, speaks of it. A Greek physiognomist, who examined Socrates' face, judged that the philosopher was brutal, sensuous and inclined to drunkenness and Socrates declared to his disciples that such, though he had overcome it, was his natural disposition.

Coming to more recent times Lombroso, the Italian, stands out as the most prominent. In his "The Delinquent Man," published in 1872, his classification was based almost entirely on the anthropological characteristics of criminals. It stressed the shape of the head, the size of the brain, features of the face and the character of the body, and immediately aroused a storm of criticism. His book "The Criminal Man," published in 1889, made sociological conditions the foundation of classification and it divided criminals into two main classes:

1st.—The Criminal, in which group were included the born, habitual, insane, epileptic criminal, and in fact all the more serious types of criminals.

2nd.—The Criminaloid or trivial, accidental and occasional offender.

There have been many others, both before and since Lombroso, who have patiently worked at this problem: Galernus, Gall, Morel, Ferri, Benedikt and others, but perhaps as valuable a contribution as has been made by anyone, either of earlier or later times, is that which has been given to the world by our own Dr. William Healy in his admirable study of the individual delinquent covering 1,000 cases. For though Dr. Healy does not pretend to classify, and frankly says he has only been interested in showing types of offenders, yet it may be that the most scientific and practical general classification of the offender yet made, may be based on a careful analysis and correlation of the splendid work he has accomplished.

It is a Hard Problem. There are so many physical, mental and moral fundamentals in human character, that if one of these is emphasized, at the expense of another, as we are apt to do, because of our own view point, all the others suffer. A human life is so complex that to work out a system of standards that will check and balance a man, and so estimate him for just what he is, is almost an impossible task.

It is an Important Problem. Difficult as is the classification of the offender, it is nevertheless most essential to his restoration to worthy citizenship. No worker in our important field of endeavor can expect ever to achieve the greatest success, unless he knows minutely and fully each individual with whom and for whom he labors. By careful and scientific tests, by patient and skillful study, those of us who work with human lives, must know intelligently what is the kind of man with whom we are working. Our failures, I am convinced, have been more largely due to our not knowing the weakness and strength of our men than to anything else. Every true prison official wants to see his men become law abiding, successful and happy. Tremendous energy has been put forth to accomplish this but much of our energy has been wasted, because there has not been a correct understanding of the man's real character. And when I say, therefore, that a proper classification is the most important thing in our penal work, I say that which I know is felt by us all. I am sure that we all agree, that when we become more skillful in the proper classification of the offender, we shall become wiser in our treatment of him and, therefore, accomplish more in our work with him.

There has been much progress made in the classification of offenders.

The prison, which originally was the only place where violators of the law were confined, and which had men, women and children in it who were sane or insane, normal, feeble-minded, or epileptic; guilty of both trivial and serious offenses, no longer, at least theoretically, holds such a population. Separate Women Prisons; Juvenile Institutions for boys and girls; Reformatories for male and female; Criminal Insane Hospitals; Epileptic Hospitals, and Feeble-minded Colonies; these modern institutions now have taken out of the old time prison many classes, that formerly were herded together in a awful and appalling conglomerate mass. This in itself has been a gigantic step toward the classification of the offender. No one would think of going back to the old common prison for all offenders. It would seem like returning to the dark ages, or worse still, almost to barbarism, and yet, due to careless sentences, inadequate court facilities and improper administration, there are still those in our prisons who should be in other institutions, and some in other institutions who ought to be in prison. This improper placing of the offender is a most serious handicap to the institution, and cannot help being a positive injury to the man who is its victim. Therefore, I wish to lay emphasis here upon the importance of insisting on having the offender, in all cases, sent to the proper institution. Any Judge or any administrator of the law who errs in this, is guilty of a serious maladministration of his office. Until this error is corrected, no institution can do its work as it should, and all its inmates must suffer. But, when an institution has the definite group of offenders which properly belongs to it, then it must not stop there. Then, its first duty is to still further classify all who are within its walls. This brings me to the important part of my paper, namely:

The Great Need of a Sane and Scientific Classification of Offenders in Each Separate Institution.

It is not necessary to argue concerning this need. It is admitted and has been sought for by all of us. The only thing that has hindered its being done is the difficulty of it. I want no one to think for a moment that I make

any pretensions to having solved these difficulties. I did not seek but was asked to read this paper. I confess that for nearly fourteen years I have had the feeling of one groping more or less in the dark on this question, and it may be I am dreaming still, if so, I want you to tell me. No claim to finality or perfection is made by those of us who are working on this problem. We realize that in this work there is still more or less the element of experiment. But we do feel that we are proceeding not by guess work but are guided by experience and scientific methods which have been proven. Therefore, I am glad of having the opportunity of telling you what we have been doing on the subject of classification in New Jersey in order that I might get your reaction and criticisms, for I realize that I am speaking to a company of expert men and women whose opinions are valuable.

About three years ago we undertook a certain kind of classification in our Reformatory, concerning the feasibility of which at that time I personally was in great doubt, but some of the members of my board felt that we ought to do something and as this plan which I shall describe seemed to be a step forward, we tried it.

Under the operation of the indeterminate sentence, as we have it, we had been receiving each inmate on the same basis, no matter what was his crime or previous history, and we had been saying to them all, that they could be paroled in the same length of time if they were perfect in their conduct and could show evidences of reform. There were those of us who felt that this created a feeling of fairness and relieved the institution of any charge of partiality, which seemed to be very desirable, but there were others on our board who had the feeling that this plan was really unfair. They were of the opinion that to keep a man for a minimum of one year, who had been guilty of a serious offense and to keep a younger offender, guilty of a slight offense, the same length of time, was an injustice to the younger offender. So we worked out a classification of four groups, fixing the minimum time of each at 9, 12, 15, and 18 months, making the 9 and 18 months group elastic so that the first group might be reduced to 3 or 6 months and the last group increased up to two years. And we placed all inmates, according to their character and crime in one of these groups which we called A, B, C, and D. My fear was that those who were put in D group for 18 months would feel that they had been unfairly dealt with in not being put in the 9 months group where someone else had been placed. But in this I was mistaken. There has been no such feeling and out of about 1,000 cases classified in this way, there have not been more than 10 who have asked for a reclassification. So that in this regard I can frankly say the plan has worked well.

There is this other merit to this plan. It seems sound in that it provides longer correctional treatment for the more serious and repeated offender, who because of the seriousness of his offense, or the fact of his being a recidivist, indicated that he was a more obstinate offender and therefore, could not reasonably be supposed to be amenable to a fundamental change in his character without longer treatment.

The great weakness in this plan of classification, as I see it however, is that it is a classification based on time only. For though we say to a man you are going to be paroled at a certain time IF YOU CAN SHOW THAT

YOU ARE REFORMED, yet in reality, practically all offenders are let out, when the time comes which has been set, if they have behaved themselves.

The Very Apparent Reason for this is that No Board Feels that it Can Really Judge the Man Who is Before Them as to Whether He is Reformed or Not. All the man has to do is to say he has reformed which is an easy and natural thing for him to say and the board says, "Well he has made his time, let's give him the benefit of the doubt, let's give him a trial," and so in this way practically all are released. This undoubtedly is one reason why there are so many failures on parole.

I feel, and I wonder if you do not have the same feeling, that any system of parole based on time is a source of weakness to the training of an institution since the thing which seems to be uppermost in the inmate's mind all the while he is in confinement, is the length of time he has to do and not the more serious question of his own individual improvement in learning, industry and character. He simply does his time and the doing of it consumes all his thoughts to the exclusion of almost everything else. So he goes out without having become what it was expected he would be. All the credit schemes and merit marks and many other cunningly devised methods of badges, privileges and honor groups are all a camouflage to him. Under it all he feels that he is doing time and that when that is done he goes free.

It is for this reason that we have felt the need for a new kind of classification which we are just now in our Reformatory undertaking to start. That new system is this: After a man's history is taken, covering the usual things in the usual way, then our physician examines him to see what he needs physically, and if there are any defects that are a serious handicap to the man, these, if it is possible, must be corrected. Then our psychiatrist examines him to see whether there are any symptoms of insanity. If so, he is sent to an Insane Hospital that these may be corrected, if possible. Then our psychologist takes him in hand, puts him through the Binet, the Army and other psychological tests to find out his mental possibilities. In addition to this he gives him a thorough examination, using the most highly accredited vocational guidance tests in order that he may accurately estimate his industrial ability and adaptability. When these tests are made, the man is rated as being able to rise to a certain school level and to attain a certain grade of industrial work. By these tests it has been found that the population in our institution divides itself industrially as follows:

First.—Unskilled or incapable of trade training.....	21.5 per cent
Second.—Semi-skilled or capable of limited trade training.....	38. per cent
Third.—Average trade ability.....	33. per cent
Fourth.—Journeyman or high grade clerical help.....	6.5 per cent
Fifth.—Foreman grade of ability.....	1. per cent

On the theory that the reformatory is for the man and not the man for it, all the industries of the institution have been organized into courses of training developed so as to fit the needs of all these five industrial grades of inmates. The courses of training in the shops are so laid down that an

inmate when he is received can be placed in the industry he selects, at just where he is able to begin. He is then told that his ability to learn a trade is such that he ought to reach a certain definite point in the training of that shop, and that that point must be reached by him in a satisfactory manner before he can be heard for parole. The same method is also applied to him in the Book School. For example: In the school it is found that when he enters, his educational level is say the 2nd grade, but tests show that he has mental ability sufficient to permit him to reach a level of the 5th grade, hence that is required. We have been greatly aided in working out the details of this system by the professional staff of our central board of control.

This system seems to us to be a practical classification of every man in the institution, making it possible to assign him to the kind of work of which he is capable, dividing the men in the same way as they are divided in the industrial world, thereby furnishing an intelligent basis for placing them when paroled.

But that which this classification has made possible, and that which to my mind is even of greater value, is that it gives us the opportunity of doing away with the time element in determining parole. It enables us to say to a man soon after he is received: "We find you are a man of average trade skill. You say you would like to become a plumber. We find you are capable of attaining a fair degree of proficiency in that trade. Here is our course of training in that shop. You must complete this in a satisfactory manner up to a certain point," naming the point to which his ability will permit him to rise, "before you can be heard for parole." In addition to that we tell him that he must also reach a grade in school which the test indicates he is able to reach. We say to him, "We think it may possibly take you 18 months to do all this. It may be that by great diligence you can do it in 15 months or less or it may be that if you do not apply yourself it will take you longer. That however is all in your hands." To illustrate the system let us take an actual case of an inmate, whom I will call John Doe, who was committed for the larceny of an automobile. The test showed him to have a mental age of 12-13 years, a learning ability equal to a 7th grade level and he says he has attained that grade in school. He has however to prove that he can do the 7th grade, if he cannot, he must take that grade and pass a satisfactory examination in it. When he has done that he will not be required to do any more schooling because it is shown by the test that he does not have the ability to go higher. In his vocational test made by the Stenquist aptitude test he showed that he had industrial ability which would enable him to reach the 3rd or journeyman grade in the machine shop. He has been started in at grade 1 or novice class. He will have to go through apprentice work to journeyman and show himself able to do in a satisfactory manner at least low grade journeyman's work. This will probably take him 15 months. It may take him longer. That depends on how he applies himself. This young man if he does not go to school will receive trade technical training in addition to actual shop manipulation. If he does not develop as expected in his shop assignment, provision is made for reclassification and assignment.

This matter of requiring that the offender shall attain a certain standard in order to be entitled to be paroled is the only part of this classification to which I lay any personal claim for credit.

Its value, it seems to me, lies in the fact that it opens the way for dispensing with the time element and permits the emphasis to be placed on accomplishment, where it belongs.

It does away with sending a man out who has merely done time and places him in the world again only when he has been fully fitted, as far as his ability will allow, to do his part.

A most encouraging feature of this new system so far as I see it is the very favorable reaction of the offender himself to it.

I know of no step that is as important as this, for if we can make parole mean graduation from a course of instruction in a practical trade and the reaching of the school level of which the offender is capable, we have created in him a new idea in life. He sees what he can do in honorable things. He goes out proud of himself and his achievements, with confidence in himself that he can do it and anxious to show it to the world. This system, it seems to me, will change the offender from a cunning trickster, trying to get away with everything he can, without losing time, to a real honest man of industry, anxious to learn all he can. It changes the Superintendent or Warden too, from a turnkey to the level of a principal of a school, or the president of a college, and when once this system is thoroughly established as I believe it can be and will be in all our correctional institutions, society will no longer look with horror on the grey walls by which we are surrounded, but they having become correctional institutions through education, the people will regard them with a pride, the equal if not greater than that which they have when they look upon our universities. So our prisons will be changed, not into hospitals but into real educational institutions doing a work even greater than the college or technical school, for they will be succeeding with the most difficult class of society and be deserving of a credit greater than any college, which has the easy problem of training the favored and talented.

When this has been done, as I see it, there will yet remain one further step to take and that is a *scientific moral classification* or perhaps I will convey my meaning more clearly by saying the invention of a *scientific moral measure*. I do not have time to develop this. I can only mention it. We can never succeed in reforming a man fully until we have some means of knowing what is the secret of his moral weakness. My thought is that tests need to be created which will show what is the cause of a man's moral failures. Three things in the human mind or soul, or whatever you choose to call it, seem to be the fundamental forces which underlie a man's acts: His judgment, his affection and his will.

What kind of judgment does he have?

What kind of affection does he have?

What kind of will does he have?

In which is he weak?

I know I am not stating this problem according to the accredited psychological theory when I divide the mind into the separate faculties which I have just named. I am simply stating this problem from the practical standpoint of a layman and from the point of view of one who feels that in order to make a moral diagnosis of any man you must be able to put your finger on that factor or that operation of the mind which is wrong.

Nevertheless, however that may be, we shall by scientific tests yet be able to find out accurately where the man is weak and place our finger upon the thing that is morally lacking.

Thus having morally diagnosed him by scientific tests in the hands of expert examiners we shall lay down a system of treatment that will bring the judgment, affection, will, or in fact the whole moral man up to the normal where the accepted moral standards of society can be met. To illustrate: I had a young man sent to the Reformatory for a sex crime. I applied to him a very crude test of my own invention. I found his weakness was in his will. I asked him what it was that he wanted to do and had not been able to do. He said he wanted to cease this evil practice. I asked him what else. He said he wanted to learn stenography, but though he had tried he could not succeed. Having found out where he was weak I said to him, "You are going to learn stenography and when you fail in your work in the class I am going to require the teacher to report your failure to me." Six months went by and I heard nothing from the teacher. I then called the young man and asked him about shorthand. "I have learned it," he said, "All right" I said, "I haven't mentioned to you the crime for which you came to the institution. I wanted that to be kept out of your mind as much as possible. I am now going to send you to our Road Camp, where you will find plenty of temptation. Remember you have succeeded in stenography and you must succeed and overcome this weakness of yours." He did, and has now almost completed his parole, without any marks against him.

I repeat, the greatest need yet remaining as I see it in our work is a scientific moral classification founded on reliable tests which go beyond a man's acts into the realm of his thought life. Here is where our Chaplains need to help. We have come to a time where we do not need preaching so much as scientific and individual moral treatment.

The man who shall perfect such tests and cut this Gordian knot will need to use a sword of keenest steel but he will accomplish a greater thing than if he had subdued kingdoms.

We have now come to the time when we must leave all our hit and miss methods in dealing with the offender and seek a new and more enlightened way. Already I believe we are seeing the dawn of a brighter day with more real sympathy and hope in it for those who have gone astray. It is not always going to let men out of prison sooner but it is going to let them out better men and fewer of them will come back. If you think I am right, or at least am on the right track on this question of classification then let me ask you to help it along by seriously considering it, by trying it out, by finding out the faults it has and helping to correct them. Let us work to get our judges educated and the public enlightened and our laws where they are in any way inadequate, amended. Let us get into our institutions trained men who can do the work accurately and let us not be afraid of expense, for penuriousness in such an important matter is false economy.

If you think I am wrong, if my position is a fallacious one, then let us throw the whole thing away and stop where we are like those lost in a wilderness, but let us still cry for a new and brighter light to shine upon our way which will give to us a more definite knowledge of our brother man so that we may yet lead him out into a life of greater promise.

CHAPTER IV.

"THE COUNTY JAIL MUST GO."

Lesser correctional institutions like county jails, workhouses, houses of correction and county penitentiaries, are generally administered as if the idea of reformation were unsuited for the type of offenders incarcerated in these institutions. Far too often the visitor to these institutions hears the callous and weary statement of those in charge, "We have only bums and drunks in a place like this." Yet the plain truth is that "places like this" are institutions through which thousands pass, many of whom are presumably innocent under the law, and many of whom also are later sent to reformatories or prisons where efforts at reformation are uppermost in mind. What a paradox in our treatment of offenders that we make offenders pass through our worst schools first; debasing, filthy training schools of vice and hopelessness.

The Secretary of the Howard Association of London stated at the time of the last International Prison Congress in 1910: "The great conviction which thrust itself upon the minds of every one of the foreign delegates with whom I have spoken was the extraordinary quality of your American reformatories, and the extraordinary defects of your town and county jails. Every jail I saw ought to be wiped off the face of the earth." The Prison Association would not be so iconoclastic. We believe that the county jails and the county penitentiaries can be made places of reformation, yet we are just as firmly of the opinion that so long as jails and penitentiaries in this State and others are under county management, the day of systematic industry and reformatory influences in the jails and penitentiaries will be absent. We urge, therefore, as the first step toward the reformation of our county jail system, the extension of the direct control of the State to these institutions.

The glaring defects and abuses that exist in our county jail system have been described again and again in the reports of this Association. During the years 1911 to 1918, through the activities of its Bureau of Inspection and Research, the Association persistently campaigned for the abolition of the deplorable idleness existing among sentenced prisoners in the county jails in New York State, and also for the improvement of the living conditions and management of these institutions. While the condition of idleness was relieved in a number of jails yet it was more and more impressed upon the Association that this problem could not be handled unless the sentenced prisoners were committed to institutions where they could be dealt with in larger units and under more generally favorable circumstances. Indeed the great and overshadowing deficiency of the penal system of the United States can be traced to the county jail. The entire system of arrangement and government in our county

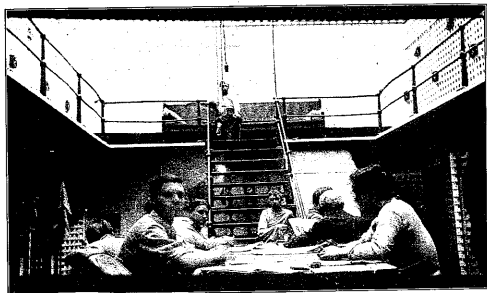
jails needs a radical reform — needs in fact revolutionizing. Here is a field of great work for the efforts of prison reform. Its accomplishment is a herculean undertaking, no doubt, but it can be done. Faith, patience, zeal, active and cooperative effort are essential elements of the problem; but these elements being given the solution of the problem — the success of the undertaking — is certain.

The county jail has not found a defender in the many years that it has existed. There are approximately 2,500 of these institutions in the United States, 66 of which are in the State of New York. It is as a system a combination of evils known, exploited, deplored. The entire jail system of the whole State is iniquitous, and the jails themselves are but centres of pollution, deftly if unintentionally distributed. Civic wisdom has thus far failed to find an effective remedy for the evils of the jail system and the jails. The more modern and improved jail structures scarcely palliate the evils of jail imprisonment, and the county penitentiaries which were established more than half a century ago with good intention, only mitigated the evils for a time, and that was more apparent than real. These penitentiaries, hostleries for misdemeanants, were always practically convict prisons managed mainly for profit, but since the enactment of prison labor legislation abolishing the contract system have become but jails where short term prisoners are confined, mostly in idleness and without systematic instruction either in labor or letters. The defects of the jail system briefly are as follows:

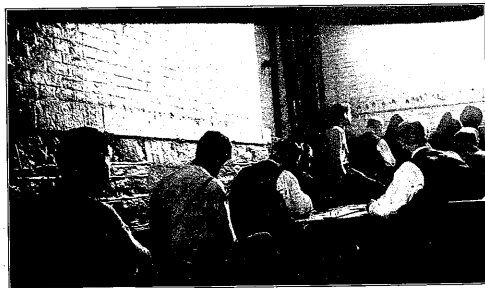
First, the association in idleness and the unrestrained communication of prisoners confined in jails. This pernicious practice is attributable to (a) Defective arrangement of jail buildings, making it difficult to separate the prisoners as they should be during the whole time of their confinement in jail. (b) The difficulty of dealing with the problem of prison labor. (c) The prevalent good-natured careless sentiment with sheriffs, jailers and others to the effect that jail prisoners ought not to be crossed, but should be indulged in their desire to associate and communicate with each other; and then (d) to the common notion that jail prisoners are more tractable when they are thus indulged, and are more serviceable for convenient or supposed economy in performance of routine jail duties.

Secondly, the use of county jails for imprisonment of prisoners finally sentenced, instead of sending the prisoners to the county penitentiaries. This retention of penitentiary prisoners in jails is explained by the terms of contracts between the counties and the penitentiaries, which are so phrased as to exclude from the penitentiaries prisoners from outside counties sentenced for less than sixty days, and by the practice of magistrates of making sentences often fifty-nine days or less, and so sending prisoners to the jails instead of to the penitentiaries. By such means the income of the sheriff under the old fee system was increased. The prisoner and his friends were sometimes thus accommodated, and such short sentences to the jail served to satisfy a traditional vague estimation of justice or punishment. *The presence of these sentenced jail prisoners increase the difficulties of jail management, and in truth*

WHAT THE PRESENT COUNTY JAIL SYSTEM OFFERS

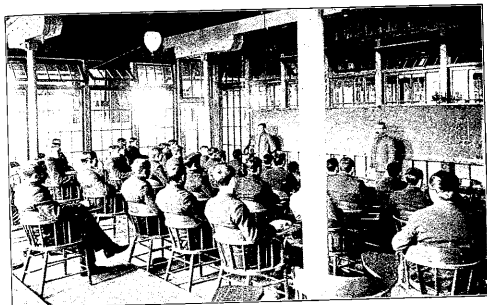


Deterioration Through Idleness

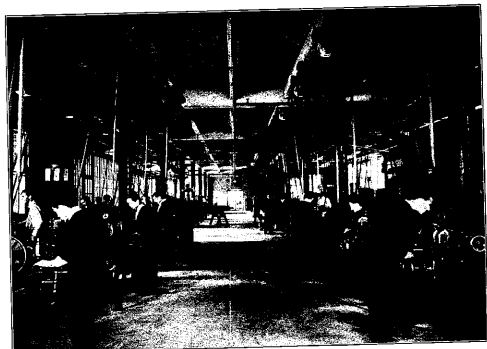


Vicious Commingling

WHAT SHOULD BE AVAILABLE FOR PRISONERS



Academic Training



Vocational Training

diverts the jail from its only proper use, namely, for the temporary detention of prisoners who are awaiting the action of the courts.

The third cause is parsimony and indifference on the part of the county authorities, the jail officials and the community, as to jail administration. There is usually not a sufficient number of employees to supervise the jail prisoners so as to prevent improper communication and contact. The small expenditure required to instruct and occupy the prisoners is withheld and there is generally indifference to and absence of effort for their recovery to logical and provident behavior, whether they are under sentence or awaiting trial.

The Sheriff, with whom the responsibility of keeping the jail is lodged, begins his term without any practical knowledge of jail keeping, and as soon as he has acquired a little experience his term of office expires and he is, under our State constitution, ineligible for re-election. The jail becomes the perquisite of the next successful political manipulator who can capture this desired office. In the management of the jail the sheriff has but the slightest responsibility to the State, and the political party that has put him in charge demands no more of him than that he shall so conduct the jail as to avoid scandal and not affect the majority unfavorably at the next election by making expenses heavier than the patient taxpayer is willing to bear. Prisoners in the county jails are sentenced for breaking State laws—and the State permits the counties to punish them and at once becomes careless as to how they are dealt with.

Attempt at Solution Under Way

There is at present at work in this State a cooperating group formed for the purpose of solving so far as possible the county jail problem in this State. The chairman of the Committee is Mr. George W. Wickersham, Chairman of the Executive Committee of the Prison Association of New York. The Committee is made up of representatives from the State Commission of Prisons; the Prison Association of New York; the National Committee on Prisons and Prison Labor; the Women's Prison Association; the New York State Federation of Labor; the National Committee for Mental Hygiene; the State Board of Charities; the Westchester County Commission of Charities and Correction; the New York State Federation of Women's Clubs; the State Charities Aid Association; the New York State Association, and the Women's Municipal League. Important data has been collected and it is expected that during the early part of the year the Committee will submit its report and begin its campaign of enlisting the aid of the Governor of the State, members of the Legislature, and various official groups throughout the State, in support of its findings and recommendations. Such action will be preparatory to submitting to the 1924 Legislature the necessary measures to make the Committee's plan effective. The action of the Committee is of signal importance and the success of its programme in whole or part will be a decided step forward. There is unquestionably need for similar action in practically every State of the Union. The extension

of activities similar to those of the Committee is the only hope for the elimination of the evils of the county jail system throughout the country.

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CHAPTER V

SELECTION OF PRISON OFFICERS AND GUARDS

During the last decade the efforts for prison progress have been principally directed to the matter of the treatment of prisoners, the construction of buildings, prison labor, food and clothing, classification, indeterminate sentence, parole, education and the mental study of inmates.

Comparatively little has been done to improve the methods employed for the selection of officials and subordinates, and practically nothing has been done to provide means for the necessary training of such officers and subordinates. These matters have, indeed, been discussed from time to time, but no more. This angle of the prison problem surely is of no small importance and is as essential to substantial progress as the features enumerated above.

Penal institutions are gradually being looked upon as serving either of two purposes. First, for the reformation of offenders, and, secondly, for the permanent detention of those who need custodial care. The public should learn that the supervision and treatment of offenders is essentially a task for persons with certain natural qualifications and specialized training.

It is interesting to note that the New York State Legislature in 1847 enacted a law providing as follows:

"No appointment shall be made in any of the state prisons of this State on the grounds of political partisanship; but honesty, capacity and adaptation shall constitute the rule for appointments, and any violation of this rule shall be sufficient cause for the removing from office of the officer committing such violation."

Time has shown us that both the spirit and the letter of this law have been violated, and if the penalty of imprisonment had followed conviction for every violation, it is probable that many of our prison officials would have found themselves included among those whom they were appointed to supervise. In one of our prisons alone in the space of some seventy years we have had thirty-six wardens. Surely this was not because men increasingly fit for the job were found in such quick succession. A noted lawyer has been quoted as saying that there are two kinds of laws, one kind to be strictly observed and the other to satisfy the reformers. On the basis of experience it would seem that the legislation referred to belongs to the latter class. The New York State Legislature in 1883 embodied the principle of appointments on the basis of merit and fitness, and the same idea has been included in the New York State Constitution.

There are two distinct features involved in the appointment of prison employees. One, the method of appointment and tenure of office, and the other the question of their fitness and training. As to

the first, the various civil service laws have gradually eliminated the worst aspects of the political spoils system in our state and city prisons and in a few of our county institutions, by bringing the appointment of subordinate employees under the civil service system. But, on the other hand, there is still painful evidence that men are chosen for responsible positions in our penal systems and institutions without adequate experience or fitness.

The county institutions, which are not under the jurisdiction of the State Department of Prisons in this State, stand as the most conspicuous examples of out-and-out political appointments. Some of these appointments are made by the sheriff, who is an elected officer, and others are made directly by the county board of supervisors. The candidate for sheriff is usually chosen because his time has arrived for political compensation. If elected, he is expected to take care of the members of his own party in the distribution of jobs, and it is not at all infrequent to find him appointing members of his own family. For instance one case is known where the sheriff appointed his two sons as guards, two nephews to supervise gangs in the stone shed, his wife as cook, and his daughter as matron. From the standpoint of practical politics such methods, of course, are natural, but for the more definite assurance of proper administration of a penal institution it is all wrong. In New York State it is not possible for the sheriff to succeed himself. In most counties the term of office is for three years. Generally at the end of this period the entire jail staff changes, whether good or bad, and another period of experimenting and learning by a new staff follows. So it goes from one period to another, with the important work of caring for prisoners passing from the hands of one set of inexperienced persons to the hands of another.

It cannot be denied that appointments on the basis of political merit are largely responsible for the discouraging and unprogressive situations so frequently found. The need of obtaining the right man for the job seems negligible when compared with the importance of paying a political debt. The very first national prison congress in its Declaration of Principles, adopted and promulgated in 1870, said that:

"The two master forces opposed to the reform of the prison systems of our several States are political appointments and a consequent instability of administration. Until both are eliminated, the needed reforms are impossible."

In this State, when our prison system was under the control of a board of inspectors, a newly elected inspector would sometimes claim the right to remove one-third of the employees of the prisons and replace them with men of his own selection. This no longer exists, since all keepers are now appointed from civil service lists. However, wardens, superintendents of industries and some employees in the office of the State Superintendent of Prisons are still open to political patronage. It is encouraging to note that a commission appointed by

the present Governor of this State, in urging the establishment of a state department of correction, recommended the appointment of state prison wardens by civil service examinations. In New York City it was once the practice to have the warden of the penitentiary appointed by the mayor, and the keepers by the Board of Aldermen. Frequently they were of different parties, and discord with all its evil phases followed. All this has been eliminated by the introduction of civil service regulations applying to both wardens and keepers and by placing the institutions under a central control, namely the City Department of Correction.

A similar situation was pointed out in connection with a county penitentiary in a nearby State. The warden was appointed by one party and the keepers by another. No effective authority could be exercised by the warden because of the political strength of his subordinates.

Under a system of civil service it is reasonably possible to procure the best persons for positions. The political phase can be almost completely eliminated. Such a system should include a preliminary examination as proof of general intelligence, a probationary period to demonstrate practical qualities of character and fitness and promotion through grades of rank and payment, to encourage men to advance themselves and be faithful to duty. Permanency of office during good behavior and satisfactory service is practically assured. The establishment of such principles as the basis of conducting a correctional system is the one sure way of attracting and holding men of intelligence, character and ability. I do not mean to give the impression that civil service is without fault or entirely free of political interference, but no matter how great the faults may be, the system is bound to be superior to the old ways. The thing to do is to strengthen weak spots rather than condemn it because of them.

But all this relates to the picking and holding of employees only. How shall they be prepared for their difficult and varied duties? To quote again the first American National Prison Congress:

"Special training, as well as high qualities of head and heart, is required to make a good prison or reformatory officer. Then only will the administration of public punishment become scientific, uniform and successful, when it is raised to the dignity of a profession and men are specially trained for it as they are for other pursuits."

There is no way now of training them prior to their appointments, and only the rough and necessarily long "school of experience" on the job after appointment. The education of prison officers and guards should be made a part of the correctional system in every State. This is essential in support of the policy of admitting only trained and efficient men to the highest positions. In the New York City Department of Correction during the term of Commissioner B. G. Lewis, a correspondence system of instruction for guards was established. This plan was warmly received by the guards and gave

very satisfactory results, but was not developed or maintained. The late Professor Henderson tersely states the needs of the situation:

"Within each prison," he says, "there should be systematic instruction of subordinate officers. The practical and technical training in the duties of each position can be given only by means of the daily routine, under the regulation of warden and board. But theory and practice must go together if we are to secure the highest results. The meeting in council of all the prison officers is a favorable opportunity for considering not merely the actual rules and life of the establishment but also the principles and reasons which underlie all specific actions. Men who move mechanically, under specific orders, without being taught to consider the reasons, become automatons, lack initiative and invention, and become mere slaves of monotonous routine. Energetic and effective men soon seek escape from this deadly grind, where creative mental activity has no outlet of expression."

In addition to security of tenure and protection from political charges, the jobs of officers and guards in penal institutions should be made sufficiently attractive in respect to salaries and hours to induce men to enter the service and continue in it. In our New York City Department of Correction, the low pay compels employees to seek other employment. At present the guards of the department are being taught to consider the reasons, become automatons, lack initiative and invention, and become mere slaves of monotonous routine. Energetic and effective men soon seek escape from this deadly grind, where creative mental activity has no outlet of expression.

Together with a fair compensation there should be a pension system, to be supported jointly by State or county and the employees. Another detriment to the service is the long hours of duty. So far as practicable the three-shift plan of eight hours to a shift should be worked. This plan is in operation in a few institutions in New York State, even in some county jails, and has proved a great benefit to the service.

In the State of New York the civil service system applies to all state institutions and to a few county institutions. It is necessary now to extend the system so it will apply to all county and municipal units as well. But a training school for prison officials exists nowhere in the State.

There are two things, therefore, that we need: the extension of the civil service system to all local institutions and the establishment somewhere of a training school for officials who might subsequently be appointed in either the state or the local institutions. There are two ways in which we could drive for these results. One is by working independently for the extension of civil service and for the establishment of an independent training school. The other method is the one recently suggested and so generally advocated by many persons and for a variety of reasons, namely, through the establishment of a State Department of Correction. Such a department could

automatically both extend and improve the civil service system and also present facilities for the organization of a training school that could easily combine the necessary theoretical and practical training preliminary to appointments and the further training for the purposes of promotion. As a practical matter it may be that the latter plan is the better. It has the support of many persons and many interests. It has advantages for improvement in methods of reformation and custodial care, and would therefore enlist the support of interest of those primarily interested in such aspects. Would it not, therefore, be best for those who seek to raise the standards of prison employees to strengthen the movement for a State Department of Correction, which then, in addition to its own advantages, would inevitably result also in improving the status of employees. I feel that this is perhaps the most pressing immediate need and the most hopeful general plan.

CHAPTER VI

MUSIC IN CORRECTIONAL INSTITUTIONS

As a result of his experience during the war as Director of the Community Singing Department for the Northern Division of War Camp Community Service, Dr. O. F. Lewis, the late General Secretary of the Prison Association of New York, saw the infinite possibilities of music in institutions. On his initiative there was formed a Committee which is known as the Committee for the Study of Music in Institutions. Dr. Lewis was the first Chairman and since his death Mr. C. M. Tremaine, Director of the National Bureau for the Advancement of Music, has been Acting Chairman. Other members of the Committee are Mr. L. F. Hanmer, Director of Recreation of the Russell Sage Foundation; Mrs. H. Hobart Porter, President of the Board of Managers of the Wayside Home, Valley Stream, Long Island; Dr. William C. Sandy, Director, Bureau of Mental Health, Department of Public Welfare, Harrisburg, Pennsylvania; Dr. Mason Pitman, Superintendent of the Colored Orphan Asylum, Riverdale, New York; Mrs. Frederick Almy; Miss E. M. Hafford, Superintendent of the Wayside Home, and Mr. E. R. Cass, succeeding Dr. Lewis and representing the New York Prison Association.

Closely interwoven with the formation of the Committee is Mr. Willem van de Wall, a very unusual and interesting worker. He is the agent of the Committee and is endeavoring to clearly demonstrate that music is of far greater importance in the care of the unfortunate inmates of public and private institutions than has yet been realized. The relation of music to behavior in corrective institutions, its quieting effects on persons suffering from nervous and mental disorders, have been indisputably proven since Mr. van de Wall has been at work. Remarkable results have been accomplished in the New York State Hospital for the Insane at Central Islip; at the Bedford Reformatory for Women; the Workhouse on Welfare

Island; the Boys' Club in New York City; the Colored Orphan Asylum at Riverdale, and other institutions. Mr. van de Wall's work is to a noticeable degree definitely connected with the new plans of the New York State Hospital Commission, which plans emphasize the need of therapeutic measures in dealing with the insane, this being a departure from the mere custodial care idea.

The following article which has been prepared by Mr. van de Wall, so clearly demonstrates the purpose of the Committee and its activities, that further introduction is wholly unnecessary. The Prison Association is proud of the fact that this unusual and meritorious experiment was started by its late General Secretary, and, further, because of its continued affiliation with the undertaking.

MUSIC IN CORRECTIONAL INSTITUTIONS

BY WILEM VAN DE WALL, Director, Committee for the Study of Music in Institutions.

The musical activities described in the following report as having been conducted in four correctional institutions in New York State were based on the following theories:

(1) Music has a place in correctional institutions if it acts as a stimulant of constructive and socializing energies, in a program which in its entirety makes for physical, mental and moral regeneration.

(2) Musical activities are not intended to constitute a merely *diversional* pastime for men, women and children segregated by the civil authorities on account of their delinquent or criminal conduct, but they are bestowed on these socially immature unfortunates as inducements and opportunities to concentrate themselves upon the task of expressing the better self along lines of aesthetic discipline and harmonious teamwork, thus enabling the anti-social and subnormal individual to rise in actual conduct to a higher level of self-expression and social behavior.

These principles were applied and tested in the following institutions:

A. The Workhouse for Women of the City of New York, Welfare Island, New York City.

B. The House of the Holy Family, Second Avenue & Eighth Street, New York City. A Catholic home for minor delinquents.

C. The Wayside Home, Valley Stream, L. I., N. Y. A Protestant home for female first offenders.

D. New York State Reformatory for Women, Bedford Hills, N. Y.

Each of these four institutions covers a different section of the field of correctional endeavor; taken all together, they fairly well represent the entire organization built up for the reclamation of the female offender.

A. The Workhouse for Women of the City of New York

Introduction. Through the courtesy and cooperation of the Commissioner of Correction, Mr. Hamilton, and the Superintendent of the Workhouse, Mrs. Lilly, I received permission to visit the Workhouse once a week for the purpose of engaging the inmates in musical exercises. I enjoyed also the cooperation of Mrs. Wilcox, Miss Gate, and Mrs. Metzler, of the Extension

Bureau of the Board of Education. My first visit took place on October 6, 1921, and my last on May 3, 1922, when a final concert was given at the Workhouse by the inmates, for the inmates, in the presence of the Commissioner and various prominent guests.

Music in the Institutional Program.—The application of my stated principles was effected through the arrangement of the Superintendent which made the weekly music session an appendix of the school course conducted by the Extension Department of the Board of Education in the prison. It thus became: (1) A reward for regular school attendance; and (2) an incentive to attend the school.

Results.—(1) The weekly musical of Wednesday afternoon developed into a regular gathering of the better-behaved elements of the prison population, not engaged in essential work or detained on account of sickness. But the class proved so popular that all non-essential work was permitted to be stopped, and this was very willingly made up for later. Even crippled and very much down-and-out women stumbled in, assisted by crutches and sisterly friends, eager not to forego this oasis in the dreary institutional desert, this "heaven in hell," as one atrophied, aged outcast one day called it.

(2) School attendance increased at once. Starting with about a dozen women, we increased to sixty or seventy, which represented about a third of the prison population. There was no desire at any time, either on the part of the officials or of the inmates, to make this affair a "free bout" for everybody. These houses of correctional segregation of shorter and longer sentences will always be found to lodge a certain number of miserable outcasts who are not able or willing to participate in anything decent or show ability or willingness to let others do and enjoy anything good and pleasant which does not benefit their limited and low brand of atavistic cravings. We must, however, discriminate between the *low* and the *rough*. The rougher, uncouth, type is not always the worst. It is often made up of explosive, naive and impulsive temperaments, who express themselves just as they feel at the moment. Our musical work engaged the very intense interest of many of these overcharged dynamos of human energy and they found an enormous emotional outlet in singing. Just these types were sometimes the most encouraging subjects. Often they brushed into the classroom, brimming over with foolish jail noises, just released from their cells, like animals stretching themselves after long inactivity behind the bars, swaying with their bodies, arms and legs in a "never mind what becomes of me" fashion, and tossing their profuse and fantastically arranged hair with a daring energy, so much needed for better purposes than the institutional "show-off."

A half-hour of continuous singing, starting with a yelling of "The Star-Spangled Banner," gradually moderating in time and intensity to, finally, a softly hummed "Sleep, My Child, and Peace Attend Thee," never failed to exhaust surplus emotional energy, grasp the upward-grooping soul, and mould the ill-mannered, self-advertising, noisy and obnoxious individual into a well-behaving, self-restrained and pleasingly cooperative personality.

Aesthetic Values Obtained.—Before describing the program a word about the rendition itself:

The essence of all art is soul. Technique is only a means of expression, not its end. A faultless technique without a definite message from the soul—

life to the world is like well-perfected telegraph apparatus without a message to convey; it does not serve a purpose. Now the first mission of art is to express the emotional self. The beginning of all music is not sound, sound being merely a means of transmission, but the human cry, which is the reaction of the self on experience, projected by the individual through the air in sound-producing vibrations.

Therefore I allowed these women of strong emotional make-up first of all to express themselves in conversation on whatever was most pleasing within them, and then we picked out a song which voiced more or less the fundamental feeling tone of their affective trends. And we sang it. The consequence was always a genuine unburdening of that which burned within the physically and mentally incarcerated soul day and night, mostly a despairing cry for self-attainment of happiness uttered through strains heavy with melancholy, sultry like the atmosphere of a stormy summer night.

Our musical exercises consisted primarily of group and solo singing. Instrumental experiments never yielded results worth the time expended. The weekly hour will not do for developing possible instrumental talent. It would demand too much individual attention at the expense of the group. From time to time a woman was pushed by the others to the piano as having in a weak moment professed being a piano player, but with the one exception of an old Negro woman, who showed an enviable proficiency in syncopative rattling on the keyboard, no inmate ever showed a reasonable efficiency on any instrument. Instrumental skill necessitates concentration and perseverance, qualities usually foreign to the inmate's character. In fact, they would not be in jail did they possess these qualities, developed along wholesome lines.

But when it came to singing, no Metropolitan Opera chorus could measure up in intensity of emotion to the workhouse prisoners chorus. If these women had but lived their lives as they sang their songs many of them would have been angels instead of demons. As a whole they developed a strong inclination toward part-singing, to which age and color in so far as the negroid type is concerned, contributed. The general volume of the ensemble was mature and full, rather dark of color, and pregnant with heavy and strong passions. The dynamic power of their vocal expression, of such an intrinsic force that it often overawed me, and the delinquency and criminality of many of these women, giants in muscle and physique, seemed to me caused rather by energy running amuck than by its absence. It became my greatest desire to help direct that energy into constructive channels.

The tonal quality, varying with the individuals between rough and timid and tender, was for the group entire energetic and peculiarly pleasing, appealing by a tone color of a poignant vibration, never heard outside a jail, which Beethoven must have known and aimed at when composing his grand chorus of the prisoners in his only opera, "Fidelio."

The favorite selection for solo-singing of the average American prisoner, especially of the most prevalent middle and lower voices, is "A Perfect Day." I shall never forget the rendition of this sentimental number by a fright-conjuring, rough type of woman, who sang it with the remnant of a beautiful voice, revealing a mind susceptible to expression of the most delicate feelings, of which she must have had the impress in her life. And "Eh, Eh,"

the classic Jewish dramatic religious anthem,—how it was rendered (I cannot say sung, because there was no voice) by a miserably emaciated, vulgar-looking wreck of a Polish immigrant woman, pale and haggard, unkempt and untidy, hobbling on crutches. This woman threw herself so passionately into the song, and reached such imposing moments of despair and religious ecstasy, that parallel pictures of Shakespearean characters played by stars of the Rialto flashed across my memory.

Then there was a French girl, convicted of stealing from church poor-boxes, who sang "La Réve de Manon" with the angelic sonority of the French light soprano. And again, the singing of "La Paloma" by a Spanish girl whose morality was as slender as her figure, but who was sublime in her rhythm, and extremely decent in her behavior toward me. She often gave as an encore after having received ovations of applause, exploding in such salvos as only prison walls ever echo, a violin solo through the medium of her nose, with such a baffling resemblance to a violin tone resounding from a far distance that a gramophone could not have improved upon it.

"Old Black Joe" was a favorite, sung by the whole group, with four darkies hiding behind the piano to sing as the voices from Heaven—"I hear their gentle voices calling, 'Old Black Joe.'" The voices were not always gentle, but the effect was always heavenly, and the greatest joy was experienced when the angels returned to earth from behind the piano and reported about "upstairs."

And so I might go on indefinitely. Appealing to the fundamental emotions, the corresponding aesthetic nature could always be reached. The technique developed itself. Caruso balanced emotional contents with perfect technique of expression, but the first always was basic to the other. Thus souls found self-expression, and many a soul was reached. Women leaving the prison often grasped both my hands and thanked me for the best moments they had passed in jails, adding to it unasked, that they were going to take care not to meet me in that place again. To have been able to express the unexpressed and repressed, their innermost good and decent self, made them happy, also the fact that they had done it themselves.

The Program.—This was built and constantly rotated upon a plan of elevating the taste of the group. It consisted of:

- (a) A cleaner type of popular songs
- (b) The American patriotic and folk song
- (c) The international folk song
- (d) Religious hymns
- (e) Lyrical art songs
- (f) Operatic choruses

A. Typical Afternoon Program.

1. The Star-Spangled Banner
2. America
3. Mother Machree (solo)
4. Old Black Joe (quartet)
5. The Lost Chord (solo)
6. Mammy
7. Love's Old Sweet Song (solo)
8. Long, Long Trail

9. Elsa's Dream, from Lohengrin (solo)
10. Barcarolle, Hoffmann
11. Missouri Waltz
12. Pilgrim Chorus, from Tannhauser
13. Till We Meet Again

Method.

- (1) Engage the more or less developed talents for solo work; the group in its entirety for choral work.
- (2) Allow the inmates a limited latitude in selecting their own songs, constantly influencing a better choice. This insures full cooperation and general attention.
- (3) Establish order and active participation through the sense of fair play and comradeship.
- (4) Arouse interest in the songs through discussion of the text, and develop preference for songs with a sound emotional social message.
- (5) Teach at every session something new.
- (6) Be always optimistic, patient, calm and polite, but also energetic, decisive and enthusiastic.

Results Achieved.

- (1) The formation of a group of inmates gathering for a cultural and intellectual purpose, focussing their attention and efforts on objects of beauty, which make for right proportion or balance, order and morality.
- (2) The coordination of more or less individualistic and eccentric subnormals into a body of voluntary team-workers for humanizing constructive purposes.
- (3) The subjugation of so-called difficult characters into sociable fellow-workers.
- (4) The utilization and development of the higher instincts, desires and impulses for free harmonious discipline.
- (5) Guidance toward moral progress.
- (6) Creation of direct happiness contributing toward direct group contentment and order.

I trust that the results of my activities in the Workhouse, which unhappily came to an end through lack of funds, have earned the approval and met with the satisfaction of those authorities and officials who are in charge of the institution and who permitted me to work within its walls. As to the inmates themselves, I could not have wished for a better reception and disposition from any normal group at liberty.

B. Activities in the House of the Holy Family

Introduction.—Through the kind invitation of Mrs. Hester C. Wightman, Parole Officer and Catholic Big Sister, I enjoyed on October 30, 1921 the privilege of entering the House of the Holy Family, an institution caring for delinquent and incorrigible juveniles of the Roman Catholic faith, and of being introduced to the Sister in charge of the institution.

Spiritual Task of Aesthetic Recreation.—I should never have felt justified in entering a Roman Catholic institution of education were it not that I could hope to be understood and be in my proper place, for I would not permit myself to enter any institution unless my business were to promote the purposes and ideals for which it was organized.

I feel my task to be a spiritual mission. I regard the recreation which I want to give as a veritable means of re-creation, as an attempt to utilize those God-given powers in the children confided to the care of institutions, which, without constructive recreation, would break them down, instead of building them up. In the daily routine of life our latent powers are only partly employed. It is in recreation that we seek consciously and unconsciously to use and live out these unused physical and psychical potentialities with which God endowed us at our birth. The exhilaration which accompanies the satisfaction of our recreational desires constitutes at the same time a temptation, which if not counterbalanced by sound and serious, unselfish and humane, principles, will enslave its victim and make the excitement an end in itself, a detriment to the individual.

Therefore it is our duty as leaders of the coming generation, and especially as guides of the more or less handicapped adolescent generation, to teach those entrusted to our care physical, mental and emotional recreation of a constructive nature, so that "unto everyone that hath shall be given," and they shall have abundance—so that nobody will go astray in seeking happiness, but will find satisfaction and contentment for the longings of their souls in a physically as well as spiritually sound environment, of which the House of the Holy Family is such a worthy example.

May I close these observations with a line from Wm. J. Kerby's book on "The Social Mission of Charity," for I am convinced that no better statement could be given of the conformity of the charitable principles of the Catholic Church to the principles I seek to engrave on the souls of my pupils through my activities: "The charities of the Catholic Church are an expression of her understanding of the spiritual relations of men to one another and an interpretation of these relations in the terms of human service."

The Relation of Aesthetic Recreation, and Religious and Ethical Principles.—As stated before, recreation is the utilization of our unused powers, the expression of some of the repressed parts of our urge life. Aesthetics is the search for, contemplation, recognition, and practice of that which is beautiful. "Beauty is the outward expression of inward perfection." Artistic or aesthetic activities aim to attain the perfect, to reach for the highest in proportions, in order, in law. He who strives to express himself aesthetically prepares for the best, for harmony, for unity. Religion is the outward expression of our inner craving for God, Who is perfect. Now when aesthetics are utilized to give outward expression to our inner craving for religious perfection, there is then a holy alliance functioning in us, which is bound to bless us with all the power which the Creator has planned for us.

Ethics is the science of conduct, of human behavior, the maintenance of ideal relationships, the perfect adjustment of ourselves to our environment. What now is our duty in life? To bring about this ideal relationship, this perfect adjustment. Now the very same principles on which aesthetics and religious desires are based, the longing of the soul for God and beauty, govern our moral or ethical urgings in our thirst for the ultimate good.

In the hymn, the folk song and the relevant type of art song the unity of religious, aesthetic and ethical desires is effected and realized and directly expressed. Therefore I use these threefold treasures as the basic material of my reconstructive work.

The Wayward Girl.—The general type assigned to the House of the Holy Family is the victim of either bad inheritance or bad environment, or both. It is not the aim of this report to go into details, but just a few points may be mentioned to determine the relation of the aesthetic moral program and the pupil for whom it is meant.

This adolescent girl is a hopeful type, however, because she is yet in the stage of character-formation, and environment and guidance may offset any weaker impulse. It struck me that a predominant number represent children of the foreign-born. We often deal here with cases of imperfect Americanization. Old Europe and young America clash within the household and the consequence of this gigantic struggle of conflicting racial influences is often a disrupted inharmonious home and a psychopathic, neurotic, wayward child, whose mind and individuality try more or less unsuccessfully to survive the racial battle, which is duplicated and intensified in its own soul. And it is often the purest soul suffering the most. Consequently I regard this type of wayward girl as an individuality struggling for recognition and a place to develop harmoniously, craving for a socially congenial environment. Her often unsocial, individualistic, unfriendly behavior seems to me the reflex of unsatisfied desires, her peculiarities reveal confusion, her emotionalism lack of mental training, her delinquent acts satisfactions of primitive promptings not kept in check by harmonious parental home training. In summarizing, she is often tainted with disease and is a total victim of "weed" manners, inefficient habits of feeling, thought and action. Whether she is feeble-minded, psychopathic, neurotic, or demented, she suffers innocently and deserves our constructive love.

What are her assets? Many. I believe, the more I come to understand her, that her good points outnumber her faults many times; that given a chance—and I mean here a suitable chance—she will do well. She craves positively or negatively for sympathy. She lives very intensely, and feels very strongly. She is able to love very deeply, able and willing to try very hard if approached in the right way. I find with varying mentality her disposition very encouraging. She is witty, and craves for the psychic relief and help of the comical. She is above all, aesthetically very keen and responsive,—and this is our meeting-ground. She has to learn to demand the same elements of beauty in behavior as we find in artistic creations. Her often precocious human experiences make her recognize and appreciate congenial treatment.

Method.

My method has been —

- (1) To interest every girl.
- (2) To keep the attention focussed for a reasonable time.
- (3) To specially engage the difficult individualistic type.
- (4) To ignore abnormal behavior and constantly draw on possible good qualities.
- (5) To discipline all the girls in turning them into voluntary disciples.
- (6) To draw out the personality and give it opportunity for free self-expression.
- (7) To correct unsocial habits.

Aim.

- (1) To attain individual and group satisfaction, as well as:

- (2) Intensified discipline and obedience, besides an appreciation for the House and its principles.
- (3) To develop love and reverence for home and family life.
- (4) To influence therapeutically:
 - (a) By giving tasks arousing interest.
 - (b) By elevating mental and emotional desires and developing expression.
 - (c) By supplanting the individualistic by social behavior.
 - (d) By working preventively through directing swaying emotions, by the upbuilding of very definite connecting constructive thoughts, into healthy channels.
 - (e) By forging beauty, good and God into a very spring of action.

Co-operation.—I cannot praise highly enough the co-operative spirit of the Sisters. The Sister in Charge never relaxed in following any suggestion by prompt response. The Sister in charge of the dramatics was the most devoted, serious and efficient coworker with whom I have ever had the honor of being associated. She certainly in working out our programs bore the brunt of the labor and she was ultimately the cause of our successes.

As to the pupils themselves, I hardly ever met such an enthusiastic, fine-minded, and thankful, happy lot. They are so well trained, and have learnt already so much self-restraint and self-denial—thanks to the Sisters—that many an ordinary child could take example from them.

Activities.—Our activities consisted of:

- (1) Development of the singing repertoire, in quality, quantity and execution.
- (2) The discussion of ethical and religious topics outlined as above.
- (3) The preparation of entertainment programs, which embodied as limited objectives, certain goals to be reached in a certain time.

Results.

1. Two programs:
 - (a) A Christmas pageant—"The Nativity."
 - (b) A miscellaneous program, including musical, dramatic and religious elements.
2. A constantly increasing repertoire of hymns and folk and art songs, with a gradually improving interpretation from the artistic, moral and literary viewpoints.
3. The general participation also of more difficult types, and development of discussions on illuminating topics of all sorts.

Weekly Course at Home of the Holy Family.

I. Technical Music Instruction.

1. Notation system and sight-reading.
2. Part-singing and interpretation.
3. Development of five-sided repertoire:
 - (a) American patriotic songs; folk songs.
 - (b) Religious hymns, mass, vespers, etc.
 - (c) International folk songs.

- (d) American and international art songs, choruses.
(e) Kindergarten and nursery songs.

II. *Music Appreciation.*

1. The various types of music in form and contents.
2. The various types of voices, singers and styles of interpretation.
3. The various types of instruments and instrumental combinations.
4. The various types of periods of musical history and its leaders.

III. *Music and Its Relation to Other Socializing Factors.*

1. Music interpreting the principal Roman Catholic dogmas.
2. Music interpreting the principal social-ethical principles.
3. Music in conjunction with dramatic interpretation of life.
4. Music as a promoter and conservator of social home life. Practical programs.

A. Typical Program of Musical Activities.—Weekly session, May 24, 1922.

A. *Music (technical).*

1. Notation.
Scale of E.
Rhythmic subdivision.
2. Sight reading.
Tonic, third, fifth.
3. Part singing.
From book, "The Little Musical Mouse."
4. Repertoire.

International folk songs:

- Irish: Cockles and Mussels.
Hungarian: Folk dances (Brahms)

B. *Music (appreciation).* With talking-machine records.

- Interpretative rhythm.
Schumann: From "Kinderscenen."
C. *Music and Religion.*
Subject: Jesus.
Hymn: "Jesus, the Very Thought of Thee."

D. *Music and Social Behavior.*

- Personal relations.
Friendship: Song.

C. The Wayside Home, Valley Stream, L. I.

Introduction.—The Wayside Home is a training school for Protestant female first offenders above the age of 16 years. This Home, its officers and its pupils are very close to my heart for many reasons, of which the foremost is, that this institution meant for me the starting point of my work with delinquents, at the elevation of my musical activities from professional catering to the already musically overfed—the average New York concert-hall and theatre multitudes—to the instruction and supporting of those among us who need it most—the first offenders, the erring and falling younger ones, who backed down or out after the first full life's battle with the contending forces within and without them.

Another matter of great moment to me is the connection which the Home has for me with three personalities, those of the late and lamented Dr. O. F. Lewis, Miss E. A. Hafford, Superintendent of the Home, and Mrs. H.

Hobart Porter, President of the Board of Managers, whom I name in order of acquaintanceship.

It was the vision of Dr. Lewis, who was enthusiastically taken with the idea of using music, which he loved so much, for mentally and morally reconstructive purposes, which revealed my own possibilities to myself. Anxious to give me a chance and try the experiment, he introduced me to Miss Hafford, the Home's director, who opened the doors of the institution as widely as possible for me. This tireless executive, whose mission of "saving girls" is her life's great goal, gave me all the confidence and opportunity and practical backing possible. If my work at the Wayside has been a success it may in large part be attributed to that wonderful disposition of Miss Hafford to give me "free rope," even when in certain details there might seem a divergence of ideas. This generous attitude of an executive in regard to an experimenting outsider needs grateful recognition and made me feel the obligation to live up to the challenge of using freedom wisely to the benefit of the entire Home.

When backed by initial successes Miss Hafford induced Mrs. Porter, the Home's President, to take an interest in my work. Thus was secured one of the strongest backers of my cause, which then evolved into *our* cause—the bringing of music as a means of moral reconstruction to the penal institution.

The General Program.—To avoid repetitions let me state that the program used in the House of the Holy Family was originally built up and tried out with certain modifications in the Wayside Home. These modifications deal with the denominational differences which necessitated a religious musical program which in the Wayside Home was based on Protestant, and in the House of the Holy Family on Catholic, doctrines and principles. A further differentiation was necessary on account of the two different types,—in the Catholic Home, the adolescent child; in the Wayside, the matured young woman, with a difference of mental and physical make-up, contents, trends, social experiences, and particular and general interests.

The Sacred Music Program.—My program in the Wayside Home is based on the principle that musical activities in any kind of institution must in the first place be in accord with the special characteristic interest of the institution. This in the Wayside Home being the Protestant religion, I made it a point to have incorporated in the musical program a course of hymns, anthems, etc., which would supply all the needs of religious routine in the institution, selecting, as I did in the case of the Catholic Home, the most beautiful composition bearing on a specific detail of the catechism or ritual in question. Thus the music became the living expression in sound of the principles upon which each institution is built and the goal for which it strives.

So it is that in the musical hour when all unite in the vocal exercises, the institution itself as a living unit, made such by the harmonious cooperation of its divergent constituents, finds expression, and impresses itself as in no other hour on the minds of those it shelters and nourishes.

The Musical Program.—This period consists primarily of vocal exercises. With no resident musical director who understands the technique of the various instruments hardly any worthwhile result can be reached by indi-

vidual instrumental training. It takes too much time, is not a first prerogative of the reason for institutional musical training, and in the smaller institutions it would be quite a task in itself to assemble a group of instrumental performers, energetic enough to reach gratifying results by their self-controlled training. This does not mean that when an inmate happens to be skilled in playing an instrument it is discouraged or lost sight of. In the Wayside Home I found at least two among the forty girls who were learning the piano with great skill and improving very much in technique and musical consciousness.

In a boys' institution a band is an ideal goal to work for, for many reasons. However, in all institutions it is the singing which is of primary importance. Everybody has some kind of voice. Unless a person is stone deaf or defective of vocal organs, there is no excuse or reason for not participating. A minimum of mental development is necessary to join, and that fact, instead of debasing music as one of the least important finer arts, makes it one of the most sacred and divine, human and universal arts, a very fairy from wonderland or angel from heaven, allowing everybody, from the most exalted personality to the least among us, the nearly imbecile, to partake in the production of that most delightful and constructive group expression,—song.

The technical program in the Wayside Home corresponds closely to that prepared for the younger group of the House of the Holy Family. Only I experimented with and selected for the development of a mature taste through acquaintance with and appreciation of the most perfect forms of art, a number of classical songs with dramatic and appealing contents. Although part-singing is practised, I lay more stress on the unison singing of the group, and on their musically and textually understanding the songs,—for this reason, that it gives each pupil an equal opportunity for practice in melodic forms and colors of expression and does not limit this to the higher voices. Furthermore, I consider it essential that the pupils during their segregation in the institution be made at home in singing the best music, and second-hand arrangements of part-voice compositions are not always the best form of song.

Eliminating the art song with too intricate technical demands, I selected some of the Schubert songs, like "Hark, Hark the Lark," "Death and the Maiden," and "The Erl King," or a song like Schumann's melodramatic "The Two Grenadiers." And it must be said that where certainly each pupil individually would fall on account of lack of vocal, literary and expressionistic training, the group attempt often resulted in an adequate, even gripping, interpretation of the song, which set many an official recitalist in a bleak shadow and astonished occasional visiting professional artists. Here the group reached a high peak far beyond the reach of any individual composing it. We sang Grieg's "Autumn Storms," and no full string orchestra ever gave me the sensation this unison-singing reformatory group afforded me with in the sweeping onrush of the melody. Nor had any one of the greatest Schubert performers ever awed and overcome me with so much grief and mournful despair expressed in the last words of the Erl King ballad—"And lo, in his arms the child was—dead!" as did these girls intoning that word "dead!"

The Music Appreciation Course.—This course is given for the sake of developing the musical intelligence of the girls. It is partially aided by the reproducing records, and aims at extending the musical interest by building up

musical conceptions, not through the theoretical teaching we had to suffer at the Conservatory, but through impressing the musical values, forms and dynamics on "the living model" by sense experience.

As the Wayside Home trains most of its pupils for a period of three years, all courses are based and outlined on a plan dividing the material of instruction over 150 weeks.

The Victor Talking Machine Company has very graciously enabled me to bring the most perfect examples to the Home by presenting a portable machine and a set of selected song records for the purpose of instructing the institutional inmates in the best traditions of singing, making them acquainted with the modes of artistic expression of the greatest artists in the very songs they choose to sing themselves. And although "The Rosary" is certainly not the most preferable selection from a musical point of view, a record reproducing the song as rendered by that sublime musician-singer Schumann-Heink did wonders in making the untutored girls at once grasp how to sing a song they could understand, how to express one's deepest, best self in song, doing the self and the song the greatest justice. The group changed at once into a forty-fold Schumann-Heink, proving once more that a group very mysteriously can reach a certain climax of human efficiency which each individual composing the group could not reach, and also, that although it is often stated that in group expression the individual is tuned down to less than his own normal line, on the contrary this example of groups reaching far above the level of individual effort proves that certain well-conceived and regulated group instructions do accomplish for a pupil than many an individual private lesson or exercise could accomplish.

Course in Musico-Social Ethics.—This question has recently been raised in one of the sociological periodicals: What good can music accomplish for the institutional inmate, and will its influence have a lasting effect? Many of the good results from the use of music within institutions have already been enumerated in this report. The answer to the last question will reveal another potentiality of music. If there is theoretically speaking such a phenomenon as a lasting effect, then that of music on the mental and moral life can only be indirect, and not direct. Again it was the Wayside Home which afforded me the most splendid opportunity for getting data on this point and convincing me that music's greatest influence is the indirect one.

Music as an end aims simply to satisfy certain cravings, differing with every individual, for aesthetic or sensory satisfaction. The cultural level of the individual will decide the type of melodic sound needed, whether more refined or more common. The direct influence of music ceases with the dying out of the last tone sensation produced in the human ear. The immediate effect is a mixed physical and psychical reaction of the stimulated individual. Music, then, is a stimulant inciting by various processes a sound-responsive living organism to the display of energy. This may mean the starting or stopping of various internal organic functions; and added to this, emotional and mental reactions in the sphere of consciousness, which may even result in a happy readjustment of the individual to his environment.

Once more, music stimulates to action. How the individual will react all depends on the mental trend the music awakens. And this is the strategic point where the temporary, direct effect of music is dovetailed into its lasting

indirect effect, the emotional mood calling into light a chain of associated mental pictures with their desires and impulses toward action.

A reformatory is a school of conduct, or more precisely an institution, where the effort is made to break down habits of anti-social behavior and replace them with thoughts, actions, habits and characters of a socially constructive nature.

What is the trouble with the reformatory inmate? The trouble is that he or she is lacking in energy to do any kind of thing which is obnoxious to a happy-go-lucky habit system; perseverance in overcoming obstacles is pretty near the zero point (lofty exceptions not to be forgotten); that personal interests are on the average very limited and primitive; and finally, that there are often internal and environmental factors partly or totally causing, or aggravating, such a disposition.

It is the hard, often unthankful, and next to impossible "job" of reformatory workers to overcome all these evils, to outdo constitutional handicaps, and destroy in periods of from six weeks on, desultory habit-systems which for sixteen years or more have grown like wild vines into a labyrinthine, hectic, inharmonious, unbalanced, heterogeneous, unstable character. To unravel and reorganize such a knotty personality by simply making it listen to a tuneful air,—you feel at once the impossibility of it. It would be just as unreasonable (though such unreasonableness is so very common!) to expect a physician to cure through the prescription of a few pills or drops, a patient who was finally put to bed by years of an irregular, unhygienic life of dissipation. All these demands and expectations that music, physicians, priests— and Heaven and the public press may know what more—must bring at once relief and cure, amount to nothing more than invocations of magic and sorcery by weak individuals who, lacking the backbone to try themselves, want "the other fellow"—*in casu*, the magician—to do it. The wonderful power of music, however, is that it may stimulate a person to feel, and think about, and act upon, a certain thing which it is necessary and good and beautiful for him to do for himself. And that is why music is an essential in a training course designed to develop self-mastery and perseverance in the weals of will.

How does this work? Let us illustrate with a song, such as we take in the music-social ethics class. "What will we sing?" "Please, 'Believe me, if all those endearing young charms!'" "All right! Number 28 in 'Twice 55 Community Songs.'"* A wonderful song purely musical, which welled up out of the loving soul of Thomas Moore and the unknown (?) Irish composer, a song remodeled and perfected by centuries of popular use. We sing it. It sounds, with the best intention, flat, unmusical and feelingless. We don't get out of it what there is in it, seemingly. We all sense that, but we don't know why.

Here starts the ethical teaching. I should say in the Socratic way, which always creates the desire to know first, then supplies the knowledge itself. Thus we all felt that we could sing it better. How? What was lacking?

* This splendid, many-sided collection published by C. C. Burchard & Co., Boston, Mass., is used by me in every institution mentioned.

Let us examine the text first. One of us is asked to read it, and we concentrate very intensively on this proposition:

"If all those endearing young charms . . .
Were to change by to-morrow . . .
Thou wouldst still be adored . . ."

A new message this indeed for butterfly sweethearts, dance-hall girls, prostitutes, who paint themselves in order to remain "in demand!" To be desired as a personality of mind and soul, and not only physically! Some skeptics ridicule the possibility of it. They sarcastically profess to know better, to be "wise guys," but others protest vehemently. And a lively, passionate debate follows, left to itself by the class-leader, though guided in the right directions. For the principal points must come from the class and a final group statement defining the contents of the song be agreed upon. In this case it developed to be: "Lasting love!"

And again we sing. And the textual interpretation is transformed suddenly, imbued with emotion and intent. The singing is now the expression of the many "selves" living themselves the experience of the eternal lovers of the song. And there happens what I may best describe by quoting Emerson's opening words in his essay on history: "There is one mind common to all individual men. Every man is an inlet to the same and to all of the same. He that is once admitted to the right of reason is made a freeman of the whole estate. What Plato has sought, he may think; what a saint has felt, he may feel; what at any time has befallen any man, he can understand. Who hath access to this universal mind, is a party to all that is or can be done, for this is the only and sovereign agent!"

Then we repeat the song phrase by phrase, and take a gramophone record of it as sung by a great artist, to listen to and imitate for the style. We always find it worth while to analyze and follow his vocal technique, but sometimes we are disillusioned by his artificial interpretation. It is a hard thing to "put over" a sham interpretation on prisoners! They are with their backs against the wall and have nothing to lose in displaying disfavor, with what they think others this time are wrong, or not sincere about.

What happens psychologically? A new complex is created, interknitting and organizing a whole system of beautiful, good, healthy and moral sentiments and thoughts in the realm of the psychical sublimation of the sex-instinct, a complex with strong potentialities for resisting and suppressing the atavistic beast within us and liberating our sacred and heroic self. And the mere intonation of the tune will suffice to enchain all these divine and inspiring emotions, thoughts and energies necessary for holding us steadfast in our struggle for a sane and social and successful life.

That is what a mere song can do, if its potentialities are recognized and utilized.

Along these lines a complete course developed itself out of the Wayside Home experiments, covering the various types of social relationships and their inherent duties, each topic being of moral importance and practical value in the daily life, and these were all emblazoned on one aesthetic, escutcheon, the folk song and nothing less.

Folk Songs are Chapters of Social Ethics.—It was not only possible to construct an extended repertoire of international folk songs running parallel

with a course in practical ethics, but there is such an inexhaustible wealth of folk songs of both artistic and ethical importance that life could be spent in studying their numbers and contents, the folk song being nothing else than the musically—that is, emotionally—emphasized ethical proposition.

Class-leader an Ethical Mentor.—The craving for sensory satisfaction is one of the goals of consciousness. It is because of this that music creates direct contentment and happiness and that the one who produces it or leads or causes its production enjoys a popularity such as raised the ancient Bard to royal dignity, and exalts the modern performer or conductor to the rank of a theatrical or concert-platform idol.

In other words, the human soul turns like the sunflower itself toward the spot from which comes the light. Then it extends its faith over an entire personality. General Pershing was considered a good soldier,—therefore, it was argued by some people, he will be a good president! The music teacher brings us pleasurable music," is the argument of many inclined to follow the line of least resistance; "he will certainly have more good things in store,—he means well by us!"

In this disposition of the inmates to exalt the total personality of the music teacher on account of some of his characteristics lies the secret of the enormous sway he has over them, and if he does not exhaust all the possibilities involved in this he does not realize the most important part of his mission, he in fact does not acquit himself of his task at all, because he fails to reap the harvest springing before his feet; he does not enter all the doors opened to him; he does not grasp the hands of all the faithful followers acquired; and he fails to lead them from a musical, to a general goal of utility, which is—to make them want to do that which must be done, although it may be difficult and painful, and to have them do it,—in self-restraint or in positive action, in refraining from something or in accomplishing a disagreeable task. And they will do it, first for the leader and then later on for themselves.

Thinking Exercises.—Music causes mental action, of which a part is increased feeling and another, more vivid thinking. Music stimulates conversation as much often as it does silent attention. When the emotions rise in temperature, exchange and opposition of ideas increase on the same level.

I found the reformatory inmates just as eager to think clearly as to feel intensely. Struck by the low mentality of some and the limited range of thought of certain of the brighter ones, I began investigating the mental contents and trends of the Wayside Home girls and found that the majority of them were just as eager to use their individual mental faculties as you and I, whether they were mentally normal or subnormal.

Taking the pictorial and dramatic settings of the songs as starting points, we philosophized about all the associations possible to be extracted from the class, taking one inmate after the other as debating opponent, whether the mental age was five or twelve, meeting them all on their own ground, then trying to increase their vision, their scope, their concrete supply of useful ideas. How poor they mostly are in sets of practical ideas! Ideas being the distributors of our energy, they are necessary to make us select the right kind of action. Not the obedience to a foreign will won by the broomstick of force on the back, but the obedience to one's own private voluntary conception of what is duty in each specific case,—that it is which constitutes virtue and

character. And the girls love to discuss and find out and be enlightened through their own effort, with a guide only to show the way, leaving the treading of the road to the one who has to travel the way himself.

Then a song thrown in now and then causes the mental light to flare up again and again. These moments of philosophic speculation, making us acquainted with the foremost problems of thought, were called by the girls 'thinking hours,' and were asked for repeatedly even by those least expected to be interested, and they yielded two results: They supplied the inmates with new ideas, new ways of thinking, and power habit, and with material for due reaction before taking action; and the class-leader with new knowledge about the inmates, new interest in them, new visions for the work, and a greater insight into Paul's eternal maxim that only "the truth shall make you free."

A Typical Program of a Wayside Home Music Lesson.—The following is the outline of lesson four, second series, given on September 9, 1922:

1. *Music, technical.*

(1) *Notation.*

Tonic chord, neighboring tones.

(2) *Sight-reading.*

French folk song.

(3) *Repertoire.*

(a) New —

Grieg, Autumn Storms.

(b) Old —

Auld Lang Syne.

Good Night, Ladies.

There Is No Death.

Levee Song.

A Merry Life.

2. *Music Appreciation.*

Imitative Rhythms.

Spinning Song, by Mendelssohn (Victor Record No. 35159).

3. *Music and Religion.*

Subject: Worship.

Morning Hymn.

Ratisbon, *Werner's Choral Book.*

4. *Music and Ethnology.*

Serbia:

On, Oh Thou Soul.

5. *Music and Social Relationships.*

Class: Nature Songs.

Distant Sweden.

Flow Gently, Sweet Afton.

D. State Reformatory for Women at Bedford Hills, N. Y.

Introduction.—This institution offered a problem not encountered in any of the three already described. With this problem now solved, I regard it as my duty to recognize publicly Dr. Amos T. Baker, the Superintendent, his my beloved and lamented wife, the late Mrs. Edna Baker, and those mem-

bers of the staff who by their assistance contributed so much to making possible a final success.

Group Problems.—The great problem was how to serve an institution housing around ten or twelve groups of twenty-five inmates each, with proper musical exercises once a week, between 4 o'clock in the afternoon on Monday and 10:15 on Tuesday morning, with lights out at 9 o'clock in the evening.

The second problem, really a part of the first but very distinct in itself, was how to keep various sections separated which on account of the local institutional organization had to be kept apart, and how to combine others which might be united.

The third problem was how to overcome the evil consequences of disturbances, dating from before Dr. Baker's time, not apparent at the moment of my first visit (which was in February, 1922), but justly suspected as liable to break out in the form of rowdiness as soon as a large number of girls were assembled for any purpose in one room. This danger was more than a phantom, for a remnant of old-timers serving long terms or back again on a new sentence kept alive the memory of former "glorious" days, and were ready to instigate feeble or ill-minded newcomers to attempt that which they themselves were too cowardly to run risks for,—that is, the fomenting of disturbances, and if possible, riot.

The Type of Inmate.—Of the inmates of the four institutions described in this report the Bedford girl was the most problematic. The most favorable was the adolescent Catholic Home girl, she being still of a pliable age (if such she ever was), still growing in body and mind, still lingering in the age of awakening social instincts and ideals. The Wayside Home first offender was a little harder to reach on account of maturer age, more or less desultory experiences, older habits and more diplomatic conduct. These girls formed, however, a small group, easy to analyze and to control.

The prison woman of the Workhouse often impressed me as having needed home shelter and hospital treatment for awhile, she finally landing more or less involuntarily in the City's free hotel for social bankrupts at Welfare Island. Even the roughest of these unfortunate daughters of Father Knickerbocker showed a kind of ripeness and fullness of heart which is not contingent upon rank or culture but is the consequence of years of experience and oncoming age.

The Bedford girl, whose average is between twenty and thirty, still expects much from life, as a rule feels herself mightily, has had more or less interesting experiences, and is not of what you would call a "meek" disposition. In social strata these inmates vary from the college girl gone astray temporarily or forever, to the drudge born and bred to live in trouble, when not taken into life-long custody.

Individually taken many of these girls do not amount to much, either in courage or zeal, or gifts or vim but as a group they show a tendency to over-compensate for absent qualities by bold showing off of what individually they fear to exhibit. Each group develops a few out-standing foolish actresses, whispered to by others as to how to perform. When apprehended quickly and decisively the desire to show off cools in no time, and group ringleaders having still much free floating energy to spend, they now chime in with the larger

group following the music-class leader. The great majority always show obedience and attention, providing that what the leader offers is snappy, continuous and understandable. The greatest means of discipline is mutual interest in the subject under consideration.

Organization.—Experience made us change many developed plans to fit the circumstances. The fundamental principle was to reach the largest number with the greatest possible result in the shortest time, enforcing group discipline through musical activity.

The institution comprises six groups, spread over several hundred acres of hilly country, with a population of from two hundred and fifty to three hundred girls.

Groups one and two are housed in a hillside building (Rockefeller Building), and consist of the incoming inmates, segregated for correctional and quarantine purposes in two divisions—the reception group and the detention group, the latter held for special medical treatment.

The third and fourth groups are housed in over a dozen cottages on an upper and a lower campus, and here we find the majority of the inmates.

The fifth group occupies cottages on another hilltop and is formed of the feebleminded, both colored and white. This group is continually increasing in size.

The sixth group is the psychopathic division, entirely isolated from the other groups, locked up in the Rockefeller Hospital for special treatment and discipline. It is made up of cases of an extremely unbalanced, unusual and abnormal behavior.

These groups are all reached musically now, and thus the entire population comes under the disciplinarian and therapeutic power of song.

History of Development.—Continually keeping in mind Dr. Lewis' doctrine that any form of social therapeutics must reach the greatest number to do the greatest good, I have refrained from tactics followed by previous workers to limit endeavors to a selected, talented few and have tried, however averse the initial experiences were, to reach out first to the masses.

As already stated, a limited time each week was allotted to the entire experiment. From four o'clock, originally, to sleeping hours, minus one hour for dinner, gave but three hours for our work. We started to unite the girls of one campus at a time in the gymnasium, gathering a group of approximately seventy-five. Our material consisted of an old flat piano and song sheets published by Community Service. We took one group before, and the second group after dinner. That was sufficient to begin with. The girls had yet to learn self-restraint in group behavior, and it was quite a task on both sides to get to that point. A minor group of extreme individualists, made up principally of the lowest type—drug addicts, neglected psychopaths, and mixture of feebleminded and delinquent-insane—gave considerable trouble at the beginning. They never, however, numbered more than five or six, but inasmuch as through their desire to "show off" and their influence over some of their weakling neighbors they represented nuclei of disturbance, they certainly contributed an initial problem. They were not interested in anything in particular, did not concentrate, and were as very volcanoes of aimless, spasmodically exploding energy. I must, however,

state that individually taken, they were never able to continue ostentatious behavior longer than fifteen minutes, their energy being by then exhausted. These spells hardly ever occurred more than once at a time, and some of the girls in question being lazy, disgusted, unfaithful cowards, did not hold long to these tactics.

I am happy to say that our music exercises, with rare and single exception, subdued, harmonized, socialized and inspired not only our worst psychopaths and feebleminded and insane delinquents, but even the drug addicts; and our community singing now brings the entire population together in the Chapel without serious incidents, the girls singing for about one hour, with great enthusiasm and good order, from a screen which shows the song texts projected by a lantern, about fifteen or twenty songs at a session. We have so far built up a repertoire of about fifty songs, to which we add one new song each week.

We have occasional soloists emerging from the crowd, who are given the thought that they are to serve their fellow sisters rather than outshine them. The aesthetic is always striven for, and beautiful results, direct artistic goals, are reached, especially in these songs:

Believe Me, If All These Endearing Young Charms.

My Old Kentucky Home.

When You Look in the Heart of a Rose.

Missouri Waltz.

Long, Long Trail.

Mother Machree.

Till We Meet Again.

Silent Night.

Juanita.

A Perfect Day.

Part-singing results spontaneously in songs like "The Missouri Waltz," "Till We Meet Again," "Silent Night," and "Juanita." It happens the same in every group, the same way in the same songs. This proves that certain songs have inherent qualities which draw from the group harmonic expression—which is social consciousness materialized in song—and which help to give birth to that unity of lofty feelings, thoughts and emotions which the group (and especially the institutional group) needs in order to function as a nobleminded, efficient, and happy social unit.

In order to expand our activities over the entire institution we formed the two community song groups into one, the girls now being able to discipline and enjoy themselves in great masses. Thus time was made for another group, the psychopathic, about which I will speak last, this being the latest development.

The second group dealt with in the order of the evolution of our activities at Bedford was the Reception Group in the Rockefeller Building. This group is very limited, numbering from a dozen to twenty girls, under the supervision of a most efficient matron and cooperative staff. They constitute, together with the Hospital Detention Group, housed in the same building, one of the most workable units in the institution.

Another factor assisting our efforts is the fact that the incoming prisoners, "kidnapped," as they regard it, from their own pursuit of prosperity, hap-

piness and liberty—as one girl said, "like a base ball walloped through the police court, Toms and judge and kicked into this hole"—are more or less emotionally upset through the forcible change of environment and rigorously enforced discipline. And this is the time to attack the evil which has menaced their welfare and that of society. So to the bafflement of this week by week changing group, every Monday afternoon at four o'clock they are ushered from their cell and the fog of their mental confusion into the music room, looking out over the impressive Garden of Eden which the hilly Westchester County landscape suggests. They file in and must seat themselves in motionless and noiseless order, a nearly impossible task for some of these unfortunates. Then when they expect the worst to come—for it is sad to note how many of them are in constant anticipation of that which is ugly and evil—we give them on the piano the best there is in the world in sound,—an adagio or lento of the classics, which is the voice of the Creator himself appealing to the human heart through the works of his chosen children, the musical geniuses.

No other reaction is wanted than emotions and thoughts harmonious with the given sounds, and we talk forthwith about the unexpected beauty and goodness we meet, there where evil was anticipated; we look through the grilled window at the wooded hills and the setting sun and we sing "At the End of a Perfect Day," and try to refind ourselves in the beauty of the scene. We speak about our good friends, and we scrutinize the solidity of the iron bars outside the windows, and it relieves some of us as if a stone had been rolled from our hearts to realize suddenly that these indestructible metal barriers prevent us from being bothered by some of those bad friends who helped us to the door of the institution and then left us alone inside.

And then we take the Community Song Sheets and each newcomer is allowed to select her favorite song, and we sing it all for her sake, all doing one thing just to please the other. Then we discuss why this song was selected, and get a line on one another's character and behavior, which so far has never failed to assert itself in the subsequent institution behavior. Before we know it, the time is up, and we leave the room quite different from when we came in, and go back to our rooms or cells with new trains of thought and a peculiar mixture of emotion. And that is all we accomplish in the reception service hour,—break the shell and open the way. Oh, how I should like to accompany each case from the first arrest to the last day of confinement,—it is so dark in these souls and so confused, they are so miserably ignorant and ill-equipped, often sick and exhausted. They learn at home only weakness and vice, and in the schools the technique of spelling words of which nobody teaches them the significance. They act on meaningless symbols and often go wrong trying to do good and are often good trying to do wrong,—it is all confusion—misdirected vital energy which has to be disentangled. And music is the almost never-failing key to these labyrinths of vital trends.

Detention Group.—I know a woman missionary who studied nursing in order to approach those she wanted to serve with the Gospel at the time when they were most ready to receive the message, that is when physical distress threw them helpless on their beds. The Detention Group, mostly venereal cases, is a very willing group, doing its best to learn and improve.

This group, visited once a week, is made acquainted with the most beautiful folk songs and its preference is for the best. Detained from one to two or three months it is possible to teach them various musical technicalities, and they sing well. Their selection is of songs like "Massa Dear," and I challenge any chorus of so-called normals to surpass this cluster of diseased and miserable Marigolds in their power of emotional and musical expression. These women are also entitled to an explanation of life, of the state, of the family health, beauty and goodness, in order to be equipped with individually protective and socially constructive ideas. Ideas are what they need, ideas by which they may work out their salvation.

As we sing "Silent Night," telling of the birth of the Christ Child, the Eternal Babe, we travel all the way up from the stable of Bethlehem to the hill of Bedford, and discover that every girl is a potential Mary, who might give birth to one of God's own children, and we see how this involves sacred duties of wholesome living, and the selection of a mate capable and worthy of becoming the father of happy and healthy children.

And we sing many songs. Because it is varied and continuous action for a good and pleasurable goal which gives us strength to keep up continuous effort for goals which, while good, are not so pleasurable. Pleasure, however, being an effect partially determined by mental attitudes, we try to influence these mental attitudes and create a pleasurable interest in all that is necessary and good.

Feeble-minded Group.—The next group is composed of the feeble-minded on the hill. These defectives have many compensating qualities, among which are often an appreciation of the beautiful and a keen sense of humor. Other than this there seems nothing but the desire of the mentality to break the discipline of logical thinking and to abound in unrestricted capricious thought associations, which gives great satisfaction not only to the feeble-minded but to all who seek a momentary relief from strenuous mental endeavor.

The special group of feeble-minded to which I am alluding is made up of colored girls, who simply love to sing and to whom the singing hour is as sacred as a religious service to a group of ecclesiastics. They don't need any instruction in emotional expression—they possess that quality by virtue of birth. They sing all kinds of songs, but are at their best in the great contribution of their race to American art. I often think that theirs is the greatest musical contribution made by any of the races that the United States shelters, Indian included, because the European songs one may hear better sung, perhaps in their native countries than here, while the Indian song is a very primitive, undeveloped kind of music. But the Negro song and the way it is sung is an art in itself. Material, voice and rendition comprise a musical treasure which cannot be enjoyed in any other part of the globe, of which the American Negro ought to be proud as of nothing else, showing his pride by cultivating and practising his melodies and spirituels and teaching them to his younger generations. And the peculiar fact is, that often the white man has to be for his colored brother the evangelist, revealing to him the glad tidings and beauty of his own racial art.

The colored feeble-minded girl knows nothing, when entering the Reformatory, of her own race's art. But it is astonishing how quickly these girls

awake, when once taught, to their own possibilities. It is like striking a match. All is there, except the fire to light it. Racial experience, racial taste, racial efficiency, characteristic racial self-expression,—it functions at once, as a certain kind of young bird, without any previous flying experience, flies away from the nest, shooting like an arrow through the air.

How much could be taught these girls other than through these folk tunes is a question which might form an interesting psychological study,—how far they could go in rendering other types of song with the moving and gripping interpretation they give their own Negro melodies and spirituals.

We are proud in Bedford Hills of this part of its population, constituting, as Alexander Johnson so nicely expresses it, the colony of our "eternal children," who have more good will than intelligence to utilize it, but are very effective and happy in song.

The Psychopathic Group.—On another hill, in the Rockefeller building, this group is confined, behind heavy bars, twice segregated from their environment, once by the court, and then within the grounds of the institution to which they were sentenced. In olden times, such as these would be thrown into dungeons, or their lives sacrificed; in these days they are painstakingly cared for in comfortable buildings by principled and humanitarian keepers.

Why are they segregated? On account of their impossible behavior, they being constantly at odds with any kind of order and discipline, recognizing no authority, valuing nothing good in life, inciting trouble among the inmates, representing veritable daughters of the spirit which always denies.

Why are they so? Because they are the defective offspring of defective stock, vegetating in a defective environment, acting defectively on defective principles or defective impulses. Far from being physical and mental giants, requiring armed protection and heavy steel bars, those unfortunates impress me as a flock of queer sheep and sullen goats, needing a nerve-strong shepherd and a few alert dogs to keep them from doing mischief. Some look very lovely and innocent, others could pose as anomalous and asymmetric models for cubist artists. Their presence among more normal inmates certainly creates havoc, their removal restores group peace. Separated from the group, they lose much of their hurtful energy. It is as if—what many of the inmates show—they drew all their strength from the environment; if kept apart it seems easier for some of them to behave; while for certain others good behavior is a constitutional impossibility.

Assembled as a singing class, they behave well and often show marked vocal talent. But it is as if a certain central power were lacking to array all their better qualities for a successful battle with their lesser qualities. They are willing to give up quickly, or to over-do. On the average, they enjoy singing, and their singing is enjoyable, and discipline is well maintained.

The Ladies' Singing Society.—Members of this group, comprising twenty per cent of the institution's inmates, are those girls who count it an honor to belong to a "ladies'" organization. Ladylike behavior is the only requisite for admittance. Unladylike behavior condemns automatically to self-elimination. Membership is voluntary. Members want to prove that their incarceration so many days, weeks or months ago, was a mistake, or would be a mistake now.

In order to test the ladies as to their ladylike qualities—for our purpose considered to be great self-restraint and very moderate and delicate self-expression—the vocal exercises of this group consist of the study of lyrical songs of the most refined and elegant, sometimes happy, but also elegiac, type.

For the purpose of using musical activities as endurance exercises, we rehearse only one song during one session, and then try to sing it well. This is indeed too much for many of the would-be ladies, who say they will stand for anything but such "tedious bunk," but others on the contrary persevere in this endurance test, not only on the first occasion, but as long as the course lasts. They are mighty proud of this attainment, sing with great sweetness and precision, and constitute the best behaving, most ladylike group, composed indeed of the best girls in the institution.

This endurance test, experimented with in order to segregate through musical activities the best element, worked well and has been continued.

Demonstration for Board of Managers.—This year's effort was crowned with a demonstration for the Board of Managers and the Committee for the Study of Music in Institutions. I had the privilege of explaining briefly to the Board before the concert the principles on which the various groups were organized and trained, emphasizing the fact that although artistic musical standards had been certainly striven for, the first and last principle of action had continually been: What can music do to improve the individual and social group feeling, thinking and conduct? Can music bring about mass discipline and individual self-government? Can music improve the institutional atmosphere and instill in the entire population gathered in the Assembly Hall the dignified and reverent attitude of a symphony concert audience? Is it possible to render a program of beautiful music in a decent and even artistic way?

Our concert before the Board and the Committee was the answer.

We first visited the Psychopathic Ward, where the girls sang:

1. The Star-Spangled Banner.
2. Keep the Home Fires Burning.
3. Love's Old Sweet Song—Soprano solo with chorus.
4. Till We Meet Again—Alto solo.
5. Dreams—Duet with inmate at piano.
6. Long, Long Trail.
7. Beautiful Ohio.
8. Sweet Adeline.

These were all simple selections, but they were sung with great delicacy.

We then drove back to the Administration Building, where we found assembled in the Chapel: in the middle, the Negro hill group; at the left, the Detention Group; at the right, the Ladies' Singing Society; and at the rear, the population at large, seated in cottage formation.

During perfect attention on the part of the non-performing groups, the Detention Group sang first:

1. Old Folks at Home.
2. My Sunshine.
3. At the End of a Perfect Day—Soprano solo.
4. Massa Dear.

The last number, the most cherished by the group, was sung with great pathos in parts.

The "Ladies' Society" then rose from their seats, singing from their green books:

1. The Anvil Chorus, from *Il Trovatore*.
2. Believe Me, If All Those Endearing Young Charms.
3. The Loreley.
4. Hark, Hark, the Lark, by Schubert.
5. The Low-Backed Car.
6. Silent Night—Duet.
7. Killarney.
8. I Would that My Love, by Mendelssohn.
9. Glorious Things Are Spoken, by Rossini.

The performance of these numbers by this group was a surprise to everybody in the Chapel, perhaps even to the ladies themselves, who were quite enthusiastic over their own success.

Then followed the Colored Group, singing:

1. March of the Men of Harlech.
2. Little Gray Home in the West—Soprano solo.
3. Carry Me Back to Old Virginny—Quartette.
4. Spirituals: (a) Go Down, Moses.
(b) Steal Away.
(c) Swing Low.
(d) Ride On, Moses.
5. The Lord's Prayer.

In the spirituals six girls alternated with the general chorus by singing the solo parts, to a softly hummed accompaniment by all the singers, producing a most scintillatingly brilliant and at the same time impressive effect.

The last part of the program was given over to the singing of the entire audience from the screen:

A. Patriotic Songs.

1. The Star-Spangled Banner.
2. Columbia, Gem of the Ocean.
3. America the Beautiful.

B. American Folk Songs.

4. My Old Kentucky Home.
5. Tenting To-night.

C. Foreign Folk Songs.

6. Santa Lucia.
7. Auld Lang Syne.
8. Juanita.
9. Mother Machree—Solo.

D. Miscellaneous Songs.

10. Long, Long Trail.
11. Missouri Waltz.
12. When You Look in the Heart of a Rose.
13. Cantique de Noel.
14. Lorraine March.

The volume of sound was impressive, musical shadings were carefully observed, the general behavior was more than correct. An atmosphere of good-will, mutual assistance, dignity and beauty was created. Music certainly publicly asserted itself that afternoon as the most efficient means for group discipline and individual happiness within correctional walls. It was a great day for the Bedford Hills State Reformatory.

It is self-evident that if it should become possible for correctional institutions to engage a resident music teacher of the necessary qualifications, a program of musical activities of a much broader and more intensive scope than I have described could be undertaken. One hour of musical exercises once a week in institutions with a very fleeting population, greatly limits possibilities. The organization and functioning of glee clubs, minstrel shows, choral societies, bands and orchestras, and individual training of the more talented, cost time and money. But this expenditure would not be wasted, inasmuch as it would open possibilities for musically inclined pupils to become accustomed to a decent and pleasant form of recreation in those dangerous idle hours after work, which are the pitfalls of so many.

The task set for the experiments described in this report was to open up institutions of correction for musical activities, and prove the disciplinarian, educational and generally beneficial influences obtainable from them at a *minimum* expenditure of time and material; and finally, to emphasize the therapeutic power of music as regards the constructive exertion of physical and mental energy.

Conclusion.—In the report herewith submitted I have tried to present a written sketch of the work undertaken in the four institutions mentioned. I have tried to give in outline at least some of the aspects of the work and a few of its underlying principles. Encouraged by initial successes, I hope that the coming year may result in further progress along old lines and new lines in our common mission.

I thank you for your great confidence and continued firm support, and trust that to each of our Committee's members may be given the privilege, denied to its founder Dr. Lewis, of living to see the general utilization of music as a disciplinarian and reconstructive force in the correctional institutions of the United States.

CHAPTER VII

PROBATION BUREAU

This important activity of the Prison Association has been conducted by its General Agent for twenty-two years in the Court of General Sessions in the city of New York, and at no cost to the county, all the expense being paid from the Association's treasury.

The Prison Association has long championed the principle of probation, and the first probation law of the State was written by the late Dr. Barrows, when he was Secretary of the Association.

Probation is generally called a substitute for imprisonment. This is an error. Probation is a suspension of imprisonment during good

behavior and the placing of a prisoner on probation is entirely discretionary with the presiding judge. It is not required by the probation law, nor is it in accord with the theory of probation, that every offender should be placed on probation. Sometimes probation is accompanied by the requirement that so far as possible compensation shall be made by the probationer for the injury he has caused and which led to his trial and conviction. The principle of probation is easy to understand. It is a common sense answer to the question: "Why should we send to prison a person who probably will not commit another crime, and who, if given a reasonable chance, will reform and will not carry the stigma of imprisonment and the attendant possibility of becoming a criminal through the criminal associations of the prison?"

Persons released on probation are not thereby released from the consequences of their delinquency. They must report regularly to the probation agent, and they receive from him supervision and counsel. If conditions imposed by the court relative to industry and good behavior are not followed the probation agent is authorized to bring the delinquent again into court, and the court may admonish further or send to the penitentiary or prison the one who has been given a chance during the period of conditional release.

Mr. Kimball has been during all these years the Chief Probation Officer of the Association in the ancient and honored Court of General Sessions, and in the criminal term of the Supreme Court. His daily activities consist of visiting the city prison (the Tombs), hearing the stories of those awaiting in fear the hour when the judge will pass upon their case, daily conferences with judges, representatives of the district attorney's office, lawyers, friends and relatives of those held for the commission of the crime, and further investigating the circumstances relating to the commission of the crime, and the visitation of homes and places of employment of those on probation. About one-fifth of the cases investigated are disposed of by probation or suspended sentence, and the remainder are sent to prisons or reformatories according to the gravity of the crime. The good probation officer must not only be a good investigator, possessing a knowledge of human nature that will enable him so far as possible to sense the difference between a genuine first offender and a wily and perhaps educated rascal who is caught for the first time. He must watch for mental defectives, drug addicts, feeble-minded and the like, who are better subjects for hospitals than penal institutions. He must be stern and yet sympathetic, and in addition must possess a broad knowledge of the criminal law and the systems of discipline in the various state and county institutions to which convicted persons are committed.

The visitors at the office in the court house are numerous and each day presents pitiful scenes. A typical case is as follows:

A woman was found waiting at the office before the opening hour, hoping that she might save her much loved brother, a cripple, from being sent to prison. He had opened the mail of his employer and taken out checks, forged the indorsements, cashed them, and spent the money. As a reason for his criminal act the man said that he

had been drinking. He had a wife and six children, the youngest one month, and the oldest eleven years of age. She wanted to turn over to the probation officer \$200 in Liberty bonds, all that she possessed in the world, to make good his theft. She was instructed to be in court on the day of sentence, and was very grateful when told that the Association would recommend to the court that the man be placed on probation and be instructed to repay to his employer the money that he had stolen.

The next caller is a probationer who stole Liberty bonds from his employer and changed the serial numbers. He had been on probation for some weeks and was making restitution as ordered by the court, but now he found himself in the hands of the Federal Government and charged with forgery in altering the bond numbers. He was assured that every effort would be made to induce the Federal Court to follow the example of the State Court and show leniency. The Federal Court upon being convinced of the man's desire to do the right thing, agreed to allow the action of the State Court to suffice, after going through the formality of sentencing him to imprisonment for one day. This foolish young fellow stole the money to defray the expense of getting married and taking his bride on a wedding journey. It will now take him ten years to complete restitution at the present rate of weekly payments.

A colored woman now appears to ask what can be done to compel her two boys to keep better hours and good company. They are on probation for some time, but do not seem to realize that liberty is conditional on industry and good behavior. The boys were subsequently summoned by the court and were severely reprimanded by the judge. As a result they are now conducting themselves to the satisfaction of both the probation officer and their mother.

The following is a statistical presentation of the work of the Probation Bureau for the period beginning October 1, 1921, and ending December 30, 1922:

Cases investigated in city prison (Tombs) for Judges of Court of General Sessions.....	841
Released on probation.....	106
Released on suspended sentence.....	84
Sentenced to State Prison.....	239
Sentenced to Penitentiary.....	182
Sentenced to Elmira Reformatory.....	51
Sentenced to City Reformatory.....	17
Sentenced to Work House.....	26
Sentenced to Bedford Reformatory.....	4
Sentenced to City Prison.....	16
Plea withdrawn.....	11
New trial.....	1
Discharged.....	3
Fined.....	1
Insane.....	1
Acquitted.....	1
Other disposition.....	8

Office Work

Number on probation October 1, 1921.....	140	
Received on probation to December 31, 1922.....	196	
Discharged with improvement.....	140	336
Discharged without improvement.....	40	
Arrested and sentenced.....	9	
		189
On probation December 31, 1922.....		147
Money received on account restitution.....	\$6,444	50
Money received on account children's support....	2,246	00
Total.....	\$8,690	50
Personal reports at office.....		4,398
Mail or telephone reports.....		1,006

Crimes of Persons Whose Cases Were Investigated by Probation Department

<i>Felonies:</i>		
Grand larceny.....		196
Forgery.....		42
Burglary.....		71
Robbery.....		50
Assault.....		61
Manslaughter.....		10
Bigamy.....		16
Abandoning child.....		2
Receiving stolen property.....		11
Other felonies.....		77
Total.....		536
<i>Misdemeanors:</i>		
Petit larceny.....		148
Assault.....		64
Unlawful entry.....		50
Other misdemeanors.....		43
Total.....		305

Many of the cases that came to our attention since the advent of the Eighteenth Amendment are greatly involved and mysterious, and it is extremely difficult to investigate them for the reason that the persons involved on both sides are fearful that the whole truth will be revealed and that they may possibly have to face a charge in the Federal Courts instead of the New York State Courts. A case in point is as follows:

A young man, thirty-two years of age, who had never been charged with crime before, and who had been a bartender, was charged with forger. The complainant in the case said that he bought "merchandise" from him to the value of \$320, and that the goods were never delivered though the check was cashed.

When the prisoner was brought before the court he entered a plea of guilty and frankly acknowledged that since he has been unable to work at his chosen vocation, that of a bartender, he had been engaged in the illicit selling of liquor. He said he could not obtain any other employment and was desperately in need at the time. Much to the surprise of all, the complaining witness asked the court to suspend sentence, which request was granted, and the man was asked to report weekly and make restitution in full at the rate of \$5 per week. When the prisoner was brought to the probation officer's room to receive his instructions from the Court as to reporting and restitution, the complaining witness who had been instrumental in causing his arrest and imprisonment, waived all claim to the \$320. The probation officer immediately drafted a written waiver, which the man quickly signed. The bankers who had cashed the check then appeared and stated that they had sustained the loss and wanted their money back. The probationer agreed to pay them and is now doing so at this office at the time stated by the court. The young man is steadily employed as a waiter in an uptown restaurant and doing very well.

A young college boy who had pleaded guilty in the Supreme Court to obtaining \$75 on a draft from a college fraternity brother, expecting that it would be signed by his relatives in the West, appealed to the probation officer for assistance. It seems that the young man had been chums for years, and that the prisoner had been accustomed to receive liberal sums of money for his maintenance from time to time from his relatives. He had been a little extravagant, and on the advice of a business man in the city who knew him well his relatives ordered him to work and at the same time cut off his allowance. With his allowance cut off the boy was left unprepared and did not even then take the matter seriously, but thought that his parents were only trying to frighten him. It was at this time that he made the draft which brought about his downfall. Soon after his arrest the draft was at once made good, and on the advice of the probation officer the court suspended sentence and placed him in the custody of this Association. He is now engaged in a mercantile establishment in this city, earning a large salary. He says he is well satisfied with his lot and that his experience has been such a lesson to him that he will profit from it for the rest of his life. This young man is in no sense a criminal or criminally inclined, and his relatives certainly made a fearful mistake in taking the advice of the business man who believed he was acting in all kindness and for the best interests of the young man. By this disposition of the case the young man's future in all probability is saved. However, if he had been sent to prison things might have been quite different.

CHAPTER VIII

PAROLE BUREAU

Parole differs from probation in that parole means the period subsequent to the individual's prison life, while probation means a period of supervised liberty allowed to a person instead of the serving of a prison sentence. In short, probation precedes the serving of a prison sentence, while parole follows a prison sentence.

The parole period of any released prisoner is of vital importance both to him and to society. The theory of parole is that the prisoners should become gradually again accustomed to that liberty which is enjoyed by every law-abiding citizen, and which was his before his prison term. Experience has proved that during the parole period there should be a careful and sympathetic supervision of the released prisoner's daily life, this supervision to grow less until the time arrives when it is thought proper to grant him his absolute discharge.

On October 1, 1921, there were on parole to the Association 159 men. During the fifteen months period ending December 31, 1922, 345 men were received, making a total for the period of 504. Of these 169 men were discharged from parole during the period after having satisfactorily finished their period of conditional release. For the fifteen months period there were declared delinquent 76 men, two men died while on parole, and 33 were sent to prison because they had committed new crimes.

Mr. Bohn, Parole Agent of the Association, made 1,918 visits and investigations during the fifteen months period, besides attending Parole Board meetings at several of the State prisons every month, and on some occasions attending the meetings at all the prisons in a single month. In this way it was possible for the Association to be kept in close touch with the Parole Board and the men about to be paroled. Also at the time he visited the different prisons there were numerous cases referred to him which necessitated interviews with the prisoners' families and prison authorities. On such occasions prisoners usually protested their innocence or made requests for transfers, asked to be put in touch with some of their friends and relatives, appealed for the care of their families, or sometimes asked for help in securing artificial legs, eyes, etc. Following such visits it is always necessary for our Parole Agent to confer with judges, district attorneys, lawyers, friends, relatives, and others.

Through the efforts of the Association five prisoners were restored to citizenship. In numerous worthy cases, after careful investigation, Mr. Bohn succeeded in convincing the authorities that warrants filed against men while they were in prison should be withdrawn. On several occasions through the tireless efforts of our in-gent broken homes have been re-established. This in many instances has been the best thing, not only for man and wife, but for the young children.

In short, it is the work of the Parole Officer to extend to the released prisoner a helping hand, always having in mind the protection of society and the necessary rehabilitation of the prisoner. This requires a stern and yet sympathetic attitude, and the knowledge that comes only through years of experience and understanding.

Among other numerous instances of assistance given we chose the following as typical:

While C. C. was in prison serving a term for bigamy, the Prison Association cared for the wife and little ones. Upon his release a position was obtained for him, and through the efforts of our parole officer a reconciliation was established between the man and his wife. The little family now live one for the other.

When B. J. came into the custody of the Prison Association, he was without funds and on account of his previous record did not know where to look for employment. He expressed a desire to start a little business of his own. Through the interest of this Association a loan was made him, with which he purchased a quantity of peanuts and a cart. He worked diligently; has established a large business; repaid the loan and from latest reports he is still "making good."

G. H., like many other young men, came into the hands of the Prison Association destitute, and I might add, discouraged with life in general. A job was obtained for him through this Association, with a small express concern. He continued to retain his position, and proved to his employer to be honest and conscientious in all his dealings. A short time ago we were advised that the employer had taken the young man as his partner, and they now have a "going" business.

F. C. received a long sentence, but after serving quite some time "behind the walls" he was released on parole in the custody of the Prison Association. Having been away so long, he lost track of relatives and friends and was without funds and a home. The Prison Association provided food and lodging, and employment was obtained for him with a candy concern. He has worked steadily and opened a bank account. On his release from parole, he sent the following letter:

Mr. A. L. Bohn,
135 E. 15th St.,
N. Y. C.

Dear Sir:—

I received my discharge papers all right and take this occasion to thank you for your good wishes on my successful parole. It is my sole intention to go straight for I must say that the Prison Association really gives one every chance that could be anticipated and helps one in the time of need. I shall call at your office at some future date.

Respectfully,
F. C.

The following letter is from a young man who played fool-

ishly, and got into the clutches of the law. He was in no sense a criminal at heart:

New York City,
February 20th, 1922.

Dear Mr. Bohn:—

I take great pleasure in sending you these few lines of appreciation for the wonderful assistance you accorded me in making my parole, and also to let you know I have received my notice of discharge.

To be frank with you upon leaving Sing Sing I was nearly afraid of my parole, as I thought, from what I had heard, that I would be hounded from the moment it began until I received my discharge. But how different everything was! When I had the little trouble that seemed to take all the joy of living from me and came down and told you about it, how good it was and what a big help to me when I received such kindly and helpful advice in every respect from you and Mr. Cass. As long as I live I shall never forget this, for I am sure it was the turning point in my life.

I can say with all sincerity that anyone coming out under parole with the Prison Association will receive all the kindness and consideration that it is possible to show any human being.

It shall always be a source of pleasure to me to come down and visit you whenever the opportunity presents itself.

With all best wishes for the health of everyone connected with the Prison Association so that you may live to a ripe old age to carry on your wonderful work of helping those unfortunate enough to make an error in life back to the straight and narrow, I am,

Sincerely and thankfully yours,
M. R. H.

CHAPTER IX

EMPLOYMENT BUREAU FOR RELEASED PRISONERS

It would be pleasing and gratifying to the Prison Association if, through its Employment Secretary, Captain George C. Hart, there could always be secured for released prisoners jobs that would be satisfactory as to hours, varied as to occupation, and liberal as to wages. The cold, hard facts are that the man just out of prison is not only as a rule unfitted for any job requiring skill and consequently paying good wages, but the man just out of prison must because of his lack of references take practically what he can get. Therefore he is with peculiar frequency forced into jobs that require long hours, very lowly or disagreeable work and but relatively small wages. Men applying to the Prison Association are frankly advised to begin at the bottom of the ladder if the applicant cannot at first climb upon any of the higher rungs. We regard it as most important that the man just out of prison should as soon as possible be able to say that he is working somewhere and at something definite. The first reference after prison is of prime importance. Many of the men suffer not only from mental but from physical handicaps. Many of the applicants are of small physique and therefore unfitted for jobs requiring great strength. Others are without an eye, arm, leg, their hearing, or have such illness as

to prevent their taking some kinds of work. If these men are expected to get jobs and to support themselves after leaving prison some one must intercede for them in getting a job and must provide lodging and meals and other necessities while they are looking for a job themselves. The Employment Bureau has made it a point to see that the applicant has been supplied with whatever assistance was necessary to help him to become self-supporting, providing that the applicant was willing to cooperate.

The industrial depression that began in the fall of 1920 continued through the year 1921, and it thus became difficult to place men who came to us. There was little or no demand for mechanics, bookkeepers or clerks. The institutions in the greater city constantly needed men such as orderlies, waiters, porters, kitchen help, elevator and occasionally switchboard operators. These are simple positions, but in quite a number of instances they proved stepping stones to better positions. They pay from \$30 to \$40 a month and keep, but when we consider that all the responsibilities requiring cash are cared for, and what the worker receives at the end of the month is his own, in addition to having gotten a foothold, they prove worthy channels to industry and stability. During the early part of 1922 hospitals and restaurants that had registered with us calls for help stopped entirely because of the continued business depression, and reported that the men they had hired were holding on to their jobs. It therefore required additional effort to place men who were willing to take "any kind of work." One man so placed is worthy of mention. He was an expert with the pen and well known to the authorities. He was skilled in stenography and accountancy, but positions of that kind were not to be had. We quote him correctly as follows: "I must get a start and I cannot be particular. I was offered a job washing floors but that I am not physically able to do. I am willing to work for small pay so long as I can get my board and room. The money that the State gave me at the time of my release—\$10—is spent."

It was necessary for us to give him financial aid that he might have room and food. Then we set about getting the all essential job. Appealing by telephone to the Superintendent of a nearby institution and stressing the released man's qualifications, we were asked to send him over for an interview. He was immediately employed in the steward's department keeping the stock accounts. He proved so expert that in less than a month he was promoted to the front office and his pay advanced from \$30 to \$75 a month. He was given room and board that he could not duplicate for \$100 a month. Had he been too proud to make a simple beginning he might, to quote him, "put over a check on Wall Street and get some ten or fifteen thousand and be on the run, never free from the thought that the cops were on my trail."

This is but one of the many examples of men who thought clearly and acted wisely. In the main these men come from the State prisons and are of better quality than those who come from the local jails and penitentiaries.

The statistical information relative to the Employment Bureau is as follows:

<i>October 1, 1921 to December 31, 1922</i>	
Total number of men interviewed.....	1,888
Number of men who came for employment.....	907
Number of men who came for relief.....	653
Number of men who came for advice and counsel.....	328
Number of different men referred to places of employment.....	998
Number referred once.....	747
Number referred twice.....	154
Number referred three or more times.....	97
Actual number of men placed.....	582
Number referred but who did not report as securing employment.....	417
Number referred to other agencies.....	85
Total number of interviews.....	3,574
Number of interviews re: employment.....	1,258
Number of interviews re: relief.....	1,620
Number of interviews re: advice and counsel.....	696
Total number of men receiving relief.....	1,231
10-cent meals given.....	7,547
25-cent meals given.....	496
Lodging provided.....	1,138
Men to whom clothing was given.....	320
Men to whom cash relief was given.....	837
Total amount of cash relief given.....	<u>\$1,817.20</u>

The following are interesting cases that came under the direction of our Employment Secretary:

R. M.—This young fellow, referred to the Prison Association by the Massachusetts Prison Board, caused more worry than any ten cases we have experienced. In just one year we directly and indirectly referred him to 20 places and got him 10 jobs. A few days or a few weeks would mark the end of each. At last we were successful in getting a real good one on an ocean liner. Here, we thought, he will be subject to discipline and he can't leave until the ship makes a foreign port. He made several round trips, did splendidly, and saved money. A nephew of the Captain needed a job and they let our boy go. Job after job followed, but he did not hold on.

Finally after an absence of several months he again appeared. He had been to a famous watering place where he had just managed to live. He was the same old care-free boy, apparently a bit bigger, but no wiser.

We tried a new line this time, for he had no home. The Superintendent of a large hospital said he could give him work. At first he hesitated. We put this question to him: "You have no home, no money and here is a job that provides all and pays you \$40.00 per month, will you take it?" He did not answer for some minutes but sat as we did—mute. Suddenly he said: "I'll take

that job," and we started him off. In our letter to Superintendent H. we suggested that this boy would do well if directed by a person that would give him a kind or pleasant word. In a few days Mr. H. telephoned to say that he had done so well he was giving him a better job at higher pay, and that he found him reliable and willing.

F. H.—We recently received a call from a man whose experience may prove of interest.

When released from Sing Sing two years or more ago he searched for weeks unsuccessfully, for a position. At last through the kind intercession of a member of a firm he had formerly been employed by, he was placed in the office of a large hospital. It was understood that this position was to be a temporary one. The accounts and records having been carelessly kept or neglected gave him an opportunity to demonstrate his ability. This work proved of such great advantage that he was given a permanent position at a very fair salary. It seemed at last that his struggle against odds had come to a happy end, and the little family was to know an era of prosperity such as they had not enjoyed for years. His employers had not been informed of his prison experience, and all went so well that he was beginning to forget that dark, unhappy period.

In one day his fine castle was destroyed. A young man came to visit a patient, and this young man was an ex-prisoner, who had known H. at the "Big House"—Sing Sing. He recognized H. at once and though H. did not appear to know him, the "Ex" insisted and put this question: "How much is it worth to keep my mouth shut?" H. could not and would not pay but he did have to quit.

When H. told this story, he prefaced it thus: "I am still paying the price." With few exceptions they who return to freedom continue to pay the price. Within walls, he who reconciles himself to the law's decree, is by virtue of his philosophy, enabled to serve his sentence with comparative comfort: He works diligently, enjoys the periods of recreation and exercise, and finds the "bit" going speedily.

Then comes the day of release—to some a day of doubt and misgiving. The big world is before them and the "price" has still to be paid.

We could not get H. a job in his line that would pay a living wage, but through a friendly acquaintance got him an interview with the Welfare Director of a large corporation. This gentleman decided he could do better than give him clerical work—he would put him in a responsible position in one of the departments, at a fair wage, with opportunity for advancement. H. returned to tell the good news, and to express his appreciation.

E. T.—At the age of twenty-four he finished his third term in prison—Elmira, and two Sing Sing sentences.

In the language of the fraternity, he had "packed in," meaning that he had quit stealing and intended to work for a living. A

steamfitter by trade, we experienced no difficulty in getting him a job in that line, pay \$6.00 per day. He came in last January and told us that he was now in business for himself and doing well. The object of his call was to get the address of one of our paroled men, for whom he had a job.

This case proves what can be accomplished by industry and determination.

H. Y.—Though comparatively a young man, he had spent nearly eighteen years in State Prison. He was not paroled to the Prison Association but came for our cooperation. Assured that his parole officer would welcome our aid, we referred him to a position, the salary to be \$55.00 per month and keep.

He presented our letter and was accepted, with instructions to report for clerical duty on the following day. He failed to do so and the place was filled. Again we tried and again succeeded. The work was similar but the pay was less.

He did not stick, and returned for further effort on our part. We got him the third job which he held but one day. Intelligent and well schooled, it was evident that the many years of indifferent industry and application had made inroads and he did not seem aware of it. For a time we did not see or hear from him. Then we received a phone call from S. (his parole officer), who said: "We have a man here and we don't know what we can do for him, can you get him a job?" We advised S. to send him with a note. Presently the man came. It was H. Y. with the same old story. One year out and nothing of a permanent character accomplished. We spoke very plainly to him. He had placed too high a value on his services and was the only one to see the merit of his claim. We tried once more and by good fortune got him a clerical position, and have not seen nor heard from him since, except to learn indirectly that he was holding on. He had previously been holding out for a choice position believing himself a sort of genius.

It cost his parole agent something to discover that he was not, and that he must find a way of supporting himself.

Confronted with the alternative of working or going hungry, had the desired effect. We do not think he was faking. He simply lost sight of the long lapse of time, and failed to note the changes, thinking to begin where he had left off.

When told by S. that he must now support himself he went to work.

F. C. Completing a six-year term for burglary he came for work, speaking as one who had made up his mind to go straight. He had no training that would equip him for any special calling but he said he was willing to do any kind of work that would bring a living wage. We got him a factory job in which he could earn enough to maintain himself and save a little, too.

Becoming ambitious to do better, he took an examination for a position in the B. R. T., and failed on the physical test. His blood

was poor and only hospital treatment would remedy the defect. We gave him a letter to the S. S. B. at B. H. He was received as an "in patient," and cured.

Then through the cooperation of the S. S. Bureau he was sent to the Burke Foundation for a rest period, and came out a well man. Since he came to report his good fortune and to offer his thanks we have not heard from him.

D. A. D.—This applicant for cooperation, though young in years (30) was old in experience. He began in the local institution as a boy and graduated to the felons' class.

His last bit was for five years in a Western State. During the long stay he took a correspondence course in law, completing all but a third when his time expired. Naturally his desire was to secure employment in which his legal knowledge would prove of value.

He advertised, and received answers making appointments for interviews. We were called upon to keep the appointments for him, that the full story might be laid before the prospective employers persuasively. Nothing came of them but sympathy and courtesy.

We then got him an interview with a large insurance company, a mutual friend furnishing the introduction. They offered him a position at once, in their branch office, R. N. Y. He did not accept because it would "take me away from home and mother," he said. We were intensely disappointed, but did not give up.

He came in again. This time we got him a job as compositor,—a trade he had learned in the near-by prisons— at \$25.00 per week. He lasted one day, unable to do the work.

When he came to tell of his failure, he told of his ability to do orderly work. We telephoned at once and got him a position in a private hospital; wages to begin: \$40.00 a month, room, board and laundry. He proved incompetent and was obliged to quit.

In the end D. did not believe that we had done our full duty. The Prison Association should "find some person broadminded enough," he said, "to give me a chance."

While what we have told does not cover all that was done in the case it will convey the idea convincingly, that infinite patience was exercised, combined with effort.

The Drug Addict—A Difficult Problem for the Employment Secretary

These unfortunates come to us in rags and tatters. No matter what the condition of their clothing when entering prison, they receive it without improvement when released.

In our short experience we have not found the secret of dealing with these men successfully. We do our best to brace them for the battle about to begin, that they may have strength to resist the temptation to return to the old habit. We at once improve their general appearance by furnishing the necessary clothing,

shoes, etc. It has happened that occasionally we send them forth with a complete new outfit, a job, and cash for incidentals.

The job ordinarily, is in an institution, far removed from his old haunts and associates. We find there is great danger of his resuming the habit if he returns to familiar scenes and surroundings. We make it a point to invite these men to call in for a chat on their day off, and this they very often do. They continue this practice for a time and are not seen again for months.

When they appear it is the same old story: "One hundred days at Rikers." New resolutions are made, and in their hearts they are sincere.

All these men are benefited physically by the so-called "cure," some gaining as high as fifty pounds during the period of detention. But the cure does not create will power. They cannot withstand the craving once they are freed. Only a small percentage of those sentenced for drug using come to the Prison Association.

Not long ago four (4) addicts were released and all came to this city. One came to this office, the others went directly to the vortex for a "shot." Our applicant thanked God that he was again free and was confident that he was done forever with the destroying drug. But—"how can I look for a job in these clothes?" he asked. He was in rags and the visible shirt was filthy. When we inquired the reason for the condition of the shirt, he explained that he had worn it at the time of his arrest, and during his stay in the Tombs. When sentenced he was given a prison shirt. When released they gave him his own shirt just as they had received it. It is true that this man's condition was the result of his own weakness, but a rich municipality undertook to cure him (?) and when the prescribed time was up, sent him forth in ragged, unclean clothing. It requires more than ordinary resolution in the poor fellow thus turned loose to resist the temptation to return to the danger zone. He has no home—at least not in these parts—no money. What is he to do? His only salvation is a job. If the job is not to be had at once we maintain him until it is gotten. This assurance buoy's him up, for we enable him to get lodging far removed from his old associates. Then the job comes and he feels that the period of rehabilitation is begun.

It does not turn out as he, or we, had hoped. 'Twas a temporary ray. He falls again leaving the problem unsolved.

More time and patience is required with the addict than with any other type of applicant. When free from the drug he is generally truthful, but when under the influence he will lie and steal to obtain the money with which to get a fresh supply.

All the money they earn is spent for it, to the exclusion of sustaining food, and as a consequence they waste away until only skin and bone remains.

One such, a chef, who earned more than \$40 per week spent it all for the "happy dust." In time the craving for more became so great that his earnings did not suffice for this purpose. He became

a thief and was sent to prison for stealing. He had been spending from \$7.00 to \$8.00 daily for drugs.

The Chaplain of one of the local institutions, in years of contact with drug users, said recently that he did not know of one case of permanent cure.

CHAPTER X

BUREAU OF RELIEF FOR PRISONERS' FAMILIES

**The problem of prisoners' families*

A short time ago, when calling on the mother of one of our families, in which there are five children, she thus described her first visit to her husband in New York's penitentiary on Hart's Island.

"Yesterday, I went to see my husband. I had a nice sail up the river. It's a fine place. I'd like to spend a vacation there in a bungalow. A band was playing when we arrived. My husband says they do about a third of a day's work. He looks fat and hearty. They sleep in dormitories and laugh and joke, and he says the food is good. Look at me—I'm slaving nine hours a day in a steam laundry. At night I do the housework. Today is Sunday—wash day for me. Look at that tub full of clothes! I think it's a shame."

My reply was "I think it's a joke on civilization."

Since my arrival here in Jacksonville, I have heard much about rebuilding the prisoner. I have hardly heard anything about his family. I don't know what the average proportion of married to single men is in the prisons, but I do know that many of the inmates have families, and that some of them are deeply attached to their wives and children. You may say, "How can a man who loves his family place himself in jeopardy of prison when he knows that if he goes there, his family will be left destitute?" This is one of the human equations which I cannot answer, but it does not alter the fact that many a man in prison worries his heart out about his family, and to prisoners who really care, what more vital cornerstone can there be in the rebuilding of the man than his family? Suppose the wife writes that the money she had left, after paying the lawyer, is all gone; that the rent is overdue, and that she doesn't know which way to turn, and suppose the prisoner next hears that his wife, a young woman, in her despair has sold the furniture, committed three of the children, and taken a place at domestic service with the youngest child. What effect do you think this will have on him? Do you think it will make him anti-social, as

* This article was prepared, shortly before his death, by Mr. Roswell Skeel, Jr., Volunteer Relief Agent for Prisoners' Families, of the Prison Association of New York.

they call it? In trying to rebuild him, you will have a long row to hoe to overcome the bitterness he will feel as he says, "Why should my wife be made to suffer for what I did? She had nothing to do with it. Why should they break her heart by compelling her to give up our home and put the children away? Where is the justice of it?"

It is easy enough to give a reasonable and logical answer to this question. But, in my experience in situations of this kind, reason and logic might as well be a pair of bones in the fingers of an end man at a minstrel show. Here is a letter to me from the warden of one of our prisons:

"Will you please have your woman investigator look up Mrs. C, and find out how she feels toward her husband, an inmate of this institution? This man is mentally disturbed and if you can secure this information for him, we will appreciate it."

This was not a case of a family being in need. Owing to the man's alleged ill-treatment of her, his wife would not answer his letters or bring the children to see him. Through my efforts, she finally did go with the children.

Having stressed the vital part which I think the married prisoner's family so often plays in his thoughts in prison, may I tell you briefly of the relief work done by the Prison Association of New York, of which I have charge.

We cover all cases which come to us in Manhattan, Brooklyn, and The Bronx, which means long distances between home visits. One afternoon, I went to the Tombs, our City Prison, and from there to the Fordham Hospital in The Bronx, and from there to an outlying section of Brooklyn, a distance of about thirty-four miles for three visits. Families are referred to us by letters from the husband in prison, by personal application of the wife at our office, and by various agencies. We have Irish, Italians, Negroes, Russians, Lithuanians, Spaniards, Austrians, Bohemian or Poles, and many of them do not speak English. We visit the family, and if we feel that financial aid is necessary, we first learn what, if any, aid the relatives can give, and thereupon decide what monthly sum we shall have to allow the family. When the budget is too large to be met entirely out of our limited relief fund, and the whole family must be carried, the mother remaining at home and doing only a little home work, we assume part of the budget and enlist the co-operation of the United Hebrew Charities, the Charity Organization Society, the Catholic Protective Society, or the Church, as well as other agencies.

When the man is in Clinton or Great Meadow Prison, from 200 to 300 miles from New York City, it often happens that I am the only personal link between the wife and children at home and the man in prison. This separation creates some special problems in the work of family rehabilitation. As a general rule, I encourage the wives to stick to their husbands, even when they are doubtful

about it, unless the husband has been cruel to his wife, or unless his career has been one of repeated deceptions and untruthfulness. In such cases, I do not hesitate to advise the wife to seek a legal separation, especially if the husband is mentally defective.

In the cases of "old offenders", the wives are often bitterly resentful. If the wife decides to give him one more chance, I sometimes write a letter to the man stating that his wife wishes now to go on record that she will positively refuse to live with him should he commit another crime, and I lay great stress on this when I see him in prison. Whenever I advise a wife against living with her husband, I almost invariably suggest that if he will live apart from her for six months or a year, after his release, give her support and save some money, if possible, and give it to her at the end of this period of probation, that she should take him back.

I find that the husbands often become suspicious of their young wives, for most of them are young. Here is a typical letter addressed to me:

"Your letter of 19th just received, also heard from my wife and she tells me she will be up to see me this week without fail, and after I see her, I am sure everything will be all right between us as she knows I am always more than willing to forgive and forget. I will ask her about the test we spoke of and will let you know what she has to say. I am anxious to know whether she is really living with her sister. And if you could find this out, I wish you would, but I don't want her to know that I am so anxious to find this out, because it may cause trouble between us again, as she is easily offended. I am perfectly satisfied to get her letter, and a visit once in awhile, that is all I ask. Trusting our short interviews of the 15 will remain as a secret, for I dearly love her and my child. Thanking you for the trouble that I have put you through, I am,"

We make inquiries, and if we feel that the girl is probably immoral, or likely to become so, we send in a "Big Sister," either a Catholic, a Protestant, or a Hebrew, with the understanding that the "Big Sister" is not to tell who sent her. In all cases, my assistant, Mrs. Hore, and I try to win the wife's confidence, but in some cases she needs more supervision than we have time to give.

I make periodic visits to all the men in the prisons, the penitentiaries and the workhouse, whose families we are aiding, or in whom we are interested. This contact between the family and the man in prison often gives me the opportunity of receiving the man's co-operation in all matters pertaining to the family health and welfare. For instance, a wife needs a surgical operation, but her husband does not want her to have it done until he comes home. After talking with the doctor, perhaps I convince the man that delay is putting a great burden of ill health on his wife, and he may change his attitude. Again, this contact, which I make between the family

and the man in prison, brings with it all kinds of family adjustments. For example, a prisoner, under a sentence of twenty years to life, tells me that the court awarded the custody of his little daughter to his deceased wife's uncle in Philadelphia; that the uncle does not like him and will never bring the child to see him. He asks me to endeavor to have his daughter placed in the custody of his sister in Long Island City, so that the child can be brought to see him, and so keep him in touch with "all he has to live for," as he expresses it.

Another prisoner says, "My wife writes me such scolding letters that I am completely discouraged. This is the first time I have ever been in prison and I don't intend to be here again. She does not want to come and see me. Won't you tell her how I feel?"

Another says, "There is a warrant against me, lodged at the prison for assault upon my wife. This was issued, to hold me, pending the result of her injuries. She has sustained no injuries. I can't get a trusty's job because of this warrant. As you know, she has forgiven me, and will live with me. Won't you take her to the District Attorney and see if you can't get the warrant withdrawn? She can't go there alone. She is too timid, and could never get a hearing."

Another, whose young wife, with her child, has been committed to an institution, because of immorality, asks if I won't try to have her kept there until his release, so that he can take her out and make a home for her.

Another asks if we can't find a place for his young wife in a family in Ossining where she can work as a domestic and so be near him. He says her mother's family, with whom she lives, are undesirable people.

Numerous instances of a similar type could be cited, but repetition would weary.

The majority of our families are Italians, Neapolitans and Sicilians. They are a very mercurial people. Their decision as to what they will do in their relations with each other are often extremely unstable, and, as a "doctor of domestic difficulties," I often feel myself to be a failure. But, nevertheless, I do restrain them from extremes and sometimes make family adjustments which give promise of being lasting. Families come to us that do not need financial assistance, but they do need advice and guidance. It seems to me that the greatest blight upon these poor people is their inferior education.

When the man comes home, we visit him and have a heart-to-heart talk with him and his wife, and, after that, we pay occasional friendly visits. I always say to the wife, "If you get worried about John, and don't know where he is in the evenings, let me know and I shall be here right away." The most gratifying part of my job is to visit a family that we have helped, after the man has been released, and to find them happy and contented.

In conclusion, may I tell you briefly of a few of our family cases?

"Twenty years to life" is what the lawyer told young Mrs. A, as she stood outside the courtroom door waiting for the words she could not hear. Her husband had been "away" some time, when we found her living in one small room in a cheap rooming-house with her little daughter, two years old. She was working in a factory for twelve dollars a week. She "had lost fifteen pounds since he went away," and her health was failing. We paid her rent for a while, when she was too ill to work full time. Through our advice and plan, she secured a place at service with her child in the country not very far from the prison.

The husband of young Mrs. B. "doing five years," asks to see me on one of my visits to the "Bastille-on-the-Hudson." He says his wife is sick and in need. He never took out any naturalization papers, so she cannot get state aid. She calls during office hours with her infant child, in answer to my letter. She is a frail little thing, twenty years old, and her baby of seven months looks but a month old. She is living with her parents, but as she married against their wishes they are "sore on her," as she expresses it, and won't keep her unless she pays. She pawned everything she had, and cannot work because the baby is so delicate that he needs her constant care. We secured admission for the baby to a hospital, and have requested its admission to an infants' convalescent home for observation and convalescent care. The mother has gone to work in a factory as a learner. We have sent her for examination to a physician. He reports that he can find no organic disturbance. She will not go to the country, insisting that once the baby is getting better and is cared for, she will be able to work "right along." But through a gradually increasing influence over her, we hope finally to send her to the country for the rest she so much needs.

Young Mrs. F lives with her little girl in two rooms. She has an allowance of eighteen dollars per month from the Board of Child Welfare, and a charitable society also helps her. In a fit of rage, her husband threw her out of the window, so injuring her spine that she has to wear a plaster cast, and she will probably be a cripple for life. She is so discouraged that she will hardly listen to a word of cheer. But we shall ask some one of our friends to take her out for an automobile ride; we shall back up the nurse in trying to persuade her to take up some handicraft, and I shall see her husband when I go to the prisons up the State, and ask whether his relatives will not help pay the storage bill on the furniture.

The husband of young Mrs. B, who has one little child, four years old, has been in prison for over four years, and it will be seven years before he is released. She occupies two rooms on the top floor of a Mott Street tenement. The rent is \$70. She had been working in a button factory, but she had a nervous breakdown. We paid her rent and brought her to the notice of the Bellevue Social Service Department. They sent her to the Burke Foundation for convalescent care. We shall continue to pay her rent and shall make every effort to see that she has further treatment and convalescent

care, and then plan to place her at service with her child with some family or in some good institution, where she can earn enough to support herself and be cared for until her husband's release.

I only wish that time and more assistance would permit us to do more thorough welfare work in our families. But, whenever I visit a new family I always look for the obvious physical defects easily discernible by a layman, such as rickets, tonsils, defective eye sight, and defective teeth. When the mother says, "I don't know what ails Bessie, she is so skinny and sickly." I send Bessie to the Children's Clinic at Bellevue where she can be examined by one of New York's best specialists. We send quite a good many women and children, when we can get them to go, to the hospitals and clinics for operations or treatment, or Wasserman tests. Some children have been sent to the clinic for speech defects, and women and children have been sent to institutions in the country for convalescent care. Occasionally we send in a visiting nurse from the Henry Street Settlement, to care for a sick woman or child at home. In short, we do as much welfare work as we can, it being borne in mind that the economic condition of the family is our foremost problem.

In spite of some failures, we feel that our work is essential. In addition to material assistance, when needed, our aim is to cheer and encourage and protect these women and children. In a great many instances, we know that we succeed, and that our efforts will, to some extent, reduce crime, and thereby, the taxpayers' bills for the support of prisons and prisoners, will be reduced. But we are inspired chiefly by the knowledge that we are fighting the demon of human misery and helping to increase the sum of happiness and well being. And to all of you who are doing welfare work in the prisons, and trying to rebuild the man, I say "Don't forget his family."

The Prison Association has been most fortunate in securing the services of Mrs. Alice F. Hore as successor to the late Roswell Skeel, Jr. Mrs. Hore was associated with Mr. Skeel as his assistant for about a year prior to his death, and because of this and her long years of experience in family case work, was well equipped to take up the duties which were so unusually well discharged by Mr. Skeel.

The following is a statistical statement relative to the work of the Bureau for the Relief of Prisoners' Families for the period indicated:

<i>October 1st, 1921, to December 31st, 1922.</i>	
Families under care October 1, 1921.....	254
Families received during the period of October 1, 1921 to December 31, 1922.....	215
Families discharged during the period of October 1, 1921 to December 31, 1922.....	317
Families under care December 31, 1922.....	152

Visits made to families by Mr. Roswell Skeel, Jr., and Mrs. Hore during the fifteen months' period.....	1634
The number of men interviewed, during the fifteen months' period, at the Penitentiary at Blackwell's Island, the Branch Penitentiary at Hart's Island, and the different City prisons, and in Sing Sing, Great Meadow and Clinton Prisons....	320
From October to December 31st, 1921.	
Women referred to hospitals for general examination.....	4
Women referred to Bellevue Hospital for treatment.....	1
Women referred to Neurological Hospital for treatment....	1
Women and children referred for examination of the eyes and to whom glasses were furnished.....	1
Women and children sent to the dentist.....	6
Women referred to the Greenpoint Hospital for treatment..	1
Women referred to the Kings County Hospital for treatment	1
Women referred to St. Barnabas' Home.....	1
From January to December 31st, 1922.	
Children referred to Mt. Sinai Hospital for tonsil and adenoid operations	6
Women referred to Women's Hospital for examination....	6
Women referred to St. Luke's Hospital for treatment....	2
Families referred to the S. P. C. C.....	1
Families referred to the Department of Public Charities..	1
Women referred to the Neurological Hospital for treatment	2
Women referred to the Lying-In Hospital.....	2
Girls referred to the Manhattan Trade School.....	1
Children referred to the Catholic Big Sisters.....	1
Mothers provided with Thanksgiving dinner.....	68
Children provided with Thanksgiving dinner.....	178
Mothers provided with Christmas dinner.....	86
Children provided with Christmas dinner.....	191
Women referred to the Board of Child Welfare, eligible for allowances for their children, under the State Law.....	25

CHAPTER XI

LEGISLATION IN 1922

The Association was again active during the 1922 Session of the Legislature. The activities of the Association were centered principally in Albany during the Session. They consisted in appearing before the various committees of both Houses in support or in opposition to bills in which the Association was interested, also in personal contact with members of both Houses relative to bills.

At the request of the Prison Association a bill was introduced amending Section 2189 of the Penal Law, and providing that in a case where the offender had previously been convicted two or more times of a misdemeanor, the committing judge could use his discretion in the granting of an indeterminate sentence. Under the

existing law, regardless of the number of previous convictions for misdemeanors, a prisoner convicted for the first time of a felony receives an indeterminate sentence the minimum of which can not be more than one-half the maximum. It often happens that a prisoner has many convictions for misdemeanors before he is finally convicted of a felony, and at that time is treated as a first offender. This situation is not approved by the Prison Association. The bill that was offered by the Association passed the Assembly but was held in the Senate Committee.

There was again a conspicuous presence of so-called "crime wave" bills intended to amend the Penal Law by increasing the maximum penalty for certain crimes such as robbery, burglary and assault. These bills were similar to those introduced in the 1921 Legislature. During that Session bills of this character passed the Assembly but failed in the Senate, whereas this year they passed the Senate and failed in the Assembly. The Law Committee of the Prison Association took the stand that it would not oppose reasonable increases in the maximum penalty to be imposed, provided, however, no effort was made to interfere with certain features of the existing indeterminate sentence law.

There were numerous bills which did not pass. Some of these were as follows:

1. To abolish capital punishment.
2. To set up the office of Public Defender.
3. To increase the amount to be paid to prisoners at the time of release.
4. To amend the Constitution so as to establish a State Board of Pardons to take over the power of the Governor in respect to reprieves, commutations and pardons.

The Law Committee of the Prison Association recorded itself in opposition to the following bills:

1. A measure that would have seriously affected the operation of the Probation Law.
2. Another that would have affected the indeterminate sentence law to the extent that judges could give a minimum sentence that would come so close to the maximum that the indeterminate sentence feature would be eliminated and practically a straight sentence would be the result. For instance, an indeterminate sentence of five to ten years could be made a sentence of nine years and six months to ten years if the proposed amendment were written into the law.
3. A measure amending the Prison Law by providing that any convict never before convicted of a crime punishable by imprisonment could apply for a release on parole if he had served eleven months and could be released at the end of twelve months. This was an attempt to establish what might be termed a genuine indeterminate sentence.

While the Association is in favor of the theory of an absolute indeterminate sentence, yet the above measure was opposed on the

grounds that the necessary machinery for the impartial, cautious, and effective administration of the proposed law was not available and was not provided for in the bill.

Some of the bills that received the indorsement of the Law Committee of the Prison Association and were subsequently signed by the Governor, are:

1. Amendment to the Prison Law in relation to the compensation of inmates in State prisons. At the time the law was passed prisoners were receiving a cent and a half a day. The amended law allowed for an increase in this amount, provided, however, there were sufficient surplus funds available from the earnings of the industries.
2. To amend the Code of Criminal Procedure in relation to professional and corporate bondsmen. This legislation imposed certain restrictions that were intended to curb certain abuses under the bail bond system.
3. Amending the Insanity Law in relation to the transfer of mentally defective inmates of State hospitals to institutions for the feeble-minded.
4. The establishment of Children's Courts and the defining of their jurisdiction, powers and duties.

This last law was perhaps the most important passed during the 1922 Session, because of its far-reaching effect in the treatment of the juvenile offender. This measure was drafted by the Child Welfare Commission and provides for the establishment of county children's courts to hear cases of child offenders and neglect. For years an increasing amount of dissatisfaction has been noticeable among those especially concerned with helping delinquent and neglected children, because of the failure of the machinery in up-State counties to meet adequately their needs. Especially has this been true in rural sections of the State where such children were brought before local justices of the peace. As many as 3,700 of these courts once had the power to take children from their homes and commit them as public charges. The overwhelming vote in November, 1921, approving the constitutional amendment authorizing the Legislature to enact laws to permit the establishment of separate Children's Courts, with broad powers of equity, imposed upon the Legislature, a responsibility which it could not overlook. The bill which became a law constitutes Chapter 547 of the Laws of 1922, and provides in brief that separate Children's Courts shall be established in all counties outside of the cities of New York, Buffalo and Syracuse, and also outside of the counties now operating under separate acts. A Judge must be chosen at the next general election as Children's court judge unless the Board of Supervisors certify that the county judge will be able to take over the added duties. The court is given jurisdiction over all neglected and delinquent children and over adults who contribute to the delinquency of children. It also is to have the same jurisdiction as is now vested in county courts over bastardy proceedings

and the appointment of guardians in adoption proceedings. Complete machinery is provided for setting up a Children's Court, including the probation service so necessary to insure its success. In general the court is similar to the courts now in operation in the three counties mentioned, but the bill provides additional highly desirable powers and privileges not granted those courts.

As Governor Miller well stated in his message to the Legislature in January, 1922: "The vote on the constitutional amendment was an expression of public disapproval of the present system or lack of system of dealing with neglected and delinquent children. Juvenile delinquency should be dealt with in accordance with the conditions and needs of the child, not under the penal law, or in accordance with the rules of criminal procedure." The enactment of the Child Welfare Commission bill on the subject marks a long step forward in making possible proper treatment of child offenders and neglected children in all portions of the State.

5. To amend the Prison Law in relation to alien convicts of State Prisons. This greatly facilitates the deportation of alien convicts.
6. Amending the Inferior Criminal Courts Act so that appeals from Magistrates Courts will be heard by the Court of Special Sessions instead of as heretofore the Court of General Sessions.

CHAPTER XII

DEPARTMENT OF CORRECTION, CITY OF NEW YORK

The Department was established as a separate department in 1896. Prior to that time it was a part of the Department of Public Charities. For the period beginning January, 1918, to December 31, 1922, the Commissioner of the Department of Correction was James A. Hamilton. He resigned from this office to become Secretary of State and was succeeded by Frederick A. Wallis, former Commissioner of Immigration. The institutions of the Department include all those within the greater city used for the detention of prisoners during examination and trial, and for those serving a sentence. The following institutions are the exceptions since they are under the jurisdiction of the sheriffs of the counties in which they are located. They are the Ludlow Street Jail in Manhattan, the Civil Prisons in Kings and Queens, and the County Jail for both criminal and civil prisoners in the counties of Richmond and the Bronx. The estimated value of the buildings and the land under the jurisdiction of the Department is approximately fifteen million dollars. These buildings, about 150 in number, are located in the Boroughs of Manhattan, Bronx, Brooklyn, Queens, and in Orange County. They vary in construction from wood and frame structures to the brick, stone and cement type. The majority of them are very old, some having been erected as far back as 1832. The buildings of New Hampton

Farms and Grey Court when fully completed will represent an outlay of over one million dollars. An appropriation of \$750,000 has been made for a House of Detention for Women, and plans for this structure have been drawn. Subsequently it is expected that the necessary bonds to meet the appropriation will be issued. The need for a House of Detention for Women has been repeatedly emphasized in the Reports of this Association. For nearly a decade efforts have been made to secure in the borough of Manhattan an adequate modern House of Detention for Women.

The importance of the Department is in part indicated by the number of inmates committed to its jurisdiction. For instance, there were received directly from the courts in 1922, 46,215 males and 5,399 females.

The following classes of sentenced prisoners are received by the Department of Correction:

1. Males between the ages of 15 and 30 sentenced to the New York City Reformatory.
2. Male drug addicts sentenced to the Male Workhouse Hospital, including self-committed drug addicts with previous records of delinquency or "cures." Female drug addicts are sentenced to the Correctional Hospital, (formerly the Workhouse) on Welfare Island. Male and female drug addicts self-committed, with no previous record of delinquency or "cure," are now sent directly to the Metropolitan and Kings County Hospitals without commitment by Deputy Commissioner Simon of the Narcotic Division of the Police Department by arrangement with Commissioner Coler of the Department of Public Welfare.
3. Males and females sentenced to the Penitentiary for an indeterminate sentence with a three year maximum and to the Workhouse with a two year maximum, the Correction Hospital serving as the combined female Workhouse and Penitentiary.
4. Those committed to a definite sentence either to the Penitentiary or the Workhouse. The sentences up to ten days are served in the city and district prisons. The definite sentences to the Workhouse are from ten days to twelve months.
5. Court cases are sometimes sent to the Municipal Farms and Correction Hospital for drug treatment before trial. This is a routine procedure in the Borough of Brooklyn.
6. Persons committed as tramps from outlying counties are sometimes received at the Penitentiary on definite sentences.

CITY PRISONS

There are three such institutions. One in the Borough of Manhattan known as "The Tombs," one in the Borough of Brooklyn known as the Raymond Street Jail and the third for the Borough of Queens, in Long Island City.

The City Prison, Manhattan, receives prisoners held for the Grand Jury, Court of General Sessions, two parts of Special Sessions, the Municipal Court, the Traffic Court, the Homicide Court, the Chief Magistrate's Court, the Third District Prison, and the four Federal Courts.

The number of prisoners received by the Tombs from the Courts in 1922 was 6,396 males and 384 females compared to 6,425 males and 369 females in 1921. The average daily census in 1921 was 515 males and 30 females. The total cost of operating the institution in 1921, excluding the salaries of the Sheriff and his personnel, was \$262,364.77. The total daily per capita cost in 1921 was \$1.31, which was figured on the basis of 198,783 "prison days." This was the lowest per capita cost of the City Prisons.

The total capacity of the City Prison, Manhattan, is 950, but there are only 320 separate cells in the main building. The dormitory, the finest part of the whole prison, has a capacity for over 100 cots. The cell capacity of the "female Annex" is about 70, allowing one woman to each cell. Seventy cells of the male Annex each have two bunks, but the cells are much smaller than in the main building.

In the main building of the prison there are two cell blocks of four tiers each, occupying about three-quarters of the space on eight floors. The cell blocks are separated by a twelve-inch cement floor. The tiers run north and south and each contains 40 cells, with a corridor in front of the cells. The backs of the cells are separated by a utility corridor. Each tier is intersected in the middle by a short east to west corridor. The distribution of the inmates by tiers is as follows:

TIER NO. 1:

Mixed Felons.

Fugitives from justice.
Those held for observation.

TIER NO. 2:

Felons of Dangerous Character.

Highwaymen.
Burglars.
Assault cases.
Murder and Homicide cases.

TIER NO. 3:

The same as No. 2, but no murder or homicide cases.

TIER NO. 4:

The same as No. 2, but no murder or homicide cases.

TIER NO. 5:

Boys (first offenders) from 16 to 20 years old, felons and misdemeanants. Different religious denominations and whites and blacks kept separate if possible.

TIER NO. 6:

Boys (second offenders) felons and misdemeanants.

TIER NO. 7:

Federal cases.

TIER No. 8:

(a) Isolation for inmates with venereal and other contagious diseases. Divided into four sections for venereal, tuberculosis, skin diseases, etc. Every inmate who has over 103°F. temperature or who needs hospital care is sent to the Prison Ward at Bellevue Hospital.

When an inmate has a skin rash that is suspicious a Board of Health doctor is called and transfers the case to the Willard Parker Hospital if it is an infectious disease.

(b) Mixed felons.

The male Annex is along the north-west side of the main building and is entered from the Prison Yard. This Annex for males and the female Annex, which is along the south-west side of the main building, were the original buildings constructed about twenty-five years earlier than the main building. They each have five tiers running east and west. During the year the Annex buildings received complete new plumbing consisting of hot water pipes, modern porcelain flush valve toilets and wash bowls in the cells.

The drug addicts are kept in the male Annex on the lower tier. This is the oldest and most depressing and cramped portion of the whole prison, not a particularly desirable place for the type of prisoners held. Many self committed addicts with records of previous "cures," but no criminal histories, are sent to the Annex and are there held and treated with addicts of known criminal history, pending their commitment to Riker's Island. The explanation given for the placing of the drug addicts in the Annex is that smuggling can be better controlled while the addicts are in that building. The drug addicts under the Special Session Court are committed to the Penitentiary with little delay, but those awaiting the action of the Court of General Sessions are usually held much longer. In the Tombs, unlike the City Prison in Brooklyn, drug cases are kept and treated in the prison until they are committed.

There is constant complaint of the handicap caused by the insufficient number of matrons in the female Annex and the long hours of duty. The inmates are given the freedom of the corridors during the day so that the separation of prisoners necessary for proper classification is lacking. The House of Detention for Females for which an appropriation has been made, will take over the prisoners ordinarily kept in the Tombs. Pending the erection of this new building if Jefferson Market Prison were devoted entirely to the detention of female prisoners better supervision and classification might be had. The males ordinarily handled in the Jefferson Market Prison can be transferred to the Tombs. The female Annex, if vacated, would serve for better classification of the males in the City Prison.

No work is done by the inmates of the City Prison. The mechanical work, as plumbing, electrical work etc., the painting, kitchen and janitor work are done by sentenced prisoners transferred as "help" from the Penitentiary.

Prisoners are allowed to exercise in the corridor from 7 a. m. to 9 a. m., and from 2 p. m. to 4 p. m. Outdoor exercise in the Prison yard is provided when the weather permits.

Medical work is in charge of one physician who is assisted by a druggist. Emergency cases during the night are taken care of by an ambulance surgeon from one of the City Hospitals. The prison physician makes physical examinations of all new arrivals. Drug cases constitute the largest and most important part of this work. The successful study and follow-up of drug and other cases in the institutions of the Department will not be satisfactory until copies of histories and records relating to each case from the police, the courts and other institutions and departments are sent to a central City Bureau of Records and Identification.

Mental cases that create disturbance or show signs of insanity in the prison are given a preliminary examination by the physician, who then appears before the judge having jurisdiction in the case and makes an affidavit stating that the individual is a fit case for the Psychopathic Ward in Bellevue. The Manhattan judges and magistrates cooperate satisfactorily in committing such cases.

Recommendations for City Prison, Manhattan

1.— That the dormitory space, the brightest and most desirable part of the institution, be used to its full capacity for that class of inmates that would be most benefited by this environment.

2.— That the open dormitory, being too large to be used to its full capacity, be divided so that it will better serve the needs of the prison.

3.— That the drug addicts be kept in a more sanitary, less crowded and better lighted part of the prison. This is particularly necessary because in this institution drug addicts are treated in the prison until sentenced by the court.

4.— That drug addicts who are not guilty of other than drug addiction be placed under the jurisdiction of the Department of Welfare or Health, instead of the Department of Correction.

5.— Separation of the young male delinquents from the main cell-blocks so that they will not come in contact with the other prisoners during exercise and in going down to the visiting booths.

6.— The transfer of all women originally held in the female Annex of the Tombs to the 2nd District Prison.

7.— That the Annex now being used for women be used for the extension of the classification of male delinquents, particularly minors and misdemeanants who are eligible for transfer to the New York City Reformatory at New Hampton Farms. The Annex can also be used for the same classes of prisoners who are now detained in the various District Prisons in Manhattan.

8.— The eight hour working schedule for keepers.

9.— Increased salary for the Warden to compensate for the lack of quarters and food for his family, which is provided for in the other institutions.

10.— That the medical service of the City and District Prisons be consolidated and that additional doctors be provided. A psychiatrist

should be available from the central psychopathic service of Bellevue Hospital, to serve the courts and the prison.

THE CITY PRISON, BROOKLYN — RAYMOND STREET JAIL

This is the only prison in Brooklyn that receives prisoners held for examination or commitment from the fourteen courts. In 1922 there were 11,966 males and 963 females received from the courts compared to 9,719 males and 870 females in 1921. The increase of 2,187 males in 1922 over 1921 is striking especially as there was a slight decrease in the males received at the Tombs. The large number of prisoners received from the courts, which was 5,510 more males and 594 more females than were received by the City Prison, Manhattan, is explained by the fact that all the District Courts in Brooklyn send their prisoners to the City Prison. The census on July 21, 1922, was 283 inmates, which included 43 minors, of which 37 were male and 6 female, and nine Federal prisoners. The census on December 11, 1922, was 285 males, including 23 homicide and murder cases, and 34 inmates held for more than \$5,000 bail, or without bail. There were 131 awaiting trial, 57 convicted and 49 sentenced. There were also 31 female prisoners.

The average daily census in 1921 was 295 males and 21 females. The total cost of maintaining the institution, including salaries, administration, food and clothing, was \$177,586.68. The total daily per capita cost was \$1.53 of which \$0.198 was for food. This daily per capita cost was 22 cents higher than the City Prison in Manhattan.

The buildings and cellblocks are of particular interest from the standpoint of the prisoners' welfare, their safe keeping, classification and the assignment of the personnel. The prison was built about 70 years ago. The main prison is of rectangular form about 180 feet by 75 by 40 feet, built of brick, cement and steel. It is a cell house containing two cellblocks separated from each other by a central corridor 21 feet wide, and from the outside walls by corridors each 11 feet wide. The entire axis of the building runs approximately east and west. The outside walls of the cellhouse are fitted with windows about 3 feet by 17 feet at intervals of about 8 feet. The roof has three skylights giving light to the central corridor. The two cellblocks are four tiers high, each with screened galleries. About half the number of cells receive direct sunlight only part of the day. The cells on each tier are arranged back to back, twenty-five in a row. The prisoners are classified and assigned to the various tiers as follows:

Tier No. 1 North — *Minors 16 to 18 years of age, before and after conviction.*

Tier No. 2 North — *Minors 18 to 21 years of age, before conviction.*

Tier No. 3 North — *Minors sentenced and awaiting transfer.*

Tier No. 4 North — *Narcotic and Investigation cases, placed in three separate parts of the tier.*

Tier No. 5 North — *Homicide and murder cases; this tier is on*

a level with the cell flats facing the central court, in direct view of the central platform.

Tier No. 6 North — *Adults after conviction and the overflow of those held on bail in excess of \$5000.*

Tier No. 7 North — *Adult felons before conviction under less than \$5000 bail.*

Tier No. 8 North — *Penitentiary "help."* This is one of the uppermost tiers, next to the roof.

Tier No. 1 South — *Adults after conviction, those awaiting transfer, the overflow of homicide cases and observation cases.*

Tier No. 2 South — *Adult felons over \$5000 bail, or without bail.*

Tier No. 3 South — *Adult felons before conviction under less than \$5000 bail.*

Tier No. 4 South — *Short term prisoners sentenced to the City Prison.*

Tier No. 5 South — *Short sentence prisoners, "10 days" men, for instance, like chauffeurs, peddlers, etc.* This tier is next to the roof.

Male prisoners are exercised three times a day in the cell house from 7 a. m. to 7:45, and from 1 p. m. to 2:45, and in the prison yard 8:30 a. m. to 9:30 a. m., except those prisoners who are being held for bail in excess of \$5000. Minors exercise separately in the north corridor. Women have the liberty of the corridors during the day until 5:30 p. m., and exercise in the yard from 12:30 to 1:30 p. m. daily. No work is done by inmates with the exception of the inmate "help" assigned from the Penitentiary. One of the pressing needs of the institution is additional cells for the separation of drug addicts, venereal or contagious cases, the suspected insane and minors.

The quarters of the Warden's family occupy the ground and first floors of the west side of the prison, which space could be used to advantage for new cells. This change could be made if the house planned for the Warden's family were completed. The construction was discontinued on this building because the Labor Unions objected to the use of prison labor.

The medical service has been improved during the year. A doctor visits the prison daily, and a room next to the Warden's office has been equipped for dispensary purposes. The doctor makes physical examinations of all new cases in the afternoons and looks after inmates that report sick. The ambulance connected with the Cumberland Street Hospital takes care of all emergency cases occurring in the morning or at night during the doctor's absence. Practically no cases are sent to Brooklyn hospitals for treatment although Kings County Hospital is equipped to handle sick prisoners, drug addicts and the suspected insane. They must be kept either in their cells or sent to Welfare Island, which is out of the jurisdiction of Kings County.

The new prisoners are delivered to the prison by vans, and are accompanied by their commitment papers, which do not include details of the character of crime committed or general information about the individual. No mental examinations are made in the court

and sane and insane are delivered together and the Warden and his assistants must obtain this information by their own observation.

The prisoner's counsel or District Attorney can ask for the appointment of a lunacy commission. The Warden and doctor of the prison can only bring to the notice of the District Attorney that the inmate is probably insane and should be examined. The inmate's counsel might object to this and add to the time that the troublesome prisoner is kept in the city prison. Under any circumstances and despite certain provisions of Section 836 of the Code of Criminal Procedure an apparently insane prisoner is kept in the prison pending the appointment and sitting of the Commission and this too frequently, through delay, is responsible for much disturbance. The language of section 836 further provides that prisoners guilty of offenses for which the maximum fine does not exceed \$500 and the term of imprisonment one year, shall in the boroughs of Brooklyn, Queens and Richmond be given over to the care and custody of the Commissioner of Public Charities, who shall keep such persons in a safe and comfortable place until the question of their sanity be determined. However, although there is a large psychopathic ward in the Kings County Hospital not far from the jail this provision of the law is not followed out. Quite a different situation prevails in the Borough of Manhattan. Despite certain limitations under Section 836 of the Criminal Code as to what type of cases may be sent to the Psychopathic Ward in Bellevue Hospital, it is the practice of the courts to commit temporarily to the psychopathic ward all cases, in which it is brought to the notice of the court, that there is indication of probable insanity. The same practice should be followed in Brooklyn for like cases and if it is felt that this cannot be done the law should at least be followed as it relates to the temporary transfer or commitment of cases of minor offenders.

Improvements made in the prison during 1922:

(1) A high planked fence about 200 feet long has been constructed by prisoners at the southeast corner of the jail property to do away with the nuisance committed in the Warden's unfinished house by youths from the adjoining park.

(2) New plumbing and sewer system was installed by prisoners in the store house.

(3) The administration office and the cell block have been painted; the grill work on the outside of the windows has been painted by contract.

Recommendations for the City Prison, Brooklyn

(1) The Brooklyn judges should commit apparently insane persons in the City Prison to the psychopathic ward of Kings County Hospital for examination on the recommendation of the Warden and an affidavit of the prison doctor.

(2) That the procedure of the Magistrates' Courts of committing to the psychopathic service of the Kings County Hospital prisoners requiring mental examination or study, be adopted by the higher courts.

(3) Money and valuables of prisoners should be taken from them for safe keeping when admitted.

(4) Prisoners delivered from the Courts and by the Federal authorities to the City Prison should be accompanied by their histories or any reports of observations made at the time and after their arrest, as the commitment papers do not include the necessary details to guide the Warden.

(5) That the Warden's partly constructed home occupying the southwest section of the jail property and adjoining Fort Greene Park, be finished without delay by outside contract and the two floors now occupied by the Warden's family be used for drug addicts, apparently insane, pending their transfer, and for minors.

(6) The wooden roof should be replaced by a steel structure to complete the fire-proofing of the institution and to better safeguard the prisoners.

(7) The excessive vibration of the dynamos, and pumps, and the escape of coal gases now affecting the two floors directly above should be eliminated by means that might be suggested by a mechanical engineer.

(8) The electric lights should be placed at the sides of the cells and the pipe crossing the roof of the cells be removed, as this might be used for suicidal purposes.

(9) A warming table should be provided to keep the meals warm during the various periods of service in the women's section.

(10) Additional keepers should be provided to better safeguard the homicide, murder and no bail cases, especially during their exercise periods — now there is one keeper to four tiers during the daytime and less supervision from 4 p. m. to 7 a. m.

(11) Keepers taking fingerprints should be compelled to qualify as fingerprint experts to make them responsible for the accuracy of the prints and to make them eligible to testify in court that the prints they have taken are accurate. If mistakes are made or careless work is done, intentionally or otherwise, only qualified fingerprint experts can be held actually responsible.

(12) Additional matrons are badly needed to enforce the eight hour working schedule.

(13) Additional clerks to do the clerical work.

(14) The commissary and catering service to be operated by the Department of Correction instead of a private individual, on the same plan as at the Tombs and the Penitentiary, and the profits used for the benefit of the inmates.

THE CITY PRISON, QUEENS, LONG ISLAND CITY

The prison functions much the same as the Manhattan and Brooklyn City Prisons except that it is much smaller and women are now only kept temporarily, during the session of the courts and pending their transfer. The new admissions to the prison in 1922 were 1,713 males and 78 females, which was an increase of 247 males and a decrease of 9 females compared to 1921, and 4,989 fewer admissions than the City Prison, Manhattan, in 1922. The average daily

census for September 1922 was 77 males and 1 female. The census on October 6, 1922 was 75 males, of which 33 were inmate help, 25 awaiting Grand Jury, 2 Federal prisoners, 4 sentenced prisoners awaiting transfer, 1 awaiting extradition, 4 "ten day" prisoners, 6 awaiting trial or examination. It is to be noted that practically the same number of inmate "help" are used in this prison as in the city prisons that have a much higher census. The prison has 137 cells for males and 72 for females so that it is not nearly used to capacity.

The total cost of operating this prison in 1921 amounted to \$65,486.03 and the total daily per capita cost \$2.12, of which \$0.24 was for food. The per capita cost of this institution, second only to New Hampton Farms, was the highest of any institution in the Department due to the low census and the resulting high cost of the administration. The personnel of the institution consists of the Warden, Frank W. Fox, a head keeper, 14 keepers and only 1 matron.

The male prisoners received include a variety of cases such as minors, criminal witnesses, misdemeanants, felons, drug addicts, etc., who are difficult to separate, to prevent commingling, especially when they exercise and have their meals in the corridors.

The women that are received in this prison are only held in temporary detention pending their transfer to Correction Hospital, Welfare Island, despite the ample female cell capacity. Women are transported back and forth between the City Prison, Queens, and Correction Hospital until their cases are disposed of by the courts. One of the ten vans of the Department is used for this service which is really not economical or necessary. The cells at Correction Hospital now used for the detention of women from Queens are needed for hospital purposes.

The absence of a laundry and sterilizer or an adequate laundry and disinfection service is deplorable. The two small tubs for hand washing are not adequate. There is further the danger of transmitting venereal or other communicable diseases. The need of a laundry and sterilizer in the Jefferson Market and the other District Prisons might be considered in planning a central laundry and disinfection service for these institutions of the Department.

Recommendations for the City Prison, Queens

1. That a decent messhall properly equipped be provided.
2. That a laundry service be available for the needs of this institution, either by a laundry in the institution or by an organized laundry service supplied with sufficient transportation so that the Manhattan District Prisons and Queens City Prison can be properly provided for.
3. That matrons be provided so that the female section of the prison can be used for women sentenced to "10 days" and those awaiting trial instead of employing the van service and using the cells in the Correction Hospital which are needed for other purposes.
4. That prisoners committed directly to this prison be given a physical examination upon entrance so that they can be properly segregated when suffering from a communicable disease.

5. That a doctor always be on call for attending inmates in the city and district prisons instead of relying on the ambulance service of the city hospitals to treat drug addicts and make emergency calls. That some means of transportation be provided to facilitate the sending of laboratory specimens to the board of health and the emergency visits of the doctors to the prisons.

6. That fire escapes be provided for the north and south wings.

NEW YORK CITY DISTRICT PRISONS

The District Prisons are confined to the Borough of Manhattan. The eight District Prisons, Traffic Detention and House of Detention for male criminal witnesses are under the direction of Warden Peter A. Mallon of the Department of Correction. There are also some detention cells attached to the First District court. These are under a keeper assigned by the Warden of the Tombs. There are 31 keepers, 5 principal keepers and 11 matrons in these institutions. In three of the prisons the keepers work about 12 hours a day and in the others the average is 8 hours daily.

The prisoners held for the Magistrates courts, Traffic and other Municipal courts in Brooklyn are kept in the court "pens" under the supervision of court attendants during the session of the courts and are transferred to the City Prison, Brooklyn, for lodging and food. The prisoners held for the five District Courts in Queens and two District Courts in Richmond are temporarily held in the "pens" adjoining the Magistrates Courts until transferred to the City Prisons. In five of the Magistrates Courts of Manhattan prisoners held for temporary detention are under the supervision both of keepers and court attendants.

Many of the duties of court attendants and fingerprint experts attached to the Magistrates Courts in Manhattan and the keepers assigned to the District Prisons are similar. A fingerprint expert is assigned to practically every Magistrate's Court in Manhattan to fingerprint and thereby investigate the past criminal record of vagrants, prostitutes, drunkards and those charged with disorderly conduct involving moral turpitude. In the District Prison keepers who are in no way qualified as fingerprint experts take fingerprints of prisoners after they have been sentenced to the jurisdiction of the Department of Correction.

There are 116 court attendants in the 34 Magistrates Courts in the Greater City of New York. There are 18 fingerprint experts and 3 fingerprint photographers attached to these courts. In the entire Department of Correction there are only 2 fingerprint experts and 2 fingerprint clerks.

The 2nd District Prison, Jefferson Market, now serves as the central house of detention for women prisoners in Manhattan. The 4th District Prison was changed into a temporary place of detention and the Men's Night Court was transferred to the 7th District Court in the year 1922, so that the census of the 7th District Prison, 53rd Street, was increased by 1,420 males over the census of 1921 and the census of the 4th District Prison was

decreased by 674 in 1922. The Traffic detention census was increased by 1,262 in 1922 over 1921 and this included 84 cases from the Homicide Court that was established in this building October 2, 1922.

The total cost of operation of the District Prisons in 1921 was \$18,875.85 which included \$21,154.78 for general administration, \$78,720.13 for personal service and \$2,884.95 for medical services.

The comparison of the census of the District Prisons service in the years 1921 and 1922 is as follows:

	1921		1922		Increase in 1922		Decrease in 1922	
	Pe-	Fe-	Pe-	Fe-	Male	Female	Male	Female
2d District Prison (Jefferson Market).....	2,776	2,570	2,931	2,058	0	509	155	0
3d District Prison.....	3,509	230	3,689	200	0	30	177	0
4th District Prison.....	3,272	209	3,245	235	0	24	674	0
5th District Prison (Harlem).....	1,845	195	1,875	132	0	64	22	0
6th District Prison.....	623	94	578	37	45	62	0	0
7th District Prison (2d St.).....	7,019	240	5,999	1,923	1,420	17	0	0
8th District Prison.....	368	13	464	1	0	12	26	0
12th District Prison.....	2,521	275	2,355	190	155	35	0	0
Traffic detention (Manhattan).....	3,584	3	2,319	1,262	3	0	0	0
Male detention, for criminal witnesses in Manhattan.....	62	0	80	0	0	0	27	0
Total.....	25,577	3,012	23,806	3,052	1,771	859	1,112	0

The 4th District Prison at 153 East 57th Street (Yorkville) has been reduced to a small tier of eight cells for males and a detention room for females limited to the ground floor. The second tier has been replaced by a floor to allow more space for the Family Court which now occupies the entire first floor.

The main entrance is used exclusively for the Family Court while the entrance to the District Court and Prison is through a newly constructed brick side entrance. The male Night Court has been removed to the 7th District Prison.

The 4th District Prison now serves only for temporary detention for prisoners as a van transports them twice daily to Jefferson Market and the Tombs Prisons. Many important improvements have been made this year including:

1. Through painting of the cells and detention room.
 2. New and widened window frames and sashes.
 3. New lighting and heating systems.
- (The old iron toilets and wash basins remain.)

The Warden of the District Prison lives there. Two keepers and a matron are assigned to this prison.

The Fifth District Prison, 121st Street, Harlem, is six stories and has a total capacity of 140 inmates. It was erected in 1885. Prisoners from two courts in the Bronx and one in Washington Heights and from the adjoining 5th District Court are sent to this prison. "Ten day" male prisoners serve their sentences in the "pen" adjoining the office. Male prisoners awaiting sentence remain in this prison. About 11,000 prisoners pass through this institution yearly. Female prisoners are only kept here during the session of the Court as they sleep and eat at the 2nd District Prison. The

van that is stationed at this Prison covers "West Farms" and the Courts of the Bronx and Washington Heights and relays prisoners to the van of the 4th District Prison, for the Women's Detention at the 2nd District Prison and the "Tombs" and Workhouse after sentence. One man acts both as van driver and guard and the van holds twelve prisoners. This is not safe in case of an emergency.

On an average twelve women pass through the Harlem Prison a month. The matron, Mrs. Kelly, works during the session of the Court, about eight hours daily. The women's cellblock is composed of 16 cells and is on the 3rd and 4th floors; each cell contains a single cot and an iron wash-basin and flush toilet.

The male section of the prison consists of a pen with a capacity of 15 cots used for the "ten day" men and three tiers of eight cells each, with two bunks and an iron wash-basin and flush toilet in each cell. There is one head keeper, F. L. Morehead, and two keepers on duty twelve hours daily and three keepers on duty at night from 7 p. m. to 7 a. m. These working hours, with additional reserve duties, are entirely too long to hope for the best results.

The census of the prison on December 19, 1922 was 33 males and 3 females. Of this number 12 were "prison help" assigned from the Penitentiary, five were "ten day" men serving their time in the detention pen; the other 16 prisoners were court cases who occupied cells in the male cellblock. The "help" occupied a dormitory opposite the male cellblock. The prison is not nearly used to capacity except when an occasional police raid is made.

The prison is being thoroughly painted by penitentiary "help." The ventilation and lighting are good. The kitchen is large and well equipped. A prison cook assigned from the Penitentiary, although experienced, had such a long past record as a drug addict and criminal that he merited work in a labor gang in spite of his experience as cook.

Here as in most of the other District Prisons the prisoner's family and friends can send food to the prisoner at any time. This practice is condemned because it breaks down the discipline of the personnel and provides an easy means of smuggling things into the prison.

The drug addicts are kept here until committed. If the keeper considers them seriously ill the Harlem Hospital ambulance service is called to give treatment. The doctor of the District Prisons does not see them as a matter of routine because he attends the personnel of the Department and is unable to do both. In this as in the other District Prisons the addicts are not systematically treated.

The Seventh District Prison, 317 West 53rd St., is one of the three prisons where prisoners are kept indefinitely until committed by the Court. The male Night Court is now held in the Seventh District Court. The census on February 27, 1922, was 25 males of which number 12 were "help" assigned from the Penitentiary. Women are kept here only for temporary detention as they are transferred twice daily to the Women's Detention at the Second District Prison. In this prison, like the Fifth District Prison, the Penitentiary "help" forms an important part of the census. An average of about 17

prisoners daily are passed through this prison but these do not all appear on the census as some only stay a few hours.

The Seventh District Prison, next to the Second District Prison, is the largest of all the District Prisons. It is a very old building of about ten stories, with very high ceilings and a lot of wasted space and many windows in the side walls. On the ground floor is the old "ten day" room now used for temporary detention of women. The lower cellblock is composed of three tiers of 8 cells each. The upper cellblock is the same as the lower except that the ceiling of the lower tier is about 20 feet high. On the ninth floor there is a dormitory for prison "help."

The kitchen and the laundry are in the front and back of the cellar respectively. The laundry space is the largest of any District Prison and offers possibilities for establishing a centralized laundry service that is badly needed.

Much repair work is necessary in this old building as the window sashes and frames are rotted and warped and the high walls need scraping and painting.

The morale of the keepers was also low in this institution due to the long hours of work. There are on the 12 hour schedule, a head keeper, Mike Donnel, and five day and four night keepers. The matron, Mrs. Reardon, works about eight hours a day.

The Second District Prison at 118 West 10th St., adjoins Jefferson Market and the Second District Court. The prison is divided into male and female sections. There are four tiers arranged in pairs, with seven cells to the tier and two bunks in a cell. The section for females is composed of eight tiers of seven cells to a tier with a single cot, modern flush toilet and wash-basin in each cell. This cell block serves for the detention of all females in Manhattan before commitment; women from the different district courts and prisons of Manhattan are transferred here for sleeping and meals by the van service and returned to the Courts when their cases appear on the calendar.

The census on December 8, 1922, was 30 men and 2 boys and 12 male Penitentiary "help." There were 19 female inmates and 4 workhouse women assigned as "help." The male "help" sleep in a dormitory on the ground floor next to the office.

The head keeper is John Bockel, assisted by six keepers, four for day duty and two for night. The head matron is Mrs. McAllister, who is assisted by two day and one night matrons. The matron and keeper personnel are much undermanned.

The women's detention is connected with the court by a corridor containing benches which lead to the court pens and a medical examining room. Incurable girls from the House of Good Shepherd, Florence Crittenton and other institutions sit on the benches awaiting medical examination by a Board of Health doctor and their turn to appear in court. Smears are taken of all prostitutes, by the Board of Health physician, and they cannot be transferred from the Women's Detention of the Prison until a laboratory

report is returned. If the laboratory report is positive the woman is sent to the Kingston Avenue Hospital, if she is a first offender, and to the Correction Hospital, Welfare Island, for a minimum of 100 days treatment, if she is a second offender. The female drug addicts, who are not prostitutes, are sent to the Tombs immediately while the others are treated by the Bellevue ambulance staff in the prison. Drug addicts who are first offenders and have no past record of delinquency or previous "cures," can be sent to the Metropolitan or Kings County Hospital by Deputy Police Commissioner Simon without being committed. The magistrates and judges commit drug addicts for treatment at Correction Hospital, Bedford Reformatory, or Kings County Hospital.

Many improvements have been made in both the male and female sections viz: the inside of the building has been repainted; modern porcelain toilets and wash-bowls have been installed in each cell; the tiers have been divided off from the cell flats by wire mesh door.

There is no laundry and all the washing in the male section is done by male "help" in two small tubs in the basement. In the "help" dormitory and the male cells sheets and towels showed a decided need for better laundry facilities. In the female section the washing is done by the 4 women "help" in two tubs adjoining the cell flats. The women occupants of cells change often and clean sheets and towels must be provided. The washing of sheets and towels, often contaminated by infectious discharges, ought to be done thoroughly by machine and not by hand.

The blankets in this prison are not regularly sterilized because there is no sterilizer and sending them to the Tombs at frequent intervals is not practical due to limited transportation.

In the Detention Room adjoining the Traffic and Homicide Courts there are two keepers who receive homicide and traffic cases, fingerprint and receive bail money from committed prisoners.

The detention room is about 60 x 20 feet, freshly painted, clean, well ventilated and heated and with a modern toilet and enamel wash basin.

The total of fines paid in the Traffic Court in 1922 was \$422,700 of which \$28,493 was collected from committed prisoners by the keeper. In 1922 about 3,738 traffic cases were handled by Keeper Shanahan.

Since the Homicide Court was opened in October, 1922, 84 homicide cases have been handled in the Detention Room by the keeper.

In the Traffic Court there are four and in the Homicide Court two court attendants; in the latter court there is also a patrolman on duty.

The entrance to the Detention Room and Homicide Court is through the Traffic Court which is so populated during court session that it is difficult to pass through.

In the Third District Prison, Essex Market, there are six cells on the ground floor adjoining the court for detention of both males and

females under a court attendant. On the first floor are a group of six cells under a keeper and three separated cells under a matron for the males and females coming under the Department's jurisdiction. Some of the prisoners are fingerprinted by a fingerprint expert attached to the court; others are handled by the keeper and matron who are not qualified.

The cells are well painted, clean and have modern porcelain toilets and wash-basins. The detention cells for committed women has an excellent shower bath adjoining; unfortunately these cells were not being used for women under the jurisdiction of the court.

The building was in charge of a janitor under the jurisdiction of the Department of Public Buildings and the cleaning was being done by civilian scrub women. The keeper and matron were working under an eight hour schedule.

A van is attached to this prison and transfers prisoners from the Homicide and Traffic and Third District Prison to the City Prison and the Womens Detention at the Second District Prison. This van is one of the two in the entire Department that is manned by two men.

Recommendations for the District Prisons

1.—Abolish the 3rd, 4th, 6th, 8th and 12th District Prisons of Manhattan placing the prisoners, held in temporary detention in the cells adjoining the corresponding Magistrates' Courts, under the supervision of court attendants.

2.—The eight hour working schedule both for keepers and matrons should be enforced in the remaining, 2nd (Jefferson Market), 5th (Harlem) and 7th (53rd Street) District Prisons.

3.—Additional matrons are urgently needed in the women's detention section of the Second District Prison.

4.—A sterilizer for the clothing and blankets of the District Prisons should be installed in Jefferson Market Prison as it is not practical to use the apparatus in the City Prison.

5.—A laundry should be provided in the Jefferson Market or 53rd Street District Prisons to fill the urgent need that is not and cannot be properly handled by hand work done by male and female inmate "help."

6.—The transfer of the males originally kept in the 2nd District Prison to the City or the 7th District Prisons so that the entire Jefferson Market can be devoted to women serving "ten day" sentences and those awaiting the action of the courts.

7.—The transfer of women now occupying the female Annex of the City Prison (Tombs) to the 2nd District Prison, so that the Annex can be used for the purposes of additional classification of males in the Tombs.

8.—That all the fingerprinting now being done in the District Prisons by unqualified keepers be performed by the fingerprint experts attached to and under the jurisdiction of the Magistrates' Courts for the records both of the Department of Correction as well as the Magistrates' Courts.

9.—A combination of the Central Bureau of Identification and the Bureau of Fingerprinting of the Magistrates' Courts to consolidate the identification records of every person convicted in the Magistrates' Courts regardless of the nature of the crime or the institution to which the individual is committed. The consolidation should include the Bureau of Identification of the Police Department, but if this is not possible in the near future, a closer cooperation and more systematic exchange of records should be brought about.

10.—The sending of food to inmates in District Prisons by their families and friends should be discontinued.

11.—More vans of a better type should be provided to transport prisoners between the Courts and City and District Prisons.

THE COUNTY PENITENTIARY, WELFARE ISLAND

The New York County Penitentiary on Welfare Island serves as the combined Workhouse, Penitentiary and the clearing house and hospital for males for the entire Department of Correction. Under Chapter 628 of the Laws of 1917 that part of the Penitentiary formerly used as the Industrial Building was named the Clearing House. In 1922 there were 5,880 Workhouse and 2,049 Penitentiary cases admitted; 2801 Workhouse and 2641 Penitentiary cases transferred; 2075 Workhouse and 2502 Penitentiary cases returned to the Penitentiary for reclassification or discharge. In 1921 there were 5549 Workhouse and 1675 Penitentiary cases received. The total cost of running this institution in 1921, with an average daily population of 947, was \$512,880 and the total daily per capita cost was \$1.48, of which \$0.209 was for food.

The buildings of this institution, described and criticised in so many of our previous annual reports, were constructed in 1832. The old type of cells and lack of toilet facilities and other objectionable details are to be expected in buildings so old, but should not be continued. There are 1184 cells and dormitory space in the old shop buildings, for about 400 Workhouse prisoners.

The new inmates are received directly from the Magistrates' Courts, Bronx and Richmond County jails and the Manhattan District and the City Prisons. The safe keeping and discipline of inmates in this institution offer special difficulties, due to its proximity to Manhattan and the adjoining institutions on the Island and the great variety of inmates.

In the Penitentiary the short time Workhouse cases, the sex perverts, the older Penitentiary inmates, many of the "cured" drug addicts and the overflow from the reformatories serve their full sentences.

The work done on Welfare Island by the Penitentiary and Workhouse male prisoners is varied. The road building program is extensive; last summer about two miles of macadamized roads with asphalt gutters were laid by the prisoners on different parts of the Island. All of the trench work and hauling of ashes and coal

for the City and Metropolitan Hospitals, the City Home for the Aged and the Correction Hospital is done by the Penitentiary inmates. The supplies received on the Island for the Department of Public Welfare and Correction are moved and distributed by the Penitentiary inmates. The engine and fire rooms are manned by prisoners. The painting, plumbing and electric work of the Women's Workhouse and Correction Hospital is done by the Penitentiary prisoners. The painting, excavating, hauling of ashes, etc., of the Department of Welfare alone, requires 15 keepers and 250 inmates daily from the Penitentiary. Bread is supplied from the Penitentiary bakery for the other institutions of the Department of Correction.

The morale of the institution is difficult to uphold with an inadequate staff of a deputy warden and his assistant and 76 keepers for day and night shifts working about 12 hours out of 24, and also because of the complete lack of grading of pay and a fixed system of promotion. In 1919 before the Workhouse was combined with the Penitentiary there were two wardens and 85 keepers for a population of 500 prisoners.

The City and District Prisons and all institutions of the Department were made branch workhouses a few years ago so that inmate "help" could be assigned from the Penitentiary for the cleaning, maintenance and interior construction work. The "help" in the different institutions do the cooking, painting, plumbing, electrical work, cleaning, service for the prisoners in their cells, etc. They sleep in dormitories and serve out their sentences in the institutions to which they are assigned as "help" subject to good behavior.

The New York City Reformatory has a present capacity for about 290 boys and is intended for young men from the Penitentiary, who have been guilty of minor offenses and who are adapted to and will be benefited by a farm environment and schooling. The Reformatory Prison, Harts Island, has a present capacity for about 650 males, able bodied prisoners from the Penitentiary, who are especially adapted for industrial and other productive work.

The drug addicts are always sent from the Penitentiary to Municipal Farms, Rikers Island, for treatment, but after 100 or more days of treatment these prisoners are returned to the Penitentiary for reclassification. No distinction is made between prisoners simply addicted to the drug habit and those guilty of other crimes in addition to drug addiction, except that they are partially separated at Municipal Farms after they finish their active treatment. A problem at the Penitentiary clearing house is the reclassification and assignment of "physically cured" drug addicts to serve the remainder of their sentences. The outstanding difficulty is to provide guidance, work and environment that might strengthen their characters and raise their moral standards and to keep them apart from other classes of prisoners.

The duties of the Acting Warden include all of the details of administration of a large institution, including about 25 daily personal interviews with inmates and to see that their requests and

complaints are dealt with; to scrutinize the daily visitors; to look after the daily working assignment of keepers and inmates. Since their are only two paid clerks and neither one is bonded the Acting Warden has to handle about \$2000 of prisoners' funds weekly. The Acting Warden is also responsible for the proper classification, transfer and discharge of prisoners. The classification is, of course, only incidental to his many other duties.

The personnel available for the classification of prisoners is extremely inadequate. A detailed history is taken by one of the two paid office clerks in the institution neither one being qualified, having sufficient time, or sufficiently paid to expect the searching and verified information necessary. The prisoners given "indefinite" sentences answer the detailed questionnaire on the "Interview Sheet" under the direction of the clerk, a copy of which is sent to the City Parole Board to be used for parole purposes. The occupation that the inmate chooses to give is noted on a separate card for the occupational card index. The inmate is fingerprinted and also photographed and measured by the Bertillon system, if he has been sentenced to the Penitentiary or Reformatory. In this way his past criminal record in the Department of Correction is disclosed but as there is no centralized identification bureau for all city departments it is not necessarily complete. The resident doctor makes a physical examination of each prisoner and reports physical disabilities, etc., to the Acting Warden. Inmates who are considered for assignments to the kitchen and for the handling of food are given laboratory tests to determine whether they are free from venereal infection.

Mental examinations are made only in exceptional cases when inmates act peculiarly. In the last three months of 1922 the psychiatrist made 63 complete mental examinations out of a census of 1720 new cases and 1230 cases transferred back to the Penitentiary for reassignment or discharge. As there is only one psychiatrist for the entire Department and as an extended observation and various examinations are necessary to definitely diagnose mental cases, a systematic examination, even of those prisoners that are repeatedly committed, is impossible.

Acting Warden McCann gives an interview to each new prisoner, which is necessarily a very short one. He examines the commitment papers which suggest the seriousness of the crime committed, but no copies of histories or investigations of the case made by the Police or the Courts are forwarded to the Penitentiary. The history taken by the clerk, the past criminal record, if one is found, and the physical examination reported by the doctor, and in exceptional cases a mental examination, are at the disposal of the Warden when the prisoner is classified. The prisoner can be kept in the Penitentiary and assigned to one of the 50 odd working gangs; to the City or District Prisons, as "help," or to the Municipal Farms, Rikers Island, for a drug "cure." Only a small proportion of the suitable cases can be transferred to the reformatories at Harts Island and New Hampton Farms because of their very limited capacities.

The problems of properly classifying an average of 22 new inmates,

penitentiary and workhouse, reclassifying 13, transferring 15 and discharging 19 prisoners each day is utterly impossible for a Warden without ample assistance. The difficulty of classification in the Penitentiary is growing yearly as there were about 630 more drug addicts committed in 1922 than in 1920, and the total census has been increasing while the number of personnel and the capacities of the reformatories and the Penitentiary have remained practically the same. The habitual criminals, the insane and epileptic and the serious types of criminals are received together with the accidental and occasional offenders. The minor prisoners are received with the aged vagrants together with the drug addicts and moral perverts. Prisoners capable of learning skilled trades are received with imbeciles and low grade mental defectives. The successful reformation of prisoners and the success of parole depends upon effective classification, but without learning a good deal about a man's character, his weaknesses and strength, his proper classification is not possible. When the staff of the Penitentiary includes a qualified social investigator, additional clerks and sufficient number of psychiatrists the Warden will be able to classify prisoners more scientifically. When the capacities of the reformatories have been increased and a separate colony for moral perverts has been established and the non criminal drug addicts can be treated apart from the criminal addicts, the classification will become more effective.

Recommendations County Penitentiary

1.—That a specialized staff be engaged for the investigation and classification of male prisoners in the penitentiary clearing house. This should include sufficient psychiatrists, so that a routine systematic mental examination can be made of all new admissions.

2.—That all copies of histories and data obtained by the Police and the Courts be forwarded with the commitment papers so that the Warden can be better guided in the classification of the prisoner.

3.—That a "Centralized Bureau of Criminal Records and Identification" be established so that copies of all fingerprints taken in the City will be filed in one bureau, and that closer cooperation with the State Bureau of Identification will be made possible. That copies of all histories and institutional records of prisoners be sent to this bureau for filing under the fingerprint number of the individual, which does not change during his lifetime. The records of this bureau would make complete data readily available for the use of the police, the Courts, probation and parole work and would greatly assist in the classification of old offenders in the Penitentiary.

4.—That teachers of elementary school grades be provided, either by cooperation with the Department of Education or by holding examinations for keepers with qualifications for teaching, the same way as examinations are held for keepers skilled in trades.

5.—That elementary schooling be provided for young illiterates and some more advanced classes for other prisoners, especially during the winter months.

6.—That reclassification of civil service employees called "prison keepers" and "principal keepers" be changed and that some title be substituted for the word "keeper" to better express the important administrative duties and instructive supervision of these employees. That skilled keepers and keepers engaged in instruction work be given recognition and the opportunities of filling other vacancies in the institution that offer better salaries and advancement.

7.—That automatic, yearly increases of wages be given to the employees.

8.—That additional clerks, one of whom should be bonded, be provided for the office work to take over the duties of inmate clerks.

9.—That qualified assistants be provided for the Bertillon and fingerprint expert who has to fingerprint about 8,000 and measure and photograph more than 2000 prisoners yearly with the assistance of four inmate helpers and a keeper. The work of this bureau is of the utmost importance as it is the only direct link with the State Bureau of Identification and supplies important statistics and determines recidivists. In fact, the employment of inmates in any capacity in the identification bureau is contrary to the rules of the State Superintendent of Prisons.

10.—That a telephone be provided in the Bertillon bureau so that telephone calls may be received and sent without going to the main building and leaving the bureau without adequate supervision.

11.—That the Bertillon expert be made a peace officer for his own personal safety and the safe keeping of prisoners while undergoing examination.

12.—Homosexual cases are not benefited by serving sentences in the Penitentiary and the administration is embarrassed and handicapped by them. Provision should be made for them in an isolated institution or colony where they could be studied and treated experimentally and made to work under a different environment than in the Penitentiary.

13.—That some provision be made for clothing and care for discharged prisoners to be furnished at the discretion of the Warden. This can probably be provided for from the funds of the Commissaries. Drug addicts, in particular need clothes as they outgrow theirs by that marked gain in weight during treatment.

14.—That the Acting Warden be promoted to the grade of Warden in recognition of difficult work well performed.

CORRECTION HOSPITAL, WELFARE ISLAND

The Correction Hospital is an institution used exclusively for Women and receives women sentenced to the Workhouse or County Penitentiary. The admissions include women from the District and City Prisons needing hospital care, self committed drug addicts, those held in detention for the Courts in the Borough of Queens and female criminal witnesses. It was formerly called the Workhouse and was used for males and females and as a place of detention for all women held for the courts in Manhattan. The male Workhouse prisoners are now received at the Penitentiary and the

female prisoners in Manhattan are held in detention in the Second District Prison. Until the institution at Greycourt, in Orange County, for women sentenced to the Workhouse and Penitentiary, is finished, the Correction Hospital must be used despite its many handicaps.

In the year 1922 there were 1488 women received compared to 1170 in 1921. The increase of 318 inmates in 1922 would have been much larger if the women from Manhattan, formerly held in detention here, had not been kept at the Second District Prison.

The institution is a huge stone building of the old type of architecture built in 1852, situated on Welfare Island opposite 70th Street, Manhattan. It is composed of a central structure and North and South wings which are separated from each other by gates, or doors. The South Wing is used for receiving and classifying and examining new inmates and for detention and hospital purposes. The North Wing is the cell block and the Central Structure is used for the administrative offices, living quarters for personnel, the laundry, power house, kitchen, mess hall, sewing and recreation rooms, etc.

The institution is under the supervision of the Superintendent, Mary H. Lilly, who is responsible for the discipline and safe keeping of all inmates, including the hospital inmates in the south Wing. Dr. John O'Connor, Director of the Medical Service of the Department lives in the institution but his responsibilities are only for the medical and surgical treatment of inmates. The prison and detention cells each have head matrons and the hospital a supervising nurse that report to the Superintendent. The supervising nurse is, of course, under Dr. O'Connor in so far as the medical work is concerned. There were three doctors and a part time psychiatrist and eight registered nurses in the hospital, and 38 matrons in the institution.

The reception and classification of inmates is done on the ground floor of the South Wing or Hospital section. The new inmate has her history taken, is fingerprinted and receives an institutional number. A woman sentenced to serve a Penitentiary sentence is photographed and measured and receives a State Bertillon number from the Bertillon expert at the County Penitentiary (male). The woman is given a bath and her clothing is stored. She is provided with a complete prison outfit, consisting of bedding, underwear, towels, a brush, comb, and a red worsted sweater all marked with the inmate's number. When an inmate leaves the institution the articles are assigned to another inmate after being sterilized and laundered. The sterilizer is operated by women inmates. The prisoner is transferred to a room on the first floor in quarantine, until the physical examination has been completed, after which she is assigned either to the hospital (South Wing) or to the Workhouse (North Wing). No routine mental examination is made of the new cases, as the resident psychiatrist divides his time between the Penitentiary (male) and this institution and he is unable to examine more than a small fraction of the cases. In fact very few mental examinations are made in this institution. No stenographer, inmate or employee, is assigned for this work and no typewriter is available.

The South Wing, formerly the men's mess hall, has four stories, a central court and skylight, and has been completely remodeled so that it is now used for the reception and classification of all new cases and surgical and medical wards for the treatment of all women prisoners in the Department. It is separated from the central structure and the Workhouse in the North Wing by locked doors. On the first floor are the reception, fingerprint and medical examining rooms and shower baths for new inmates and the cells used for the detention of women held for the Courts in Queens and for the temporary observation of all new inmates. On the second floor are wards used for the venereal cases, the third floor for drug and surgical cases and for feeble old women, and the fourth floor for psychopathic and overflow cases. Many of the old women kept here under Workhouse sentences are probably more suitable for the Home of the Aged and Infirm. The young and old offenders are kept separate as much as possible. A strict classification is impossible as the wards are open and adjoin and many of the hospital cases are complicated, as for example, a prostitute who is also a drug addict and affected with incipient tuberculosis could be considered under three classifications.

The North Wing (Workhouse) receives prisoners from the South Wing after they have been examined and classified or undergone treatment. It is composed of galleries four tiers high which encircle a large central court that is lighted by a large central skylight. There are 104 cells, or rooms, and the dimensions of each cell about 13 x 10 x 8 feet; each cell has two bunks that fold against the wall. Toilets and wash rooms for general use of the inmates are outside of the cells so that buckets must be used at night. Women are kept two in a cell as they prefer company. The upper tiers are kept for the Penitentiary cases and the whites and blacks are kept in separate parts of the tiers, but the classification only holds good when the women are locked in their cells at night as all the inmates work and eat together.

The kitchen is in good condition. The equipment is adequate sanitary and modern. Mrs. Donahue, in charge, who has had experience in domestic service, acts as a dietician. The cooking and food supplies were clean and wholesome. The daily menu is varied and the following is a fair example: Breakfast, hominy, bread and coffee; Dinner, pea soup, mashed potatoes, brown gravy, bread; Supper, Lima beans, chocolate pudding, bread and tea.

Each inmate is given a complete dining outfit, which she keeps in her custody during her confinement, consisting of two bowls, a plate, fork, and two spoons. The mess hall has the old style benches and seats. The meals are served cafeteria style; the women pass in front of a service window and receive their food which is carried over to the mess table. Agate ware is used for bowls and dishes. Earthenware cups and earthenware or aluminum dishes are preferable. Many of the inmates, as in the other institutions, patronize the prisoners' commissary.

The sewing room and laundry are practically the only industrial

occupations in the institution. Women are assigned to the doctors and nurses dining rooms and trained to properly wait on the table to fit them for this work in private families. Difficulty exists in finding employment for all the inmates. About forty women work in the laundry, forty in the sewing room, twenty in the kitchen, twenty in the mess hall, five in the sterilizing room, and the remainder are more or less engaged in institutional work.

The laundry is an active industry. Work is done for the institution, the doctors, and some for the City Prison, Queens. The equipment is modern and compares well with a commercial laundry.

The Sewing Room is attractive, well lighted and ventilated. All the institutional work is done by the inmates; there are 20 electric and 4 foot power sewing machines. Women receive instruction in sewing which is beneficial to them in free life.

A greater variety and more vocational work should be taught. There are many vocations that could be taught in an institution of this sort if examinations for skilled matrons, like "skilled keepers," were held under the Civil Service and the equipment and materials provided to establish this work.

A school has recently been opened. A school teacher has been assigned from the Department of Education and gives instructions in elementary subjects.

The library is small, consisting of about 400 books and 15 monthly magazines. The public library would undoubtedly furnish a supply of books upon request.

There seems to be no definite program for recreation and entertainment. The inmates are allowed the freedom of the cell house from 4 to 6 p. m. Occasionally they are permitted in the open but more open air exercises should be provided. Moving picture exhibitions are given about once a week.

Thirty-three inmates were undergoing treatment at the hospital for drug addiction on December 11, 1922. The gradual reduction process is used—fourteen days on morphine, two days on strychnine, and a week on tonic. After about three weeks of treatment the addict is moved from the hospital to the Workhouse section. Many convalescent patients were mixed with the Workhouse population. During the past year over one-half of the inmates committed to the Correction Hospital have been drug addicts.

Women convicted of prostitution are examined by medical officers of the Department of Health for evidence of venereal disease. Those found diseased are divided into two classes and disposed of as follows:

- a. The youthful, who are taken to Kingston Avenue Hospital, Brooklyn, for treatment by the Board of Health.
- b. The older, or more hardened offender, is sentenced to the Department of Correction, treatment being carried on in the venereal wards of the Correction Hospital (Workhouse for Women) Welfare Island.

The average number of women under treatment in 1921 for gonorrhoea daily was 104 out of a total census of 330.

About 40 per cent of the women convicted for all crimes need treatment for gonorrhoea. Gonorrhoea does not always produce pain and discomfort in the female and is very resistant to treatment. Women often go through their daily duties, innocent of the fact that they have gonorrhoea. Prostitutes may co-habit, ignorant of their having this disease. On the other hand, the male must needs take treatment to relieve a very painful affection.

In 1920 the treatment for syphilis and gonorrhoea was outlined in detail by a board made up of consulting physicians of the Departments of Health and Correction.

The treatment of syphilis consists of the administration of salvarsan and mercury over certain periods of time. It has been exceptionally successful in reclaiming a great many individuals who not only would have been lost to the State, but also would have served as the foci of infection for the spread of these very loathsome diseases. There were 211 females who received treatment for syphilis and there were 176 major surgical operations performed in Correction Hospital.

The average female census of the entire Department of Correction in 1921 was 330 which was an increase of 24.56 per cent over 1920. The lowest total female census in 10 years was in 1920 and the highest was 955 in the year 1915. The laws of 1915 created a Parole Commission for the City of New York which began to actively operate in 1916. The marked yearly decrease of total female census in the Department from 1916 to 1921 is explained by the increasing number of indefinite sentences given by the Courts and the Parole supervision and reducing the number of inmates given repeated sentences. The Courts are now giving straight sentences to women convicted many times, and repeatedly in the same year, instead of indefinite sentences which would place them under the jurisdiction of the City Parole Board. For example, in December, 1921, not a single woman committed to the Workhouse was given an indefinite sentence although 76 women were sentenced and 31 had served more than three previous sentences and 21 women had received two or more sentences in the twelve months period of 1922.

Out of 1,360 women sentenced to the Department of Correction in 1921 there were 758 with previous criminal records and about 75 per cent of the women were suffering from some disease or physical disability:

- 188 were sentenced for the second time.
- 107 were sentenced for the third time.
- 91 were sentenced for the fourth time.
- 72 were sentenced for the fifth time.
- 57 were sentenced for the sixth time.
- 34 were sentenced for the seventh time.
- 34 were sentenced for the eighth time.
- 29 were sentenced for the ninth time.
- 23 were sentenced for the tenth time.
- 16 were sentenced for the eleventh time.
- 8 were sentenced for the twelfth time.
- And 100 were being sentenced for more than the twelfth time.

Recommendations for Correction Hospital

- 1.—The completion of the buildings at Greycourt, Orange County, with the least possible delay.
- 2.—Plans should be made for the further development of Correction Hospital as a Women's Hospital for the treatment of drug addicts, venereal cases, etc. It should become a classification center and clearing house with a specially developed psychiatric clinic to weed out the low grade mental defectives and psychopathic cases. It could also serve as a prison for "ten day" and other short term prisoners now kept in the City and the 2nd District Prisons.
- 3.—That systematic mental examinations be made of all admissions, especially those repeatedly committed.
- 4.—That toilets and other plumbing be installed in each cell.
- 5.—That the Department of Health or Public Welfare be asked to take over the treatment of the drug addicts not guilty of other crimes than drug addiction.
- 6.—That the Civil Service Commission give examinations for a class of "skilled matrons," as for "skilled keepers," so that more vocational and industrial instructors can be provided.
- 7.—Development of a plan to enlarge and increase the variety of the vocational work to correspond to the schedule in female reformatories.
- 8.—That all women sentenced by the courts be fingerprinted so that their past criminal records can be completely investigated before being sentenced.
- 9.—That all women whose offense and past criminal records are included under the City Parole Law should be given indefinite sentences by the Magistrates and Judges so that they may be subjected to Parole supervision.
- 10.—That drug addicts given repeated "cures" should be given increasingly long sentences up to the maximum to lengthen the convalescence period, during which time reformatory work and the correctional influences can be made more effective.
- 11.—That all women held for the courts in Queens be kept in the City Prison, Queens, and that the cells now used for this purpose be used for hospital cases.
- 12.—Until Greycourt is finished the women "ten day" prisoners should serve their sentences in the Queens City Prison where plenty of cells are available and it is only necessary to assign matrons.
- 13.—The assignment of an inmate stenographer, pending the appointment of an employee, to the psychiatrist.
- 14.—Providing a typewriter for the typing of mental examination reports.
- 15.—More open air exercise for the inmates.
- 16.—A definite program of social work and recreation should be established to attempt some moral reformation, to counteract the bad influences of the deprived in contact with the lesser offenders, and to fill in the idle recreation hours from four to six p. m. when inmates have the most time to gossip together and become sociable.

17.—The public library should be requested to furnish books to supplement the small library.

18.—Discharged prisoners in destitute circumstances should be provided with some clothing by the City. Drug addicts, in particular, cannot wear the same clothes they had when admitted due to their gain in weight during the "cure."

REFORMATORY INSTITUTIONS OF THE NEW YORK DEPARTMENT OF CORRECTION

The institutions considered in this group are: The "Municipal Farms," Rikers Island, for male drug addicts; the "Reformatory Prison," Harts Island, and the "New York City Reformatory," at New Hampton Farms.

The Municipal Farms, Rikers Island, is the institution where male drug addicts with any record of delinquency or of "previous cures" are treated. In 1922 there were 455 self committed addicts treated at this institution. The addicts undergoing their first "cures" and with no previous record of delinquency can be treated at the Metropolitan Hospital or Kings County Hospital, by applying in person to Deputy Police Commissioner Simon of the Narcotic Division of the Police Department. Opium smokers are not sent to the Municipal Farms as they are able to give up the habit without bad effects, so that the 500 per cent increase in arrests of opium smokers in 1922 over 1921 did not effect the census of this institution. Male drug addicts in Brooklyn are sent out of the county's jurisdiction to the Municipal Farms, through the Penitentiary Clearing House, without being committed. After treatment they are returned to the City Prison, Brooklyn, for trial. The drug addicts are not sent to the Municipal Farms from the City Prison in Manhattan and the District Prisons until they are committed.

The total cost of the administration of this institution in 1921 was \$222,030.73 and the average census for the year was 372. The total per capita cost was \$1.64 daily, of this the food cost per prisoner was \$0.273 which was the highest in the Department in spite of the vegetables and pork produced at the institution. However, this is largely explained by the extra rations allowed.

The census on December 6, 1922, was 418 compared to 383 inmates on December 6, 1921. The inmates were classified on this date as follows:

The infirmaries cases, 45 in number, including self committed addicts, those not yet committed, coming from Brooklyn, the Workhouse and the Penitentiary cases, were in Pavilion No. 1.

Seventy-five Brooklyn prisoners not yet committed, to be returned to the Courts for trial after treatment, were in Pavilion No. 3.

Penitentiary prisoners with indefinite sentence cases were in Pavilion No. 4. These inmates after two or three months treatment and convalescence are returned to the Penitentiary for reclassification to serve the remainder of their sentences.

The misdemeanants and 79 self committed addicts were in Pavilion No. 7.

Penitentiary cases were also occupying the lower floor and misdemeanants the upper floor of Pavilion No. 8.

All of the inmates eat in one mess hall and are assigned to work according to their fitness. There were 161 Workhouse cases on this date.

The proportions of the different classes of addicts vary from time to time and the classification must be modified accordingly, but the facilities for separating prisoners into groups are strictly limited due to the small number and dormitory type of buildings.

The buildings of this institution are one and two story frame structures and the inmates are housed in eight open dormitories measuring 35 by 110 feet. The one modern fireproof building is a cement disciplinary building consisting of 40 large cells, constructed in 1917, to follow a plan for a centralized male disciplinary building for the entire Department of Correction, but this is not being used. There are two mess halls, the warden's house, a chapel, keepers' quarters, a stable, shop building and some shacks built on a tract of 75 acres, the only natural ground on the Island.

The island consists of about 525 acres which is increasing steadily. About 85 per cent of the island is made from ashes and refuse from Manhattan. It is said that the City has a contract with the Roger Haggerty Co., to dump 65 per cent of the City ashes on the Island to a height of 30 feet above the water line; 15 feet are allowed for settling. This is to be continued until about 640 acres of filled ground have been made. The ashes and rubbish are not incinerated. Slow burning, smouldering fires consume a portion of the trash but these give rise to an ever present fire hazard to the frame buildings of the institution especially with the high winds that sweep the Island. So far the only thing that has happened was the destruction of the piggery and 90 pigs and sows last September, when a high wind carried sparks from the adjoining dump fires. The flies and rats that infest the Island and the foul odors in warm weather would be largely eliminated if all of the refuse was completely incinerated. The rats that have destroyed over 50 per cent of the crops in previous years were well controlled this year by the use of a rat virus.

All of the 100 acres that have been cultivated is artificial ground composed of broken glass, ashes and refuse which makes cultivation very difficult, and give the tractor and farming implements very hard service. The high alkalinity of the ashes offers advantages for certain kinds of garden truck but its extreme drying effect and porosity are injurious to cultivation especially when there is limited rainfall. The great need of this artificial ground for cultivation is a dirt top soil. Dirt from surface sweepings of Manhattan were provided for a period of two months in the previous year but due to transportation difficulties it was discontinued. Subway or sewer excavations from upper Manhattan would offer a practical solution. A knoll 15 feet high on the northern extremity of the natural Island covering about 1½ acres if leveled would provide the necessary dirt to cover the acreage now being cultivated. The lack of equipment for leveling this knoll and for transporting the earth to the farm, does not make it practical, but a steam shovel and a half mile of track and

some dump cars loaned from another City Department would suffice. The gain in production of the yearly crops planted would alone pay for expense of furnishing top soil for the farm.

The discipline of the institution is very good in spite of the limited number of keepers, their long hours and the evils of the open dormitories for housing drug addicts. There is only one industrial instructor and no teacher of letters. The greatest immediate needs of this institution are instructors in letters and experienced social workers with the broadest experience in bringing back "down and out" men to the moral level from which they sank, or in raising them to higher standards than they ever reached before. The hopeful possibilities are that the inmates are young, illiterate gangsters, the average age being about 25. Many who never had a trade readily learn mechanical work and do useful work at the institution. Much time is wasted in winter due to the inclement weather and the impossibility of doing outdoor work; this would be a logical time to devote to teaching and character building. These young wayward men are more receptive to moral influence and teaching in prison than they ever were when at liberty. In spite of all of the known difficulties of handling morally weakened drug addicts social workers have been successful in bringing back older and more hardened individuals.

The physical "cure" is successful and there are no fatalities in gradually breaking addicts away from their drug addiction, in spite of the inadequate medical force consisting of a single doctor. The accidents occur after the addicts are released when they take the same "dose" they were accustomed to before the "cure," not realizing that they have lost their tolerance for the drug; the heart is affected and death follows such an overdose.

Considerable industrial work is done by inmates under the supervision of Instructor McCarthy and skilled keepers. The following trades are taught, viz.: plumbing, electrical, fimsmith, blacksmith, machinist, shoemaker, carpenter, wheelwright. This work is done on a necessarily small scale as there are not enough skilled keepers, in spite of the number qualifying under civil service examinations, and the building and equipment are very limited. The new addition to the shop building, measuring 84 feet long, 57 feet on each side and 10 feet high, was just completed in December. The building is of wood but a stone setting has been made along the east wall for the forge. This industrial building will allow the consolidation of practically all of the industries under one roof, which is a great improvement over the scattered industries that existed previously. This winter the tractor, 6 horse carts, 2 platform trucks and farm implements are undergoing extensive repairs in these shops.

Since the piggery was burnt last September cement foundations and walls have been completed for 20 separate breeding pens with separate yards enclosed by walls. The pig raising of this institution has grown rapidly from the beginning, 3 years ago, with 4 sows as the initial stock. In December there were 226 pigs, besides the 90 destroyed by the fire and 1,400 pounds of pork furnished to other

institutions in the Department. The swill from the different institutions of the Department is sent here by boat, so the feeding cost is at a minimum. The hogs are slaughtered at the farm and about six inmates at a time are being instructed in the butcher trade by a skilled keeper.

The laundry, with a washing machine and the extractor and mangle that were installed in 1921, provides work for 16 inmates and takes care of the institutional needs very well.

During 1922 important improvements have been made by inmates in the buildings and the equipment including:

1. A partition partly of concrete and of lumber has been constructed separating Pavilions No. 5 and No. 6.

2. The 7 wooden shower stalls in dormitories No. 5 and No. 6 have been replaced by shower baths with slate slabs and concrete floors.

3. The wooden wash troughs in these pavilions were replaced by cement troughs with 11 water faucets emptying into them.

4. Four modern, porcelain toilets and an automatic flushing urinal were placed in each of these pavilions.

5. This completes the standardized plumbing equipment finished in all of the dormitories during the last 2½ years. The floor of No. 5 Pavilion is being laid in concrete. Deep excavations are being continued for laying the 12 inch sewer pipe. During 1922 there was laid 130 linear feet of this sewer at an average depth of 16½ feet, under the direction of Instructor McCarthy.

6. The Edison Company plant, just across the river from the farm, recently completed laying another electric cable to the Island. This is the second cable laid and will provide electricity for the machinery of the laundry and the industries. The electrification of the industrial work will increase the efficiency and decrease the fire hazard.

7. In 1922 a recreation stand with a seating capacity of 600 was built to the north of the Administration building. The concrete work and 78 wooden benches were made by prisoners. The cost of \$300 paid from the commissary fund was for the raw materials.

8. A new moving picture machine costing \$1,200 was provided out of the commissary fund. This was installed in the chapel, where a partition was removed to add 40 feet to the length of the building for this purpose.

The following recommendations are for the needs of the immediate future, as the great need for more buildings of a more suitable type has been mentioned in many of our previous annual reports, viz.:

1. Experienced social workers, who could be specially qualified keepers, to make it their business to study the individual addicts and raise them to their highest possible moral levels. To follow up released drug addicts and to put them in touch with helpful outside agencies and to see to it that they do not readily return to their old environments and companions.

2. More clothing of different sizes to provide for the average weight increase of 30 pounds per individual during the "cure." Clothing destroyed by inmates while undergoing the "cure" should be replaced as inmates cannot always be held responsible during this period.

3. Teachers in letters, either to be provided by the Board of Education or by holding special examinations for keepers with these qualifications. The advantage of having keepers function as teachers is that they are responsible for the discipline and custody of the prisoners as well as the instruction.

4. More skilled and regular keepers to supplement the force, which is very inadequate.

5. The installation of a water pump to increase the water pressure which is now very low, for fire prevention.

6. Electrification of the industries and the laundry.

7. Recommend to the Magistrates and Judges to give increasingly long sentences in proportion to the number of convictions for drug addiction, six months additional for the second and the third convictions, etc. This has been done by the Judges in Philadelphia by a mutual agreement and some good deterrent results have occurred, it is said.

8. Closer cooperation between the Departments of Public Welfare, Health and Correction in the handling of self committed drug addicts with records of previous "cures," but of no other crimes. If this class of self committed addict were sent to a "disciplinary hospital" for a "cure" on suspended sentences discipline could be enforced and commingling with criminals avoided.

9. The dumping grounds ought to be treated continuously with the virus. The Health Department ought to enforce sanitary measures to destroy the fly breeding. In the future, if the refuse is passed through incinerators, before dumping, the odors, flies and rats will be eliminated.

10. More adequate medical personnel including at least an additional doctor.

11. Improvement of the schedule of the boat transportation which can be made without extra expense now that the Steamboat Service of the Departments of Health, Welfare, Correction and Plants and Structures are being combined.

12. Complete histories and specialized statistics of the drug addicts ought to be kept more thoroughly in this institution to be used in conjunction with the analysis of the past criminal records of addicts now being made in the Central Bureau of Identification of the Department of Correction. The best statistics for 1922 of drug addicts were made up at the Central Bureau, but these only showed the total number of addicts committed and the number of their previous convictions. The 1923 data will show the number of previous "cures," the number of previous crimes and their relation to the addiction of the individual. Tabulated histories and studies of individual addicts made at this institution would be very useful.

THE REFORMATORY PRISON, HARTS ISLAND

The Reformatory Prison of the Department of Correction is used for selected male Workhouse and Penitentiary prisoners for the chief purpose of reformation. Before New Hampton Farms was

established this institution was used as the Reformatory for Misdemeanants. Harts Island, because of its healthy environment, is also used for males affected with tuberculosis and old vagrants committed to the jurisdiction of the Department of Correction.

Harts Island lies in Long Island Sound about 18 miles from New York City and opposite City Island. It contains about 77 acres which are owned by the City of New York, with the unfortunate exception of 4 acres, on the southern end of the island, owned by private individuals.

Detailed descriptions of this institution have been made in previous annual reports, therefore present conditions will be described in relation to immediate and near future needs.

The capacity of the institution is limited to 650 inmates in nine dormitories. The average daily census for 1921 was 793. From January 1, 1921 to June 30, 1922, there were 2,459 inmates admitted and 2,331 transferred from the Institution. The daily average census for 1922 was about 831 and 50 per cent of young males suitable for this institution had to be kept in the County Penitentiary, where the opportunities for reformation are practically nil in comparison.

The buildings of the institution consist of: An administration building, nine dormitories, general and tuberculosis hospitals, some very old shop buildings, a disciplinary building, a group of antiquated cottages for old men, a beautiful chapel, a power house, to which a brick addition has recently been built, a store and out houses and several residences. Five of the dormitories and the general hospital are fireproof but four of the dormitories and the shop buildings are fire hazards. The foundations for one dormitory were completed but the work was discontinued. The most urgent need is for additional buildings to increase the capacity of the institution and to properly house and expand the industries.

The administration of the institution, one of the most difficult, is well handled by Acting Warden Michael C. Breen, at an inadequate salary and at the insufficient rating of Deputy Warden. The Assistant Deputy Warden is Major Brewster, who is in charge at night. The civilian staff includes firemen, engineers, a musical instructor and two industrial instructors. On July 20, 1922, there were 40 day and 21 night keepers working about 12 hours daily and doing five nights a week reserve duty. The keepers get only one day and two nights a week to spend with their families, practically all of them are married and have a family. Trips to their homes, miles away from the institution in most cases, requires considerable bus and cartfare for which no allowance is made and their salaries are small and not graded according to length of service or efficiency. There is little incentive for the keepers to continue to do their best work due to the long hours and hard work and with practically no opportunity for advancement. The instructor in shoemaking died last October and since then a skilled keeper, qualified under Civil Service examination as a shoemaker, has had charge of the instruction and production in shoe making and the safe keeping of about

55 inmate workers. This keeper receives only \$1,537 a year and there is no chance for him to be appointed instructor, although he is apparently competent. The civilian firemen at this institution get \$6.50 a day for 8 hours work, with no responsibility for the custodial care of prisoners and no extra reserve duty and they have less to do than other firemen because the prisoners do the actual work under the direction of a keeper. There are keepers in the Department who are qualified firemen and who could combine the duties of a fireman and keeper. The same treatment of keepers has happened in many instances in the Department which partly explains their low morale. An automobile mechanic was appointed from the Civil Service list last year at \$10 a day to fill a position at the County Penitentiary to replace a keeper, with an excellent record of years of service. The contrast between the \$10 a day for eight hours work for the newly appointed mechanic and the \$1,537 a year and the twelve hours working schedule for the veteran skilled keeper is another example of the lack of reward for merited service performed by keepers. The daily supervision and contact between a discouraged and overworked keeper and criminals committed to his charge cannot bring about successful reformation of the prisoner or improve the temper and standards of the keeper.

The inmates in the dormitories were grouped according to their working fitness and assignments for employment but the boys were kept in a separate dormitory. Most of the inmates had indeterminate sentences and had taken the drug "cure" at the Municipal Farms before being transferred to this institution. They were classified into five grades for the purpose of parole, viz: A, B, C, D, E. The inmates of A class are the best in work and discipline and they earn 13 marks a day. Grade B (medium class) are inmates earning 10 marks a day. All inmates entering the institution are placed in Grade C and earn 5 marks a day. Grades D and E earn no marks and are disciplinary grades.

The educational work is limited to instruction in music and vocational work incidental to the operation of the manufacturing industries. There were two civilian industrial instructors and one civilian music teacher; a third industrial instructor died during the year. There was not a single instructor in letters although no other measure for reformation could be of more importance for this class of young prisoners.

The weekly services held by the different religious denominations are helpful but not adequate to supply all of the moral needs of the prisoners. The night keepers in charge of the prisoners, when the day's work is over and there is plenty of time for them to think, are most likely to receive confidences and requests for advice.

This institution is the center of the industrial work of the Department of Correction. The Superintendent of Industries of the Department has his office in the institution and supervises the work with the assistance of two civilian industrial instructors and one keeper acting instructor. The products manufactured are: clothes, underwear, shoes, beds, mattresses, brooms, and brushes. The printing for the department is done here.

There are about 200 machines in the old, overcrowded industrial building but many are old models worked by hand power, not used in the outside industries, so they have little value for practical vocational training. The plan is to install modern machinery so that inmates taught to operate machines in the institution will be prepared to take jobs in the trades after their release. Quantity production is also being increased by the modern power driven equipment.

The new equipment purchased this year was: 1 power broom winder, 1 broom sorter, 1 hair teasing machine, 1 standard screw machine, 1 shoe edge polisher, 8 power sewing machines.

Since 1918 the Superintendent of Industries has used the cost system resulting in more efficient administration. The paper assets are now about \$250,000 whereas in 1918 these were about \$2,000.

The industries operated under the "State Use System" are an excellent investment for the city so that the new buildings and machinery needed should be provided with this in mind.

The cost sheet for manufactured articles is based on the cost of the raw material plus 33 1-3 per cent to cover equipment, tools and everything. The prices charged are considered very reasonable. The City Hospitals, Asylums, Almshouses, Reformatories, Industrial and Educational Institutions are quoted prices and can choose from a catalogue containing: Beds of different heights and lengths, hair and ticking mattresses of different weights, hair and ticking pillows, five types of floor brooms, four different weights of house brooms, two whisk brooms, nine types of street and stable brooms, counter, ceiling and floor dusters, seven different scrub brushes, horse body and mane brushes, stove brushes, shoe brushes, window brushes, hair, nail, radiator and sink brushes.

The clothing manufactured for males consist of: Outfits for discharged inmates from hospital for the insane, outfits for discharged inmates from New Hampton Farms, winter and summer underwear, for inmates, overalls of khaki and of summer goods for inmates, caps of khaki and of summer goods for inmates, institution suits (coats, vest and trousers), institution overcoats, winter caps and mittens, white duck suits, night gowns.

The clothing manufactured for females consist of: Inmates institutional dresses of seersucker, drawers, unbleached muslin, chemises, nightgowns of unbleached muslin, petticoats, womens overall suits.

The knitting industry includes: Men's half hose, heavy weight, men's suits, winter underwear (cotton), men's winter undershirts, men's winter drawers.

The shoe industry includes an assortment of varieties, viz: Shoes with welt and nailed soles with Arabian Colt and farmers grade uppers and Korry Chrome soles for males. Women's shoes, Arabian Colt uppers and Korry Chrome soles. Shoes for boys discharged from New Hampton Farms of a quality similar to former. Heavy work shoes for the male inmates are made with heavy Korry Chrome soles and farmer grade uppers.

The Standard Screw Machine which screws the inner sole, slip and inner soles together is being used extensively, instead of the welting

machine which was adopted a few years ago, because the process is more simple and gives better results in quantity production with inmate workers.

The average weekly production of shoes is 300 pairs. The average length of service of an inmate worker is seven months. The majority of the workers are drug addicts who have taken the "cure" previous to their apprenticeship. Very few of the inmates know a trade when they come to the institution for the first time. The inmates with the longest term are chosen, if possible, for training in the more skilled work but the time spent in receiving treatment or before transfer to the institution reduces the time allowed for learning a trade. The maximum sentence of men sent to Harts Island is three years. The work in shoemaking, for example, ranges from the simple process of blacking and polishing to the difficult work of cutting uppers by hand and operating the Standard Screw and Heel machines. In the Shoe Department there were about 55 men under a single keeper who also filled the position of instructor.

In the clothing department there were 60 inmate workers under an instructor. The clothing industry ought to be much enlarged. The present quarters are not adequate to permit expansion. Certainly the Department of Correction and other City institutions need more clothing than is now being produced. On Rikers Island, for example, if more inmates had overcoats, more work could be done during the winter months. No clothing is supplied by the City to discharged destitute prisoners. The present scarcity of tailors, the increased number of inmates suitable to this occupation and the low cost of production are added reasons which favor the enlargement of this industry.

Inmate workers occasionally destroy machines and material maliciously. The gang spirit is hard to combat due to mingling of inmates in the dormitories at night and the limited number of keepers. The individual inmate must be repeatedly tried and carefully studied in the different industries before he can be definitely assigned, for example: his intelligence, his past experience, nationality, the size and shape of his hands and his disposition. A few individuals can do a great deal of harm by inciting others to do poorer and less work and to destroy material. The limited supervision makes it difficult to detect inmates in the act of destruction or wrongly influencing other workers.

The production of mattresses averages only 6 a day and these are made by hand. Three machines are needed for sewing, tufting and filling mattresses. The increased production and the instruction made possible in the handling of modern mattress machines would be a very profitable investment for the City. About 500 dozen suits of knitted underwear and the same number of suits of summer underwear are made yearly. About 30,000 street brooms are made for the City yearly. The estimate was made that 40,000 ash cans are required by the City in a year. None of these are made on Harts Island, but they should be manufactured in this institution as the State institutions do not fully cover this need.

On December 18, 1922, there were on hand in the Institution about: 880 dozen pairs of socks, 1100 vests, 3000 shirts, 1100 coats, 2000 pairs of shoes, 200 caps, 2500 street brooms, no overcoats, 2200 pairs of pants.

The Printing Industry is limited to the work of the Department of Public Charities and the Department of Correction. This work should be extended and, if possible, cover a broader field.

Beds and mattresses are made for: The City Hospitals, City Almshouses, City Reformatories, City Industrial and Educational Institutions.

The repairs are a large part of this work. Old beds sent in by the City Departments are reconstructed with new springs and redipped and put in excellent condition.

Recommendations for Reformatory Prison, Harts Island

1.—That a building be constructed without delay, on the unfinished dormitory foundation, according to a plan affording cell or room quarters instead of a dormitory, for additional inmates.

2.—That other additional buildings composed of inmate cells, or rooms, be planned and constructed in the near future so that more of the suitable prisoners at the Penitentiary can be given the advantages of the industrial and farm work at this institution.

3.—That an appropriation be made for a new up to date industrial building as a matter of good investment for the City in view of the products now being manufactured here for all City departments and the possibility of increasing the variety and quantity of production, thereby reducing the City's purchases in the open market.

4.—That the frame dormitories be rapidly replaced by fireproof buildings composed of cells or rooms.

5.—That the clothing industry, particularly, be enlarged so that more overcoats and clothing be provided for the inmates in the institutions and for discharged, destitute prisoners.

6.—That more modern power driven machinery replace the old type equipment to favor vocational training that will fit inmates for up-to-date factory work and to increase the production.

7.—That keepers skilled in trades and qualified as instructors in industrial work be provided so that closer supervision and more attention can be given to individual instruction than is possible with the three "industrial instructors."

8.—That special Civil Service examinations be held for keepers qualified as teachers in common, intermediate and high school grades to provide school instruction for inmates, in the same way that skilled trades are being taught by skilled keepers.

9.—That additional keepers be provided to reduce the number of working hours for each keeper and to limit the number of nights that keepers must be on call for reserve duty.

10.—That the personnel include one resident worker whose particular qualifications and duties are to study, correct and guide the character, morals and social welfare of the inmates; to assist them in making new contacts and entering into better environment after release, and to assist the parole officers.

11.—That a more complete history be kept of each prisoner while in the institution, including his daily record and the impressions of the instructors and keepers under whom he works. A copy of the history should be sent to a "Central Bureau of Criminal Identification and Records" to be filed under the individual's fingerprint number for the future guidance of the police, the courts and the Department.

12.—That some new trucks be provided to improve the transportation of the products of the industries between the Industrial Center, Harts Island, the Central Store House of the Department on Welfare Island, and the various City Departments.

13.—Acting Warden Breen should be advanced from Deputy Warden to Warden in just recognition of difficult work well performed.

14.—That the four acres at the South end of the island be purchased from the private owners with the least delay possible in order to make escapes and smuggling less possible and to reduce the extra supervision necessary on this account.

15.—That the use of Potters Field on Harts Island be greatly restricted.

16.—That the farming be progressively developed.

17.—That many helpless old vagrants transferred to Harts Island to serve Workhouse sentences be committed, instead, to the Home of the Aged and Infirm, Welfare Island, on suspended sentences.

THE NEW YORK CITY REFORMATORY

New Hampton Farms consist of 610 acres owned by the city, situated in the beautiful foothills of the Ramapo Mountains, Orange County, N. Y., about 65 miles from Manhattan. It is a combined farm and school established for the purpose of reforming reckless and misguided young men committed to the Department of Correction after conviction for minor offenses. The institution receives misdemeanants between the ages of 16 and 30 who are selected by the Warden at the Penitentiary clearing house according to their favorable character, offense committed, past criminal record and adaptability to farming, industrial and school training. The Reformatory is in the process of early development so that the present capacity is limited to about 200 inmates, which is in no way adequate for the needs of the Department. The Department of Correction in 1921 received 8,121 youths between the ages of 16 and 20, inclusive, and 17,082 young men between the ages of 21 and 30, inclusive, out of a total of 41,426 males, which suggests the need for increasing the capacities of both the Reformatory Prison, Harts Island, and the New York City Reformatory, New Hampton Farms. Although all the males received in the City and District Prisons are not necessarily committed by the Courts to serve sentences in institutions under the jurisdiction of the Department but at least 50 per cent of the young men who are received at the Penitentiary clearing house are kept at the Penitentiary due to the limited capacities of the two male reformatories.

The buildings of the institution are composed of permanent and temporary structures. The cubicle, laundry, industrial and storage buildings and the power house are of permanent construction, whereas, the assembly and mess halls, kitchen, residences, and out-houses are temporary.

The Administration building is of fireproof brick, four stories high and composed of a central structure, basement and wings. It is 285 feet long and 32 feet wide, and has a capacity for 102 inmates. The offices occupy the central part of the first floor and the keepers' rooms and 25 inmates' rooms are on either side. The second floor contains 51 inmates' rooms and on the third floor there are 26 inmates' rooms and the hospital. The basement is used for school rooms and for storage. The individual room of the inmate is 10 by 12 by 7 feet with a cot, desk, chair, rug and mirror. It has an outside window and is lighted by electricity and heated by steam, but it has no toilet or lavatory. There is a general toilet which gives rise to difficulties and objections both for the keepers and inmates, especially at night.

The cubicle building, named after a peculiar form of cell room, is of fireproof brick construction and has three stories and a basement. It is 210 feet long and 32 feet wide and has a capacity for 156 inmates. It contains about 150 cubicles, each cubicle is 6 by 7 by 8 feet and contains a cot and chair, but no toilet or lavatory. A general toilet gives rise to the same unfortunate condition as in the Administration building.

Corridors separate the rows of cubicles from the outside windows, which allows close supervision, while the backs of the cubicles are covered with a wire mesh for light and ventilation. In the center of the building between the rows of cubicles is a wide corridor used for recreation purposes, supplied with books, magazines, paper and pen and ink, where inmates can read and write or study, until they are locked in their cubicles for the night. The building is heated by steam and lighted by electricity. The basement is also being temporarily used as a dormitory.

The laundry building consists of one story and a basement. Although it has been completed for over a year the equipment has not yet been supplied so that it is not being used and the laundry work must be done by outside contract which costs the city about \$350 a month. Of course, this is very poor economy as the laundry in operation would soon pay for the equipment. In the basement of the laundry building is a bath room consisting of 23 shower baths open in front and without a dressing room to provide the necessary privacy, therefore the boys must undress in the outside corridor.

The industrial building is of fireproof construction 106 feet long and 60 feet wide. Practically all the shop work of the institution is performed in this building. It includes the bakery, carpenter, electrical, plumbing, painting and tailor shops.

Vocational instruction is given by civilian instructors in this building.

The Stores building is fireproof, composed of one story and basement and is 80 feet long and 60 feet wide.

The Power House is of fireproof construction connected with the other permanent buildings by a tunnel. It was constructed by inmate labor and is a creditable achievement.

The temporary wooden buildings should by all means be replaced with permanent structures. The plans provide for a fireproof kitchen, mess hall, school building and disciplinary infirmary, dormitory, assembly hall and a chapel.

The water supply comes from deep artesian wells and is stored in the large reservoir. It is analyzed regularly but no contamination has ever been found.

The sewerage is carried off by permanent 12-inch sewer pipes into a septic tank and filter bed. A permanent sewerage disposal plant, which will care for 1,000 inmates, is now under construction.

The new inmate is usually under 25 years of age and is typically undisciplined, restless and reckless and although only guilty of a minor offense is often on the verge of committing more serious crimes. The inmate upon arrival is given a physical examination in the Administration building. He is then interviewed in order to assign him to the working gang to which he seems most fitted. Then he is given a short lecture on the nature of his department in the institution, his attitude toward the officers and inmates, the work the officers are attempting to perform and what is expected of him. Moreover he is informed and acquainted with the system and time for sick call and medical attention, mess, turning out for work, redress and interview with the Superintendent and marking system, correspondence, visits and commissary. He is then equipped with a complete uniform, underwear and toilet articles and then admitted to the institution proper. The Reformatory costume is a neat brown uniform and overcoat; heavy shoes and rubber boots are supplied for inclement weather and outdoor work.

All inmates are received under an indeterminate sentence. They are classified in five grades, A, B, C, D, and E. The incoming inmate is placed in Grade C; by earning so many marks he is promoted to Grade B and then to Grade A, and after satisfactory work of Grade A he becomes eligible for parole under the supervision of the City Parole Board. When reduced to Grades D and E the time he serves does not count for parole. Good behavior and efficient work in the institution earn an early release. When released on parole each inmate receives a new suit of clothes, underclothing and \$5.00 in money. This is the only institution in the Department that provides clothing and money for discharged prisoners. Unfortunately they are transferred back to the Penitentiary clearing house before being released and the Penitentiary is totally unfit to receive misdemeanants at any time.

The personnel of the institution includes: Acting Warden, William A. Adams, three visiting chaplains, Protestant, Catholic and Jewish, who hold weekly and holiday services and are paid by the city; one physician, a male trained nurse, two hospital attendants, three stationery engineers, three licensed firemen, thirteen industrial instructors, seven assistant industrial instructors, a band master, two

head keepers, thirty-six keepers, one senior prison helper, one baker, two head cooks, one cook, one store-keeper, one assistant store-keeper, one store-keeper's helper and two clerks. The variety of instructors includes: One teacher and two assistant teachers, two plumbers, four carpenters, one painter, one tailor, one blacksmith, one baker, one barber, one mason, one electrician, and three farm instructors.

In no other institution in the Department was there any comparison to the City Reformatory in the number of instructors. In the Reformatory Prison, Harts Island, for example, where inmates do most of all the industrial manufacturing in the Department there were only four industrial instructors including the Superintendent of Industries and no instructor in letters. In the other institutions of the Department skilled keepers are gradually being employed under the Civil Service examinations for men skilled in trades to supervise and instruct inmates incidental to their custodial duties. In the other institutions of the Department what little teaching is given to inmates in letters, as in Correction Hospital, is by temporarily assigned instructors from the Department of Education, whereas in the City Reformatory instructors in letters are in the direct employ of the Department.

The outstanding work is the cultivation of the farms. The inmates cultivated 670 acres at New Hampton, 651 acres at Warwick and 288 acres at Greycourt. General farm crops and garden produce are raised in large quantities and a dairy farm is maintained at Warwick. A large piggery and hennery are operated at New Hampton; large quantities of fruits and vegetables are raised. A cannery is operated at the City Reformatory, the products of which supply all the institutions of the Department. The boys doing the work at Warwick and Greycourt, the "honour camps," are the ones best fitted physically and the most trustworthy.

The educational work in letters is conducted by a head teacher and three assistants and is limited mostly to very elementary subjects, taught to illiterate and foreigners, and some shorthand, mathematics and civics. Only about 30 boys attend summer classes and about 65 in winter. The temporary quarters in the basement of the Cubicle and Administrative buildings are poor and unsuitable for school purposes. Suitable school rooms should be provided and compulsory attendance enforced in winter and the courses should include instruction in scientific farming. More school books and school equipment are also necessary.

A hospital physician is in charge of the medical and hospital work. He makes a physical examination of each new inmate and mental examinations of those who act peculiarly. So far about fifty mental examinations have been made by the doctor. It is possible that psycho-analysis might be developed at this institution so that it will assist in a proper understanding of the mental conflicts and sex problems of the young inmates and their elimination in the reformation process. The hospital is on the third floor of the Administration building. It is equipped more like a dispensary than a hospital and

any inmate that requires a major surgical operation must be sent to the Penitentiary, Welfare Island. A civilian orderly and nurse are provided but no assistant physician. Fortunately the health of the inmates is exceptionally good on the whole due to outdoor work and the excellent environment.

The discipline of the institution is good. Punishments are imposed by a disciplinary board consisting of the head keeper and three keepers in charge of the farm buildings and construction and the doctor. Penalties are: deprivation of privileges, loss of service time, from one to ten days, and guarding the gate. Guard duty at the gate consists of walking up and down a limited pathway in plain view of the buildings during the working day. Little or no confinement in cells or isolation is imposed. If an inmate requiring punishment is found to be abnormal, physically or mentally, he is transferred back to the Penitentiary. Escapes were causing considerable trouble but most of the prisoners were recaptured and punished.

Baseball and other field sports are permitted during the summer. Moving pictures are given during other seasons. A band and orchestra under a band master are organized and play regularly. There is no gymnasium and no military training is given.

A temporary chapel is in the laundry building, although a chapel building is included in the permanent plan. Religious services are held weekly by the different denominations.

The library consists of only 800 books which is entirely inadequate. The books are little used because they are not well selected and do not include scientific subjects. The number of magazines and other periodicals should be increased.

Recommendations.

- 1.—That the assembly and messhall, kitchen and other buildings originally planned be constructed with the least possible delay.
- 2.—That new construction for school purposes be made as soon as possible.
- 3.—That the housing capacity of the institution be increased so that 1,000 boys can be accommodated.
- 4.—That male delinquents be discharged directly from New Hampton Farms instead of being returned to the Penitentiary for this purpose.
- 5.—That the laundry equipment be installed in the laundry building without further delay.
- 6.—That the library be enlarged and should include more periodicals, magazines, selected books of fiction and particularly books on agricultural and other scientific subjects.
- 7.—That the school work should be graded and should include courses in scientific agriculture, and teaching in more advanced grades. More inmates should attend classes, particularly during the winter months when the outdoor work is curtailed.
- 8.—That school teachers be provided, preferably by special examination for keepers qualified for this work so that teaching

can be combined with custodial duties and the minimum personnel can handle the institution.

9.—The industrial Instructors in the Department should be included with the skilled keepers in a class properly graded to standardize the industrial instruction, and to make promotion possible.

10.—That an employee of the Department should be engaged, through Civil Service, with special qualifications for understanding boys, contributing to their character building and guiding their social activities. It should be his particular job to study each boy regarding his moral and mental make-up and his social attitude in order to bring out the probable causative factors of his delinquencies. The data obtained in this way would serve for the proper handling of the boy during his imprisonment and after his release on parole.

11.—That copies of histories taken of the boy while in the institution be forwarded to a "Central Bureau of Identification and Criminal Records" to be filed under a serial number identical with the fingerprint number, so that it will be readily available for the guidance of the police, the courts and the Department in case of future need.

CONDITIONS OF PERSONNEL IN INSTITUTIONS OF THE DEPARTMENT OF CORRECTION, NEW YORK CITY

The three Civil Service grades of employees in the institution of the Department of Correction are: "Warden," "Head Keeper" and "Prison Keeper," which come under Part 9 of the competitive class established by the New York City Civil Service Commission. The title "Keeper" and "Head Keeper" are misleading as their duties are administrative and instructive as much as custodial. They function as peace officers, foremen, clerks, bookkeepers, cashiers, stewards, builders and instructors in twenty different trades.

The type of men applying for the position "prison keeper" has greatly improved since the special examinations have been held for "prison keeper with a knowledge of a skilled trade." Since 1919 there have been 347 applicants and 43 have been appointed; out of 291 of the applicants 59 passed the examinations. Since 1917 there have been 1,224 applicants for the regular position of "prison keeper"; there were 1,013 applicants, exclusive of the last examination held, and only 212 passed and 157 were appointed. The men now being employed as "prison keepers" and as "prison keepers with a skilled trade" are picked from a long list of applicants and their past records and training are up to a good general standard. The same individuals under present conditions and after years of long hours in contact with criminals, with little time for their home life and outside amusements, are bound to lower their standards and to become materially affected by the criminal associations and prison environment.

The discipline and morale of keepers and matrons is of the utmost importance for the welfare of the prisoners. At present the

discipline is good but the morale is low due to very definite reasons viz:

1.—Under the present system there is no uniformity of wage scale, working hours, food allowance, time off or granting of maintenance for prison personnel in the penal institutions of the New York Department of Correction. The number of working hours and the amount of wages are not governed by the length of service, efficiency or responsibilities of the employees. Some keepers, for example, are working eight hours daily with a day a week off duty and with their working places close to their homes, while others work twelve hours a day and do five nights a week reserve duty with a journey of an hour or two, to and from their homes. These differences of duties are bad enough in themselves but the hardships are intensified by the failure to grade the personnel, giving the more desirable jobs to the individuals who have earned them by length of service and efficiency.

2.—The difference in the night relief duty that consists of as many as five nights a week in one and none in a few institutions. Keepers skilled in trades get the same additional reserve duties and rate of pay as unskilled keepers.

3.—The lack of standardization and grading of wages, especially since 1919 when the general increase went into effect and the automatic increases for years of service were discontinued. Keepers in institutions today are practically all getting different wages and some of the veteran skilled keepers are getting close to the present minimum wage.

4.—That skilled keepers are not eligible for advancement to fill vacancies in the Department in spite of their qualifications by entrance examinations. Skilled keepers being in the "competitive class" of the Civil Service are not eligible for the better paid positions, like mechanics, that come under the "Labor Class." No transfers are made from one class to another and if the examinations are taken no preference is shown for the keeper's record of service.

5.—The keepers and matrons worry a good deal over the possibility of being summarily discharged by the Commissioner without regard to their past records and years of service. The morale would be improved if the employees were graded according to their length of service, record of department, initiative, knowledge of a skilled trade and teaching qualification. If the different institutions were graded according to the advantages available for the personnel assignments and transfers of keepers and matrons could be made accordingly.

6.—The absence of a system of arranging the hours and grading the pay of the principal keepers and wardens is similar to the status of the keepers and matrons. The 18 principal keepers get six rates of wages not based on years of service, length of hours or efficiency; some work eight and others twelve hours. Two deputy wardens have been filling important wardens' positions successfully for a period of years without being promoted. Practically every warden gets a different salary which is not graded on any systematic basis.

General Recommendations

1.—Estimate the minimum personnel necessary to operate each institution under the eight hour working schedule.

2.—Grade the institutions according to the advantages for the personnel; convenient location to the city, kind of duties required, class of inmates handled, reserve duty necessary, maintenance allowed.

3.—Establish grades of pay according to the years of service, beginning with six months probation service at the minimum wage and advancing to the maximum in about five years of service.

4.—Modify the classifications of Civil Service so that skilled keepers will be given the opportunity and preference to qualify for other vacancies in the department.

TREASURER'S REPORT**PROFIT AND LOSS FOR THE PERIOD OF FIFTEEN MONTHS**

October 1, 1921 to December 30, 1922

Income — General Funds:	
Donations — General	\$29,623 40
Interest and Dividends	12,500 63
New York State Reformatory, Elmira.....	1,500 00
Refunds (loans) from ex-prisoners.....	112 90
Total Income — General Funds.....	<u>\$43,736 93</u>

Note: Donations received toward specific purposes — as operation of bureaus, etc.— which were insufficient to cover the entire expense in each instance, are indicated below:

Expenses — General Funds:	
Bureau of Administration.....	\$23,727 80
Bureau of Parole.....	3,322 19
Bureau of Probation.....	3,221 13
House — maintenance	2,435 53
House — renovation	1,584 00
Bureau of Investigation and Research... \$734 18	
specific donation	400 00
deficiency from general funds.....	334 18
Bureau of Relief (operation).....	\$1,540 14
specific donations	162 50
deficiency from general funds.....	1,377 64

Bureau of Employment.....	\$3,758 58	
specific donations.....	1,751 60	
deficiency from general funds.....		\$2,006 98
Relief of Prisoners' Families.....	\$6,222 65	
specific donations.....	1,100 00	
deficiency from general funds.....		5,122 65
Relief of Discharged Prisoners (clothing)	\$140 25	
specific donations	19 00	
deficiency from general funds.....		121 25
Exchange on checks		3 28
Total Expenses — General Funds.....		<u>\$43,256 63</u>

SUMMARY

Total Income — General Funds.....	\$43,736 93
Total Expenses — General Funds.....	43,256 63
Excess of Income — General Funds.....	<u>\$480 30</u>
Note:	
Deficit for the two years ending September 30, 1921.....	\$6,012 95
Less Saving Effected during the fifteen months ending December 30, 1922.....	480 30
Deficit for the period, October 1, 1919, to December 30, 1922	<u>\$5,532 65</u>

I certify that I have examined the books, accounts, and vouchers of the Prison Association of New York for the period of fifteen months, October 1, 1921, to December 30, 1922, and that the above statements are correct.

HENRY C. SCHENCK,
Auditor.

46 Cedar street.

CONSTITUTION AND BY-LAWS

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

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

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

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

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ARTICLE FOURTH

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

ARTICLE FIFTH

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

ARTICLE SIXTH

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

ARTICLE SEVENTH

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

ARTICLE EIGHTH

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

ARTICLE NINTH

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

ARTICLE TENTH

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

ARTICLE ELEVENTH

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

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

And it is hereby further enacted that no manager of said society shall receive 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 securities 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 resolution making the appropriation, certified by the recording secretary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

The treasurer shall keep an account covering the general fund in the name of the association, subject to his check as treasurer in such bank as may be selected by him and approved by the committee on finance. 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 keep a record of the conduct and prospects of those for whom places have been obtained, that they may be sustained and encouraged with the idea that a continued friendly interest is felt for them.

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

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

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

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

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

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

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

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

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

LIFE PATRONS

By Contributions of \$500 or More at One Time

Barbey, Mrs. Henry I.
 Brewster, Robert S.
 Brown, M. Bayard.
 Clark, F. Ambrose.
 Dodge, Cleveland H.
 Harkness, E. S.
 Harrah, Charles J.
 Holter, Mrs. E. O.
 James, Arthur Curtiss.
 Kane, Mrs. John Innes.
 Lewisohn, The Misses Alice & Irene.
 McHarg, Henry K.

New York Foundation.
 Phipps, Henry.
 Pyne, Percy R.
 Rockefeller, John D.
 Rockefeller, The Laura Spelman
 Memorial
 Sage, Dean.
 Schiff, Mortimer L.
 Scott, William H.
 Stewart, Lupenard.
 Tiffany, L. C.
 Woerishoffer, Mrs. Anna.

HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

C. S. S.
 G. W. W.
 A Friend.
 Anonymous.
 Association of Grand Jurors, N. Y.
 County.
 Astor, Mrs. Ava Willing.
 Auchincloss, C. C.
 Auchincloss, Mrs. C. C.
 Auchincloss, Mrs. E. S.
 Bachelors, The.
 Baker, George F.
 Baring, Charles.
 Bell, Mrs. Gordon Knox.
 Blumenthal, George.
 Boettger, Henry W.
 Bourne, Miss Marion C.
 Bowen, Mrs. Harry S.
 Breakaw, George T.
 Brown, Alexander H.
 Brownell, Miss Matilda A.
 Bruce, Miss Sarah E.
 Butley, Mrs. Jonathan.
 Carhart, Mrs. Hamilton.
 Cary, Miss Kate.
 Chapman, Mrs. John J.
 Chisolm, W. E.
 Choate, Mrs. Joseph H.
 Claflin, John.
 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.
 Coolidge, Mrs. Sherman.
 Cooper, James Fenimore.
 Cooper, Mrs. James Fenimore.
 Crimmins, John D.
 Cromwell, James W.
 Cutting, Fulton.
 Davis, Joseph E.
 DeForest, Henry W.
 Delano, Mrs. Warren.
 Devoe, Miss Harriet E.
 Dicks, Mrs. W. K.
 Dodge, Mrs. Cleveland H.
 Dodge, D. Stuart.
 Dominick, M. W.
 DuBois, Miss Katherine.
 Durand, Mrs. Frederic F.
 Dwight, Winthrop E.
 Ehret, George.
 Emery, Mrs. Thomas.
 Emmons, Arthur B.
 Flinn, George H.
 Frazier, Mrs. Frank P.
 Freilinghuysen, Theodore.
 Frost, Aaron V.
 Gallatin, Mrs. Albert H.
 Gerry, Ebridge T.
 Gerry, Peter G.
 Gilman, Winthrop S.
 Gould, Edwin.
 Grace, Church.
 Greims, Mrs. Herbert S.
 Hadden, Alexander M.
 Hadden, Mrs. John A.
 Halkett, Mrs. Sarah K.

* Deceased.

Hall, Mrs. Bolton.
 Hall, E. Trowbridge.
 Harkness, Mrs. Charles W.
 Harkness, Mrs. S. V.
 Harris, John F.
 Hearn, James A. & Son.
 Herrick, Mrs. Robert F.
 Hill, Frederic T.
 Howland, Mrs. Joseph.
 Hurd, Richard M.
 Hyde, Mrs. Clarence M.
 Jameson, E. C.
 Jennings, Miss Annie B.
 Johnson, Arthur G.
 Johnson, Gilbert H.
 Johnson, James W.
 Johnson, Miss Margaret F.
 Judson, F. A.
 Keteltas, 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.
 McLean, Mrs. James.
 McMillin, Emerson.
 Marshall, Louise.
 Minturn, Mrs. Robert B.
 Moore, Mrs. William H.
 Morgan, Mr. & Mrs. J. P.
 Morris, Mrs. Lewis R.
 Murtland, Samuel.
 National Humane Alliance.
 Nichols, W. H.
 Olmsted, Mrs. C. T.
 Olyphant, Robert M.
 Osborn, William Church.
 Osborn, Mrs. William Church.
 Pearce, Mrs. Henry.
 Perkins, George W.
 Post, James H.
 Pratt, George D.
 Pratt, Herbert L.
 Rand, George C.
 Reed, Latham G.

Reid, Ferguson.
 Remsen, Miss Elizabeth.
 Richardson, Mrs. C. Tiffany.
 Rionda, Mrs. Manuel.
 St. Thomas Church.
 Sage, William H.
 Satterlee, Mrs. Herbert L.
 Schermerhorn, P. Augustus.
 Scoville, Miss Grace.
 Strymser, Mrs. James A.
 Seaman, Lloyd W.
 Seligman, J. & W., Co.
 Shephard, Mrs. Finley J.
 Shipman, C. H.
 Steel, Mrs. Roswell, Jr.
 Slayback, John D.
 Sloan, Samuel.
 Smith, Eugene.
 Snowden, James Hastings.
 Stillman, Miss Charlotte R.
 Stokes, Anson Phelps.
 Stokes, Mrs. Anson Phelps.
 Stone, Miss Annie.
 Straight, Mrs. W. D.
 Swords, Mrs. Charles R.
 Third Panel Sheriff's Jury
 Thomas, Seth E.
 Thompson, Mrs. Frederick F.
 Thorne, Jonathan.
 Trevor, Mrs. John B.
 Trumbull, Frank.
 Untermeyer, Samuel.
 Vail, Mrs. Lawrence.
 Vanderlip, F. A.
 Van Gerbig, Mrs. B.
 Van Ingen, E. H.
 Van Ingen, Mrs. E. H.
 Van Norden, Warner M.
 Warburg, Felix M.
 Ward, Artemas.
 Ward, George E.
 Ward, John Seely.
 Webb, William Seward.
 Westinghouse, Church, Kerr & Co.
 White, Alfred T.
 Whitney, Henry P.
 Withrop, Benjamin R.
 Wood, J. Walter.
 Wood, William.
 Woodin, William H.
 Zabriske, Mrs. George.