

THE PRISON ASSOCIATION  
AND ITS FIELD

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THE SIXTY-EIGHTH ANNUAL REPORT

OF THE

PRISON ASSOCIATION OF NEW YORK

1912

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PART ONE  
THE PRISON ASSOCIATION IN 1912

PART TWO  
OUR CORRECTIONAL SYSTEM. A Summary by O. F. LEWIS,  
General Secretary

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1913

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When the discharged prisoner returns  
Shall he meet

THIS



OR

THIS



?

## PREFACE.

“JUST what is the Prison Association?” This question is becoming each year so increasingly frequent that the Board of Managers of the Prison Association has decided to present this year a statement, in two main parts, as a general answer to the above inquiry.

The above question, as to what the Prison Association is, is a sign of the times. Serious and complicated problems of public and private conduct are engaging the attention of Americans. During 1912, the events preceding and following the murder of Herman Rosenthal in New York City in July centered public attention upon the problems of crime and its treatment as seldom before. Subsequent investigations of graft and maladministration of office have led to a state of public concern perhaps not even equalled at the period of the Lexow investigations of police conduct.

Meanwhile, prison and reformatory methods are rapidly changing and expanding. In New York State, our newest State prison at Comstock has shown the remarkable results to be obtained from careful classification, from the adaptation of the honor system to outdoor work, and from the administration by a warden of sound common-sense. Reformatories are analysing psychologically and psychiatrically their inmates. The State Reformatory for Women at Bedford has established a bureau of social hygiene through the munificence of Mr. J. D. Rockefeller, Jr., for most careful study of the individual inmate. During the year Elmira and Napanoch Reformatories have placed their parole system upon a new basis, that promises with adequate force of officers to achieve most gratifying results. The probation systems of the cities and counties are being strengthened, and general public interest is keener than in years.

Therefore, the Prison Association believes it to be a fitting time to give its members a survey, not too exhaustive, but sufficiently compact, of the “New York field.” The first part of the survey will present the activities of the Prison

Association in 1912, and the bearing of such activities on the problems of this State. The second part of the survey will be in the nature of a compendium of information, such as in recent years we have endeavored to give in part in very many instances, and which is not elsewhere gathered in one place or form.

We stated last year, in the Sixty-Seventh Annual Report, that "it was hoped that the next Annual Report would contain a study of German and Dutch prisons, and of certain prisoners' aid societies." Because of the presentation in the present report of the lengthy summary mentioned above, we are obliged further to postpone the treatment of foreign prisons.

## THE PURPOSES

OF

### The Prison Association of New York

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



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THE PRISON ASSOCIATION OF NEW YORK.

OFFICERS FOR 1913.

PRESIDENT.

EUGENE SMITH.

RECORDING SECRETARY.

DECATUR M. SAWYER.

TREASURER.

J. SEELY WARD, 135 E. 15th St., N. Y.

GENERAL SECRETARY.

O. F. LEWIS.

VICE-PRESIDENTS.

RE. REV. DAVID H. GREER,	EUGENE A. PHILBIN,
FELIX ADLER,	JACOB H. SCHIFF,
ROBERT W. DE FOREST,	THOMAS MOTT OSBORNE.

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EXECUTIVE COMMITTEE.

W. W. BATTERSHALL,	JOHN W. HUTCHINSON,
B. OGDEN CHISOLM,	GEORGE W. KIRCHWEY,
J. FENIMORE COOPER,	EDWARD B. MERRILL,
JOHN H. FINLEY,	FRANK D. PAVEY,
AUSTIN FLINT, M. D.,	DEAN SAGE,
CORNELIUS B. GOLD,	GEORGE G. SHELTON, M. D.,
WM. H. GRATWICK,	GINO C. SPERANZA,
HENRY G. GRAY,	CHARLES STEELE,
HENRY E. GREGORY,	EVERT JANSEN WENDELL,
ALEXANDER M. HADDEN,	MORNAY WILLIAMS,
EDWIN O. HOLTER,	JAMES WOOD,
	RICHARD M. HURD.

STANDING COMMITTEES FOR 1913.

LAW COMMITTEE, SECTION 1.

PAROLE AND PROBATION.

Messrs. WILLIAMS (Chairman), KIRCHWEY AND GREGORY.

LAW COMMITTEE, SECTION 2.

NEW LEGISLATION.

Messrs. SAGE (Chairman), PAVEY AND SPERANZA.

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Messrs. SAWYER (Chairman), HURD AND WOOD.

COMMITTEE ON DISCHARGED CONVICTS.

Messrs. HADDEN (Chairman), HUTCHINSON, GRAY AND HOLTER.

COMMITTEE ON DETENTIONS.

Messrs. HADDEN (Chairman) AND WENDELL.

FINANCE COMMITTEE.

Messrs. WARD (Chairman), CHISOLM AND SAWYER.

HOUSE COMMITTEE.

Messrs. WARD (Chairman) AND GREGORY.

LIBRARY COMMITTEE.

Messrs. GREGORY (Chairman) AND WENDELL.

THE PRISON ASSOCIATION'S STAFF.

ADMINISTRATION.

O. F. LEWIS, General Secretary.  
D. E. KIMBALL, General Agent.  
Miss F. S. AUCHAMPAUGH, Private Secretary.  
R. S. MORISON, Cashier.  
Miss JULIA MALSHEIMER, Clerk.  
Miss BEATRICE STECKER, Clerk.  
Miss BESSIE RATNER, Clerk.  
Miss ALICE SCHMIDT, Messenger.  
GEORGE CORSER, Messenger.

PAROLE AND RELIEF BUREAU.

H. B. RODGERS, Chief Parole Agent.<sup>1</sup>  
A. G. BENEDICT, Parole Agent.<sup>1</sup>  
AUGUST L. BOHN, Parole Agent.  
Mrs. H. B. RODGERS, Relief Agent.  
Miss HELEN H. LEVY, Stenographer.<sup>1</sup>  
Miss ANNA F. PETRY, Stenographer.

PROBATION BUREAU.

D. E. KIMBALL, Chief Probation Officer.  
SAMUEL B. ORNITZ, Investigator.  
Miss MINERVA ROSENTHAL, Stenographer.

MEDICAL BUREAU.

Dr. GEORGE M. PARKER, Psychiatrist.

<sup>1</sup> Entered State service, July 1, 1912.

STATE OF NEW YORK

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No. 67.

IN SENATE

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

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HON. MARTIN H. GLYNN, *Lieutenant-Governor of New York:*

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

O. F. LEWIS,  
*General Secretary.*

## THE PRISON ASSOCIATION IN 1912.

### CHAPTER ONE.

#### PAROLE.

**A**T 135 East 15th Street, New York, just east of Irving Place, the Prison Association owns a four-story and basement dwelling, used for the purposes of the Association.

In this building also are the parole offices of Elmira and Napanoch Reformatories, which institutions, by a mutually satisfactory arrangement, have for many years used the Association's offices for the reception and supervision of men paroled from the State reformatories.



These lines are written on the morning of February 21, 1913. At the present moment some forty young men are seated in the large central Library of the Association. They have just been released on parole from Elmira and Napanoch Reformatories. The circumstances of their release are as follows:

Convicted of felony, they were sentenced to Elmira Reformatory from one to several years ago. Some were transferred from Elmira to Napanoch, because they were older or had not conducted themselves properly at Elmira. Ultimately they obtained the privilege of parole through their good conduct, their industry and the attainment of a certain degree of scholarship. Having written out to many possible employers, or having enlisted the interest of their friends, they finally secured a promise of a "job." When this had been verified by the agents of the Reformatory and pronounced O. K., the Reformatory released them and they come unaccompanied by any prison officer to New York, where their first duty is to report to the offices of the Reformatory at 135 East 15th Street.

These young men are typical of the most conspicuous work of the Prison Association, the supervision of young men on parole. The parole work of the two reformatories has within a half year been made independent of the Prison Association, because of a decision of the Attorney-General that a corporation shall not act as a salaried parole officer of the Reformatories. Practically the same close relationship however, still exists between the Association and the two State reformatories. This morning those young men are being told by the chief parole officer of the Reformatory that every effort is to be made in their case to help them to keep straight and honest, to hold their employment, to earn a reasonable amount of money, to obey the sensible rules and regulations laid down by the reformatories and to gain in six months, or shortly after, their absolute release.

At least once a month these young men are obligated to report personally to their parole agents. At not infrequent intervals during the minimum period of six months the parole agents of the Reformatory will visit them at their work and at their homes. A certain proportion, happily small, will be found to be deceiving the parole officers. The great majority, probably three out of four, of these young men will ultimately gain their absolute releases because they have satisfactorily complied with all the parole requirements.

These forty young men could be taken as the text of one of the most fundamental principles in the treatment of crime at the present day. *Not* the period in prison, but the period immediately *after* prison is in the opinion of the Association perhaps the most crucial. The paroled man returns directly from prison to the great city. He is relatively penniless, unless he has friends to help supply him with his most emergent needs. The sum of money given by the Reformatory will soon be exhausted. The old temptations are still present; often the "gang" is awaiting his arrival. Under these circumstances, all the proper pressure possible is brought to bear by the parole agents and by the Prison Association to keep the man on the right track. Lodging, food, clothes, tools, small loans of money are among the relief measures cheerfully furnished by the Association in proper instances. Quietly but persistently the Prison Association helps hundreds of these men a year.

Is the work necessary? No one can deny it. Is society benefited? For every released prisoner diverted from a life

of crime to a life of industry, the world is benefited not only by the elimination of property loss, but of the possibility of loss of life. Is the principle right? The twentieth century is a century in which the theory of social justice will be predominant. Justice to the released prisoner will be given to a far larger degree than ever before. Are the results in general satisfactory? The Prison Association answers emphatically *yes*.

This Association acts also as one of the principal parole agents for the four State prisons, Sing Sing, Auburn, Clinton, and Great Meadow. Once a month the Parole Board of the State meets at each of these prisons and places on parole to the Prison Association a certain number of men. It has been our plan to take those who are friendless, who have no job, who are poor, and in short have the least chance and who need most the "first friend." No part of our work in recent years has been more gratifying than the results of our State prison parole work.

Before analysing specific results of our parole work, we would call attention to a remarkable development of recent years in the treatment of prisoners by the so-called honor system, which, as practiced at Great Meadow Prison affords the best preparation yet devised in this State for a successful parole period. At the newest State prison, several miles south of Whitehall, several hundred prisoners are daily trusted to go, more or less unguarded, to various parts of the thousand-acre farm that furnishes the basis for the activities of that prison. In the West, in Colorado, Arizona and elsewhere, much has been written and spoken regarding the remarkable trustworthiness of prisoners working on honor on roads and other tasks, often miles distant from the central prisons. What has been so enthusiastically said of these Western prisons may with almost the same degree of enthusiasm be said concerning the "out-door methods" practiced at Great Meadow Prison.

Therefore the prisoner released on parole from Great Meadow may reasonably be supposed to be in good training for his supervisory period on parole. The Prison Association has over fifty men now on parole from this prison. Their conduct has been in general excellent and most careful watch is being kept of the results during the period of parole, which extends from six months to more than a year.

The Association is seriously handicapped by an insufficient number of parole officers. The State prison parole work should be most rigidly, though humanely, executed.

First, we would cite some instances taken from several hundred records. We have omitted the names of paroled men and their employers.

Consecutive No. 331, paroled to the Prison Association from Great Meadow Prison on November 26, 1912 (colored man). He had no friends here and came to us without work. We sent him to a trucking company, who have been taking many of our men with the knowledge of their past life. They gave him work as a helper on a wagon at \$1.50 per day. His work was so satisfactory that in the first week of January they advanced him to the position of night-watchman at a wage of \$2.00 per day.

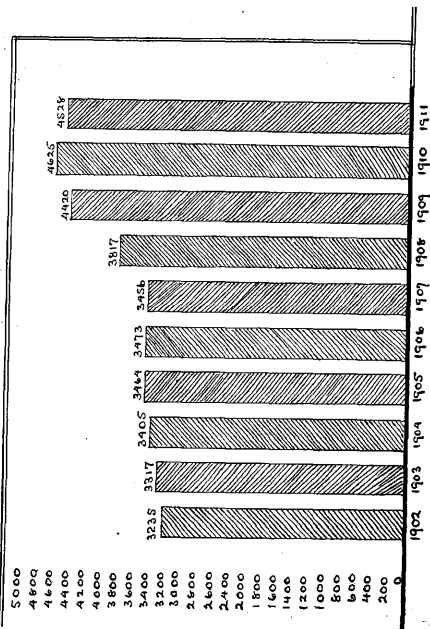
Consecutive No. 859, paroled from Great Meadow Prison January 7, 1913, came to us without work. We sent him to a firm in Brooklyn, which has taken many of our men. They gave him work at \$1.75 per day, and he is still doing satisfactory work there. He had no money when he came to us and we tided him over until he drew his first wages.

Consecutive No. 723, paroled from Great Meadow Prison on November 22, 1912, to this Association. He was able to obtain work for himself as a barber. During the month of December he contracted to buy the business and is now paying for it monthly. He is a colored man and has been a very satisfactory case.

Consecutive No. 60462 came to us on parole from Sing Sing on October 29, 1912. He is a colored man and was able to obtain work through friends with a large concern. He has been doing good work there. He is from Hayti and speaks French fluently, which he has been turning to good account, for he teaches French to private pupils evenings. In this way he has been able to add considerably to his earnings.

Consecutive No. 328, paroled in October from Great Meadow Prison. He was sent to a firm, the head of which knew the man's history. They were unable to give him work at the time, but sent him to another firm which put him to work in a machine shop. He is making good at this heavy work, and lives with his sister whom he supports.

DAILY AVERAGE POPULATION, AUGUST, SING SING AND CLINTON PRISONS, SEPT. 30, 1912 TO 1911.



Consecutive No. 60526, paroled to us from Sing Sing December 9th. He went to work for a former inmate of the same prison. The employer is an inventor and is running an immense business down town. The paroled man is but 19 years of age, is doing good work and has already received an increase in his wages.

Let us now analyze the parole statistics of the State Prisons and the two reformatories for 1912:

PAROLE BUREAU, JANUARY, 1912 TO SEPTEMBER, 1912,  
INCLUSIVE

[On July 1, 1912, the parole work for Elmira and Napanoch Reformatories was taken over by parole officers directly responsible to the Board of Reformatory Managers. The parole offices continued to be in the Prison Association building, and the relief for released prisoners continued to be furnished by the Prison Association.]

PRISON FROM WHICH PAROLED	Men on parole to association, Jan. 1, 1912	New cases on parole, Jan. 1-Sept. 30	Released from parole, Jan. 1-Sept. 30	Warrants for arrest issued because of violation of parole Jan. 1-Sept. 30	Returned to prison, Jan. 1-Sept. 30	On parole Sept. 30, 1912
Elmira.....	423	488	280	122	80	551
Napanoch.....	121	149	67	70	45	158
Sing Sing.....	99	29	45	2	3	80
Auburn.....	10	2	0	0	0	12
Clinton.....	14	6	3	0	0	7
Great Meadow.....	19	41	3	0	2	55
Total.....	686	715	398	194	130	803

PAROLE AND RELIEF

Investigations made.....	2,867	Cash refunds.....	\$55 72
Employment found.....	50	Garments given.....	227
Meals given.....	921	Shoes (pairs).....	24
Lodgings given.....	226	Persons relieved.....	381
Cash relief, including meals and lodging, \$1,992 72		Men calling, found prisoners, not on parole.....	642

As above stated, on July 1, 1912, the administration of the parole work in New York City for Elmira and Napanoch Reformatories ceased to be under the direction of the Prison Association of New York, and was placed by the Board of Reformatory Managers in charge of Henry B. Rodgers and Asa G. Benedict, who until July 1st had been parole agents of the Prison Association. This change was caused by a decision of the Attorney-General of the State that it is illegal for the above-mentioned reformatories to employ a corporation as a salaried parole agent. To be sure, the salary received by the Prison Association from the Board of Reformatory Managers had been but \$125 a month, whereas the Association had each month disbursed several times that sum in salaries and in relief for released inmates of the Reformatories and their families. In the emergency, the Prison Association was very glad to cooperate with the Board of Reformatory Managers in furnishing the services of two of its parole staff and of one stenographer. These former members of the Association's staff have since been taken into the State service and are conducting the parole work of the Reformatories in the building of the Prison Association.

The change to a more immediate responsibility of the Reformatories for their parole work is in our opinion not only satisfactory, but very advisable. An adequate development of the parole system has, however, only begun in the State. We emphatically urge the Board of Reformatory Managers and the Superintendent of State Prisons to make every effort to develop a comprehensive and adequate parole system with a sufficient number of parole officers, an adequate period of parole and a degree of efficiency of supervision that will make it possible to have every paroled man under proper supervision during the post-prison period before absolute release. The Prison Association will cooperate to the fullest extent of its ability, not only in receiving men on parole, but in the effort to establish local committees throughout the State to undertake volunteer parole work. We repeat our statement of previous years, that it is the height of folly for the State to expend but a few dollars at the most in the supervision of a paroled prisoner when it expends very properly from \$150 to over \$200 a year for the care and training of prisoners within prison and reformatory walls.



The parole period is perhaps the most vital portion of that cure, and at the same time a period for the prevention of future crime. Should an efficient and adequate parole system throughout the State render it possible to cure permanently a large proportion of those under supervision, the gain financially and otherwise to the State and to the individuals themselves would be incalculable.

## CHAPTER TWO.

### PROBATION.

NO part of the work of the Prison Association appeals more to its board of managers and to its staff than does the probation work. The difference between probation and parole is easily understood. While parole is that period immediately following incarceration, during which the paroled inmate is under supervision, and not yet free of his sentence, probation means a period of supervision of persons convicted of crime who, instead of being sent to prison, are given the chance to show their ability to lead honest and industrious lives without undergoing the stigma of a term in prison.

Probation is to such an extent a common sense provision, that the principle of suspending sentence has long been considered an inherent right of the judge. Probation is not a substitute for imprisonment, but rather a concession of conditional liberty. For a detailed outline of the principles of probation we refer to page 212 in the second part of this report.

As for many years, the Prison Association has maintained probation officers in the Court of General Sessions of New York City. The work this year has been very similar to that of previous years. Mr. D. E. Kimball and Mr. Samuel Ornitz have devoted their time between probation work at the Court of General Sessions and Tombs visiting. In the courts can be found on each court day one or both of our officers, ready to receive assignments from the judges, to make investigations and reports and to receive upon probation for the Prison Association whoever may be assigned to this society.

The City Prison, better known as the Tombs, is the central prison receiving persons committed in Manhattan and the Bronx for trial in the courts of general and special sessions. The prisoner who reaches the Tombs has usually

Copy of card posted in City Prison, New York

### NOTICE TO PRISONERS

Do not trust in fellow prisoners. If you are without friends, tell your story to the agent of this Association who will advise you as to all your rights without charge.

—————  
If you have no money to pay for a lawyer, the court will assign one to defend you. This will cost you nothing.

—————  
If you are going to plead guilty in court and ask for mercy, you need no lawyer. The probation officer sent by the judge will hear your story and look after your interests without charge.

—————  
If a lawyer sends for you, be very careful, unless you are sure he was sent by your friends.

—————  
Tell those who visit you to beware of those around the court and prison who act as "steers" for lawyers.

—————  
Free advice will be given by the agent of this Association who visits the prison daily. Letters for him may be dropped in his letter box at the front gate, by the prison messengers.

Address letters as follows:

Agent, Prison Association, City Prison.  
Or, 135 East 15th Street, New York.

been in a station-house cell and in a district prison cell. Therefore, to a certain extent he knows what it means to be behind the bars. The information as to his rights and standing before the law, which has been obtained from fellow prisoners, is generally false and misleading. In prison as well as out, he finds that those who seem interested in him have, as Poor Richard expressed it, "an axe to grind." They are only too often after his money.

To correct this, the Prison Association has placed on each tier of the Tombs a placard, warning prisoners of some of the traps set for the unwary, and advising them to send a note to the Association's letter-box asking to see an agent. This box is opened three or four times a day by our agents, and all requests are attended too as promptly as possible. Our prison visitors are also probation officers. Each occupation helps the other. Let us record a typical day of the visiting probation officer and Tombs agent.

At nine the General Agent, who is the chief probation officer, and his assistant arrive at the Prison Association's offices, 135 East 15th Street. Here they spend an hour in the preparation of written reports of investigations made the day before, in writing letters, and in consultations with relatives and others interested in Tombs prisoners.

By ten o'clock the Tombs letter-boxes are opened by one of the agents of the Association, who goes to the cells of prisoners who thus ask for an interview. We can assume that he finds a certain prisoner, an alleged first offender, penniless and "innocent." "I am a civil engineer and have had good jobs in South America. I came home and spent nearly all my money, and not being able to get work went to a cheap furnished-room house. There I met a man who offered me five dollars to get a check cashed, assuring me it was good, and that a saloon-keeper on the corner would cash it. Like a fool I tried it and was arrested. I am innocent."

"Well, my friend," replies the probation officer, "your guilt or innocence must be passed upon by a judge and jury. I advise you to tell all the truth, when taken to court."

"But I have no lawyer," says the prisoner.

"The court will assign a lawyer to you, if you say you are without counsel and without means, but if you are guilty and own up to it beforehand, you need no lawyer. The probation officer can do more for you."

"Another thing, mister. All my clothes are at the boarding house in two suit cases. I need a change badly; can you get my things for me?"

"Certainly," the Tombs visitor assures the lad, "if you will write an order on the man who has them, the Prison Association will see that you get them. That's one of the things I am here for."

By this time court has opened, and the agent hastens to his office in the Criminal Courts Building across the street. Six people are waiting, all impatient for him, but he must be excused for another brief period, and after rushing around to several court rooms, filing reports in each of these regarding prisoners about to be sentenced, he then returns to his waiting visitors.

The first caller, a weary looking woman, wants to know what can be done to get her boy out. She is about to be dispossessed and her boy, who was her only support, is innocent. The General Agent hears her story patiently and sends her to Mrs. Rodgers, the relief agent of the Association, after promising to see her boy, who is "across the street."

Second visitor. A Bible reader in the Tombs, who is doing missionary work. "Mr. Kimball," she says, "what can be done for a young girl who—" She is interrupted by a request to the probation officer to come immediately to one of the judges. Here, before the bench, the agent talks over with the judge the case of John Doe. Back to the office then, and the Bible visitor continues—"a young girl who ran away from home and did many other things too wicked and vile to mention? She's very young, only eighteen, and is very penitent."

The third visitor is one who doesn't exactly know how Mr. Kimball can help her, but the trouble is that she has lost some jewelry through a thieving elevator boy who was sent to prison some days ago. "I don't know what court sent him away," she says, "and I think it's a shame that I have not recovered my property." The agent promises to assist.

The fourth caller is a man on probation, making his report as required by court order. He appears prosperous, happy, and says he is working steadily.

Next—a wife whose husband is "on the Island." This means in the Penitentiary, serving 500 days because he cannot pay a fine of \$500. "Won't you get him out for me? Why

was the heavy fine imposed?" "Well," replies the agent, "you see he was in Sing Sing before that, and he lied to the Court when about to be sentenced, and the probation officer found it out and the judge gave him the fine." "But I have a twelve year old boy at school, and I do washing for a living." "Well, madam, for your sake I'll try to get him out. Come again next week."

#### Simple Letters from Friendless People

##### (FROM THE "OUTSIDE ")

Mr. Kimbel:

I have sent my little girl down to you to see if some of yous down in the court House would buy some of my work. I have been sick in bed for two weeks and aint able to work and these things I want to sell will help to keep my children in food and to buy coal. If I was not sick, I would go and peddle them myself.

(Signed) Mrs. Rooney

##### (FROM THE "INSIDE ")

The Tombs.

Dear Sir:

I am writing to yous People Asking yous to try and Help me as I am not getting a Fair Chance, as I would like to see one of the Probation officers so I could explain my case to them. Hopping to hear from one soon and OBlige,

B. F.

The next caller is a sad-faced girl who says: "I have a brother only eighteen years old; he won't work; he uses bad language, keeps bad company, and we cannot control him. Is there some place where he might be sent for a time? He is not a thief, but I am afraid he will be if he keeps on." "No," replies the agent, "the city will not take him until he becomes a criminal. There is no place to send a bad boy over sixteen years of age, with the exception of the Workhouse, and he

would probably come out of there worse than when he went in."

Then the agent closes his desk, and hurries to Part I of the Court of General Sessions. He copies from a book the names and crimes of persons who have pleaded guilty and have been remanded to the Tombs for sentence later in the week or during the following week. A boy is brought to the bar, and the clerk says, "What have you now to say why sentence should not be passed upon you according to law?" The judge questions the policeman who made the arrest, hears what the boy's father has to say, learns from his employer that he was industrious and that he is willing to take him back. The judge then reads the report of the probation officer of the Association, recommending mercy because of previous good character. Then he looks at the trembling boy and says, "Don't you know that I could send you to Sing Sing for seven years for carrying this revolver?" holding up a rusty old weapon. "Where did you get it?"

"I bought it from another boy for half a dollar; when I was trying to work it the officer saw me and arrested me." "Well," continues the judge, "you have told the truth, and as the probation officer has made a good report of you, I will not send you to prison this time. How much do you earn a week?"

"Eight dollars."

"Very well, I fine you two weeks pay, sixteen dollars."

"But judge, I have no money, and neither has my father, for he is out of work."

"We will fix that," replies the judge, "I will let you go on probation in the custody of the Prison Association, and you will pay to them through the probation officer one dollar each week till you have paid your fine."

The next case before the court is that of a young man for burglary, breaking into a grocery store. The officer produces a yellow slip which the judge reads carefully. "Well, young man, your record is bad; you have been in prison twice before this, and now I might send you away for ten years. What have you to say?"

"Judge, your honor, I never had a chance. I was drunk, and didn't know what I was doing."

"I will take off two years because you pleaded guilty. Eight years in State Prison."

The agent then goes to another court, just in time to hear the following. "I am going to give you, prisoner at the bar,

another chance, but this does not mean that you are to go free at all. It means that you are to be at liberty just so long as you are fit to be at liberty. If you keep bad company, drink, or stay out nights I will send you to prison. You are not like other boys; you are a convicted criminal, but you'll never hear of it, if you are decent and law-abiding. Remember this: There are ninety million people in this country; most of them are honest, and they want men like you to let them alone. If you don't, they will put you in a cell and forget you. Mind what I say! Go with Mr. Kimball and do what he or his associate Mr. Ornitz tells you to do."

Then the agent takes the boy to the office, and gives him a yellow probation card with printed instructions as to reporting. Back to court the agent then goes, to find in Part I another paroled prisoner, who is to be deported to Germany. Back to the office again, with the man, whom he sends to a German steamer in care of an agent who finds that the man has been a coal trimmer on some boat; the man is only too glad to get off so easily.

Again in Part I, the agent finds four new cases on the probation book for investigation and reports. Then down to the "prison pen," to talk with the four prisoners, but only two of them are there, the other two having been returned over the "Bridge of Sighs" to the Tombs. At the office the agent finds now two detectives looking for information and a woman asking what she has to do to get her son out of Elmira Reformatory. Printed rules answer most of these special questions about the Reformatory.

All this before lunch. After a hasty meal, the agent walks back with one of the judges and discusses the case of a young Greek who has stolen his employer's money that he had been sent to the bank with to deposit. "Why not send him back to Greece to fight in the army?" queries the judge. But the agent suggests the Elmira Reformatory, because investigation by the assistant agent had shown that the Greek had once before been guilty of a similar crime and that the former employer had never prosecuted him.

Back at the office, the agent consults with Mr. Ornitz, his assistant, regarding the investigations the latter has made during the morning. Thence to the Tombs and up eight tiers, one by one, going from cell to cell, 320 in all, interviewing persons on the court lists. Mr. Ornitz takes half the cases,

calling the agent only when it seems necessary to clear up some disputed point. Then to the woman's prison, to see the young girl mentioned by the Bible reader. The girl's story makes her seem a dishonest servant, but not hardened. The agent resolves to have her if possible sent to a "Home" instead of to prison. Another woman in the woman's prison stops the agent. She has been four months waiting trial for forgery, and she is delicate and ill. She was out of work and sick, so forged her employer's name to an order for \$25.00. The agent promises to have her trial hurried, and he gives her a little money to buy nourishing food from the prison restaurant.

On the way out, the agent is accosted by the warden, who asks why it is that the judges allow so many prisoners to wait for weeks before being sentenced. The agent promises to look into the matter and report. On the first tier of cells, the agent directs the attention of the warden to a man who is clearly insane.

Back once more to the court office, where two probationers are waiting to report. One of them reports being "down and out," but he expects work next day, and needs some financial help, which is given.

(Here the report of the agent, from which this diary is made, states, "rested a short time." One might judge it were time.)

Now the agent sees his way clear to make a few investigations himself, having already assigned to his assistant a number of other calls to be made. He goes himself to Washington Heights, to see about a difficult probation case, that of a young man who refused to work steadily and obey his mother. The mother states that when the boy heard that the probation officer was coming on a visit, he improved and went to work.

Back finally, at the end of the day, to the offices of the Association, dictates reports and letters until five, and then rests until six. It is Thursday, the day that brings the probationers in the evening to report at the Association's rooms. So, from 7:15 to 9 in the evening, a constant stream of probationers come to "Fifteenth Street," and the day of the probation officer and his assistant is over only when they reach their homes, about ten o'clock.

And the next day begins at nine o'clock.

One more story, this time about a film-inspired desperado, with a sense of humor.

Willie's father, an honest hardworking German, was an armorer. Not a maker of coats of mail, shields and swords, but an employe of a regiment of State soldiers, charged with cleaning and caring for the State's weapons, used by its citizen soldiery in target practice and parades.

Willie's father, mother and the children lived in apartments set aside for their use in the Armory, so that the boy had access to guns and revolvers at all times. What he saw of cow-boy life in the moving picture shows, hold-ups, train robberies and wild western life, moved him to such an extent that he at last left home, after filching a 45 calibre Colt's revolver, a belt of cartridges and a slouch hat. He prowled about the avenues of New York for a few days and was captured by the enemy (the police who arrested him for violation of the Sullivan Law, which means the unlawful carrying of a weapon).

His outlandish attire had invited the scrutiny of two detectives in Madison Square Park. Wearing a sombrero with the jaunty tilt of the bravado, a soft blue shirt with conspicuous gleaming buttons, and khaki trousers, he swaggered about the Park in true moving-picture-wild-western style. The imposing and deadly 45 calibre revolver, dangerously cocked, he carried in his belt, and over his arm was slung an improvised lariat of awning rope. In his boyish, imaginative mind, all trembled at his approach. Yet, when one night a detective, simply curious, stopped him, he fled, throwing the primed pistol into a grass enclosure, and one of the cartridges exploded. Fortunately no one was hurt.

He was arrested. Technically speaking, he was guilty of a crime which may be punished by imprisonment for seven years.

That he was a criminal, even the suggestion of it, was dismissed by all. Here then is an illuminating case of the indispensable need of the suspended sentence and probation. Our boy, clean-cut, clean-minded, fired by a perfectly normal desire to be a cow-boy or a fearless "bad man" tamer or perhaps the broncho rider, whose daredevil feats he had breathlessly watched in the moving pictures, is no proper subject for any sort of imprisonment. It would hurt him. However, he needed discipline, a guiding hand, a watchful

eye. Probation made it possible to save this boy. The judge suspended sentence and placed him for five years in the care of our probation agent, to whom he reports weekly, and by whom he is visited. We are glad to report that this boy on the threshold of manhood is making good, and there is every reason to believe that he will make an excellent citizen.

The Association also aims to investigate promptly any complaints of inmates of the Tombs. We have from time to time called the attention of the Department of Correction to alleged conditions and have on several occasions pointed out what seemed to us to be serious cases of favoritism in the treatment of men of means and of a certain standing in the city, and confined in the Tombs prior to or during trial.

We regret that during 1912 the judges of the Court of General Sessions have not seen fit to ask from the city the appointment of a corps of probation officers, to be selected under the civil service rules and to be under the direction of a chief probation officer. We print herewith again our statement contained on page 30 of the report for 1911 of this Association.

In the Court of General Sessions there is a numerically inadequate corps of probation officers. They have far too many cases, and the cases are distributed unevenly from a numerical standpoint. There is no chief probation officer. The probation officers in the Court of General Sessions are salaried, not by the city, but by private societies, and while there may be cordiality and even friendship between probation officers, there is not the responsibility or the coordination of work necessary to make the working out of the probation system wholly successful. The Prison Association, having several probation officers in the Court of General Sessions, is nevertheless an advocate of the plan of the State Probation Commission, providing for a corps of probation officers salaried by the city and a chief probation officer, the force to be adequate, to be experienced, and to be centralized as to method. In the opinion of the Prison Association, neither the judges nor the district attorney's office will receive the best results from a probation system until such corps of probation officers is established. It is to be hoped that when such a corps is established, the experience and ability of the probation officers now working in the Court of General Sessions will be taken into consideration.

## PROBATION.

COURT OF GENERAL SESSIONS.  
RECEIVED ON PROBATION BY PRISON ASSOCIATION DURING FIRST NINE MONTHS OF 1912.

JUDGE	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Crain.....	0	4	2	0	3	0	0	2	6	17
Foster.....	0	0	0	10	0	0	0	0	0	10
Mulqueen.....	5	1	3	0	0	0	4	3	0	16
O'Sullivan.....	1	0	1	0	1	4	1	3	0	10
Roselsky.....	0	3	1	1	0	1	1	2	0	9
Swann.....	0	0	2	1	0	2	0	0	0	5
Total.....	6	8	9	12	4	7	8	7	6	67

## THE PRISON ASSOCIATION OF NEW YORK.

## SENTENCE SUSPENDED AFTER INVESTIGATION BY PRISON ASSOCIATION (NO SUPERVISION) DURING FIRST NINE MONTHS OF 1912.

Judge	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Crain.....	0	4	0	1	0	0	0	0	2	7
Foster.....	0	0	0	2	1	0	0	0	0	3
Mulqueen.....	2	0	1	0	0	0	0	1	0	4
O'Sullivan.....	3	2	0	0	1	1	1	0	0	8
Rosalaky.....	0	0	0	0	0	0	0	0	0	0
Swann.....	0	0	3	1	0	1	0	0	0	5
Total.....	5	6	4	4	2	2	1	1	2	27

## PROBATION.

## CRIMES RECEIVED ON PROBATION BY PRISON ASSOCIATION DURING FIRST NINE MONTHS OF 1912.

CRIMES	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Grand larceny, 1st degree.....	0	0	1	0	0	0	0	0	0	1
Grand larceny, 2nd degree.....	0	3	3	3	2	5	1	2	1	20
Attempted grand larceny, 2nd degree.....	0	2	0	0	0	0	0	0	0	2
Petit larceny.....	1	3	0	1	1	1	6	3	0	16
Burglary, 2nd degree.....	0	0	0	0	0	0	0	0	0	0
Burglary, 3rd degree.....	1	0	3	1	1	0	0	0	0	6
Forgery, 2nd degree.....	0	0	0	0	0	0	0	1	2	3
Assault, 1st degree.....	0	0	0	1	0	0	0	0	0	1
Concealed weapons.....	1	0	0	1	0	0	0	0	0	2
Unlawful entry.....	1	0	0	0	0	1	0	0	0	2
Injury to property.....	2	0	0	0	0	0	0	0	0	2
Section 1897 Penal Law (Weapons)	0	0	2	0	0	0	0	1	1	4
Section 1746 Penal Law (Cocaine)	0	0	0	0	3	0	0	0	0	3
Gambling Law (Misdemeanor).....	0	0	0	0	1	0	0	0	0	1
Abandonment (Non-support).....	0	0	0	0	0	0	1	0	0	1
Attempted suicide.....	0	0	0	0	0	0	0	0	0	0
Total.....	6	8	9	11	4	7	9	7	6	67

THE PRISON ASSOCIATION OF NEW YORK.

	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Grand larceny, 1st degree.....	2	2	3	0	2	2	1	2	1	15
Grand larceny, 1st degree (second of- fense).....	0	1	0	0	0	0	0	0	0	1
Grand larceny, 2nd degree.....	7	13	13	16	14	10	8	5	5	91
Attempted grand larceny, 2nd degree.....	3	5	2	2	0	3	0	1	0	16
Attempted robbery, 1st degree.....	0	0	0	2	0	0	0	0	0	2
Robbery, 1st degree.....	1	0	1	2	0	0	1	1	0	6
Robbery, 2nd degree.....	0	0	1	0	0	0	0	0	1	2
Attempted robbery, 3rd degree.....	0	0	0	1	0	0	0	0	0	1
Pett larceny.....	5	8	7	11	6	1	12	9	2	61
Unlawful entry.....	2	1	3	3	0	0	1	1	1	12
Burglary, 2nd degree.....	0	0	1	1	2	1	0	0	1	6
Burglary, 3rd degree.....	4	10	0	13	7	4	5	7	6	56
Attempted burglary, 3rd degree.....	1	1	0	1	0	2	2	0	0	7
Burglars' tools.....	0	0	0	1	0	0	0	0	0	1
Receiving stolen property.....	1	0	2	4	1	1	0	1	0	10
Forgery, 2nd degree.....	2	0	0	1	1	2	5	3	4	18
Forgery, 3rd degree.....	0	0	0	0	0	1	1	1	1	4
Injury to property.....	2	0	2	2	0	0	0	3	2	11
Carrying concealed weapons.....	3	2	2	0	0	5	0	0	0	11

PROBATION.

CRIMES OF CASES INVESTIGATED BY PRISON ASSOCIATION — (Concluded).

	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Section 1807, Penal Law.....	0	8	5	12	9	4	10	2	3	53
Section 1746, Penal Law (Cocaine).....	0	0	0	0	1	0	1	0	3	5
Section 2460, Penal Law (White Slave).....	1	0	0	1	0	0	0	0	0	2
Section 1991, Penal Law (Railroad).....	0	0	0	0	0	1	0	0	0	1
Abandonment.....	0	1	0	1	0	0	1	0	0	2
Bigamy.....	0	1	0	2	0	0	0	0	0	3
Sodomy.....	0	1	1	0	0	0	1	0	0	4
Rape, 1st degree.....	1	0	0	0	0	0	0	0	0	1
Rape, 2nd degree.....	0	1	1	0	0	0	0	0	0	2
Attempted rape, 1st degree.....	1	0	0	1	1	0	0	0	0	2
Assault, 2nd degree.....	3	0	2	4	2	3	1	0	0	15
Assault, 3rd degree.....	1	3	0	2	1	0	1	2	1	11
Manslaughter, 1st degree.....	1	0	0	0	0	0	0	0	0	1
Bribery.....	0	2	1	0	0	0	0	0	0	3
Assault, 1st degree.....	0	0	1	2	0	0	1	1	0	5
Juvenile delinquency.....	0	0	0	1	0	0	0	0	0	1
Gambling law (Misdemeanor).....	0	0	0	3	0	0	0	0	0	3
Total.....	39	61	49	89	44	40	52	40	32	446



NUMBER OF CASES INVESTIGATED BY PRISON ASSOCIATION DURING FIRST NINE MONTHS OF 1912.

Judges	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Crain.....	0	35	8	7	3	0	0	25	30	108
Foster.....	3	8	0	63	22	5	0	0	0	101
Mulqueen.....	20	6	5	6	0	0	21	8	2	68
O'Sullivan.....	6	7	3	3	17	24	21	1	0	82
Rosalaky.....	10	5	4	1	0	6	10	6	0	42
Swann.....	0	0	29	9	2	5	0	0	0	45
Total.....	39	61	49	89	44	40	52	40	32	446

## PROBATION.

DISPOSITION OF CASES INVESTIGATED DURING NINE MONTHS OF 1912.

Judges	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Elmira Reformatory.....	3	17	14	16	12	7	3	6	5	83
City Reformatory.....	0	0	3	1	2	1	0	0	0	7
Bedford Reformatory.....	0	0	1	2	0	1	1	3	0	8
Penitentiary (Blackwell's Island).....	17	20	5	25	11	13	21	13	10	135
State Prison.....	7	10	13	21	9	9	18	10	6	103
Probation.....	6	8	9	12	4	7	8	7	6	67
Sentence suspended.....	5	6	4	4	2	2	1	1	0	27
Commission appointed.....	1	0	0	1	0	0	0	0	0	2
Fined.....	0	0	0	7	4	0	0	0	2	13
Insane.....	0	0	0	0	0	0	0	0	1	1
Total.....	39	61	49	89	44	40	52	40	32	446

## PASSED FROM PROBATIONARY OVERSIGHT DURING FIRST NINE MONTHS OF 1912.

	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Discharged.....	0	2	4	11	4	17	3	17	2	60
Excused.....	1	0	0	0	0	0	4	1	4	10
Transferred.....	2	0	0	0	0	0	0	0	0	4
Bench warrants.....	0	0	0	0	0	0	0	0	3	3
Re-arrested and committed.....	0	1	1	0	1	0	0	1	0	4
Lost.....	0	0	0	0	0	0	0	3	0	3
Died.....	0	0	1	0	0	0	0	0	0	1
Removed to other localities.....	0	0	0	2	0	2	0	0	0	4
Total.....	3	5	6	13	5	19	7	22	9	89

## PROBATION.

## REPORTS OF PROBATIONERS.

MONTH	PERSONAL					MAIL AND TELEPHONE									
	WEEK					WEEK									
	1st	2d	3d	4th	5th	Total	Average	1st	2d	3d	4th	5th	Total	Average	
January.....	75	68	70	67	..	280	70	January.....	21	19	24	21	..	86	21
February.....	78	67	75	11	75	366	61	February.....	16	23	17	22	13	91	18
March.....	79	78	68	74	..	299	75	March.....	29	24	26	22	..	101	25
April.....	63	71	67	68	..	266	67	April.....	21	25	25	23	..	94	23
May.....	56	62	58	58	..	234	58	May.....	25	26	32	28	..	111	28
June.....	80	55	61	61	..	257	64	June.....	38	33	27	28	..	126	31
July.....	5	61	57	52	..	175	43	July.....	29	32	30	29	..	120	30
August.....	54	52	53	48	55	261	52	August.....	17	23	31	26	18	115	23
September.....	58	52	53	51	..	214	53	September.....	21	25	27	31	..	104	26
Total.....	..	..	..	..	..	2,295	..	Total.....	..	..	..	..	..	948	..

## MONEY COLLECTED FROM PROBATIONERS (RESTITUTION AND FAMILY-SUPPORT).

	Jan.	Feb.	Mar.	April	May	June	July	Aug.	Sept.	Total
Restitution.....	\$40	\$41.5	\$32	\$245	\$36	\$31.75	\$41.75	\$37	\$41	\$545
Family-support.....	20	20	20	20	30	20	20	20	20	190
Total.....	\$60	\$61.5	\$52	\$265	\$66	\$51.75	\$61.75	\$57	\$61	\$735

Ages of probationers reporting October 1, 1912.	Ages of probationers dis- charged during 1912 (to October 1).	
16-20.....	47	16-20..... 13
21-25.....	36	21-25..... 23
26-30.....	18	26-30..... 20
31-35.....	19	31-35..... 20
36-40.....	16	36-40..... 6
41-45.....	6	41-45..... 4
46-50.....	4	46-50..... 2
51-61.....	7	51-61..... 2
	153	89
Average age.....	27+ years.	Average age..... 27+ years.
Average length of time of reporting.....	1 year, 3 months.	
Number of cases on probation January 1, 1912.....	175	
Number of cases received during 1912.....	67	
Total.....	242	
Number of cases passed from probationary oversight..	89	
Number of cases remaining on probation October 1, 1912.....	153	

## CHAPTER THREE.

### THE FAMILIES OF PRISONERS.

**T**HERE came recently to the Association the following letter from Warden Homer of Great Meadow Prison:

"John Doe, an inmate of this institution, has asked me to write to you on behalf of his wife. Name and address as follows. (Here followed the name and address.) This woman has five children, and because she could not properly support them, three of them had to be placed in a charitable home, where they now are. Two are with the mother, who works very hard to provide for them and for herself. She is now in poor health, discouraged, and in need of friendly sympathy and assistance.

Will you kindly undertake to look into the case, and see if anything can be done for this woman. I shall be pleased to have you write me the result of this investigation.

Very cordially yours,  
(Signed) WM. J. HOMER, Warden."

Nobody can fail to be moved by the intense pathos and severe suffering caused in many families because of the crime of the breadwinner and his removal as the mainstay of the family. We have so often found that those left behind, the

wife, the children or the other immediate relatives, have been plunged into a condition of poverty through little or no fault of their own, and so unexpectedly, that we have during the last year changed and broadened our relief policy considerably, appointing a woman relief visitor whose sole work is with families in which the need has arisen through crime. We hope during 1913 to appoint an additional parole agent.

Our relief work is conducted under the supervision of the chairman of the Auxiliary Relief Committee, Mr. Alexander M. Hadden. The appeals for help come to us from varied sources, now from the



wardens and superintendents of the institutions, sometimes through the press, often from the families themselves. We welcome from all sources references of this nature.

The functions of the relief visitor are as simple as they are necessary. She is to call as promptly as possible upon the families that we learn of who need us. She becomes acquainted with their alleged needs, and with their stories of their difficulties. The officers dealing with the parole work of the reformatories and the prisons obtain for the relief visitor promptly the facts regarding the crime and sentence of the breadwinner. Relatives and friends of the family are called upon, and other sources of relief are sought. Whatever the relief visitor believes the family needs while the plan for the future is being made is cheerfully and promptly given, so far as lies within the means of the Association.

There is now far too much work for the one relief visitor. A second visitor is very necessary. Nevertheless, very gratifying results have been obtained in our first year's work of the separate relief bureau.

The bare statements of our work in several instances are given in the following paragraphs. We are confident that our readers can read between the lines the effort of the Association and the results accomplished.

*Family of W. K.*, total relief \$127.50. Referred to the Prison Association by probation officer of the Association. Six in the family; husband, wife and four children. Oldest child eight years. Husband sentenced to the Penitentiary for six months. Family kept together during husband's absence. Released in July, 1912. Found employment two weeks later at \$13.50 a week. Case closed August 9, 1912. Family now self-supporting.

*Family of M. M.* Referred by Charity Organization Society, September, 1911. Total relief given, \$148.50. Principal item, rent. Five in family, father, mother and three children. Oldest child, fourteen. Husband sentenced to Penitentiary July, 1911, for one year and \$500 fine. In June, 1912, after man came out, employment found for him at \$50 a month. Family now self-supporting.

*Family of A. B.* Referred by Mr. Kimball, probation officer of the Prison Association, February, 1912. Total relief, \$85. Principal item of relief, rent. Four in family, father, mother and two children. Husband sentenced to Penitentiary, Febru-

ary, 1912, six months. Oldest child, four years. Man released August, 1912. Found employment, \$2 per day. Present state of family self-supporting.

*Family of D. M.* Referred by letter of husband from Sing Sing, November, 1911. Total relief, \$30, all for rent. Four in family, father, mother and two children; oldest ten. Father paroled from Sing Sing April, 1912. Work found for him as watchman, \$1.75 a day. Relief discontinued March, 1912. Present condition of family self-supporting.

*Family of D. J.* Referred to Association by personal appeal, August, 1911. Total amount of relief, \$73.80. Principal item, food. Five in family, father, mother and three children. Oldest girl, twelve years. Case closed June, 1912, when husband was released from prison and employment found for him by Association. Present condition self-supporting.

Of course we do not always have success, yet the results in general have proved encouraging. At present about fifty families are more or less dependent upon the Association for advise and assistance. We are still in the stage of defining our relief policies. In general we believe we should carefully restrict our relief work to those families in which the destitution has arisen directly from the commission of crime. Two kinds of cases of distress particularly appeal to us as proper for us to help:—Those in which the breadwinner is unable to support his family because of his prison record, and those in which the family has been plunged into destitution because of the absence of the breadwinner in prison. We differentiate however between those families whose breadwinners have received a very long sentence and those in which the sentence is relatively short. In the latter case, our policy is to tide the family over, avoiding the breaking-up of the family except as a last resort. We believe that we should adopt a liberal policy with such families, if they deserve it, and maintain the standard of relief reasonably high, bringing special pressure to bear upon the breadwinner when he comes out of prison to make him take up at once the obligation of continuing the support of his family. In the case of those families in which the conditions approach those of widowhood, the sentence of the father or husband being so long as to necessitate a radical change in the maintenance problem of the family, we are coming to feel that the family should more properly be assisted by a charity organization society.

Thanksgiving and Christmas are two holidays when the spirit of giving and of gratitude provide "our families" with a very liberal dinner. In 1912, upon both holidays, baskets containing the following articles were sent to each one of the families in our charge. Through the cooperation of several merchants the articles were obtained either without cost or at a substantial reduction in price.

## THANKSGIVING

42 Families  
9 or 10 pound turkey  
\$1.00 cash.  
1 lb. potatoes.  
Can plum pudding.  
 $\frac{3}{4}$  lb. coffee.  
 $\frac{3}{4}$  lb. tea.  
2 lbs. sugar.  
1 can corn.  
1 can tomatoes.  
1 can peas.  
6 apples.  
 $\frac{3}{4}$  lb. mixed nuts.

## CHRISTMAS

47 Families  
9 lb. turkey.  
\$1.00 cash.  
 $\frac{3}{4}$  lb. coffee.  
 $\frac{3}{4}$  lb. tea.  
 $\frac{3}{4}$  lb. cocoa.  
2 lbs. sugar.  
1 lb. potatoes.  
1 can corn.  
1 can tomatoes.  
6 apples.  
5 cents worth onions.  
2 lbs. sirloin beef.

In addition, through the kindness of friends of the Association, 112 children in our families received Christmas stockings, filled as follows:

BOYS' STOCKINGS	GIRLS' STOCKINGS	BABIES' STOCKINGS
Woolen cap.	Woolen cap.	Woolen cap.
Woolen gloves.	Woolen gloves.	Woolen gloves.
Box colored chalk.	Toy furniture.	Woolen stockings.
Bag marbles.	Box crackers.	Soft ball.
Gospel of St. John	Gospel of St. John.	Toy dog.
Bag of candy.	Bag of candy.	Toy horse.
Ball.	Candy mottoes.	Box crackers.
Pair skates.	Large doll.	Box candy.
Candy mottoes.	1 pair stockings.	Mottoes.
Woolen stockings.		Doll.

We do not need to say that the gifts were appreciated. One of the mothers wrote us that it was the first time that she or her family had tasted turkey in six years. Fortunately we were able to obtain the turkeys at wholesale prices, so that

there seemed no extravagance in sending the birds at a time when the retail prices made turkeys almost prohibitive to many a family without a breadwinner in prison.

Nor have we been without some very sincere letters of thanks from our families. We cite the following as typical:

"..... I suppose you and Mrs. R. are just as busy as ever with so many on your hands to do for. I never realized before what an enormous amount of good your Association does. Sometime will you please let me know Mrs. P's address. The night she was here I did not open the things for the children to any extent, and I now want to write and thank her more fully for her kindness. I hope you will come to see me sometime."

"..... I can never thank you enough for the kindness you have done for me, and I will always appreciate it. And I pray and trust that you will be rewarded in Heaven."

"..... Just a line to thank you for attending to my rent so quick. I thought sure I would be put out on the sidewalk; the janitress told me this morning that the Lady had called with the rent, so I know it was you....."

"..... The landlord asks me about the check for the rent. O God I am half crazy to think of all my trouble. He told me that you would send it. Hoping you do all you can for me I don't want to break up my home it would break me to think to part with my children that all I have in this world."

"..... I thank you very much for the nice basket you sent me, indeed we enjoyed our dinner very much and spent a nice day. Daniel could not get over all you sent. God bless you and Mr. R. is all I can say."

SING SING, Nov. 28, 1912

"Through a letter from my wife informing me of the kindness shown her and the prompt relief, resulting from an interview with you at your office, I feel I would be sorely wanting in gratitude not to show some recognition of your goodness. My dear Sir, I am thankful more than I can tell for this prompt and timely aid, and I assure the memory of such shall remain with me for all time."

"You Will have the satisfaction of knowing that never had a sacrifice done so much good as in the present case as I didn't have a cent and the two dollars came like a friend in need because I would be ashamed to ask for any more help from the Association. I think that it has already did enough for me. I thought I could pay all that was given to me back but this I am unable to do at present as I am not working steady therefore am always short of money. Dear Lady I hope that God will give you the power to always give other poor people assistance in a time of need. God bless you for it."

It is natural that friends of prison reform should ask: "Why cannot these prisoners earn wages in prison and support their dependent families outside?" The facts are that in no institution in New York State are the earnings equivalent to the cost of maintenance of the prisoners. A somewhat detailed statement of the reasons therefor is given on pages 107-115. Until a comprehensive study of our prison industries is made by competent and unbiased experts, we are likely to see our correctional institutions continue to be largely non-self-supporting.

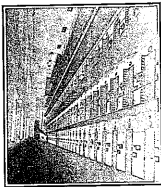
The Prison Association intends that this problem shall receive adequate attention. We are aware that even in the most industrially equipped institutions of a penal nature in the United States, the earnings of the most skillful prisoners are relatively small. We believe, however, that the State should have no less a goal than the provision for the maintenance of the penal institutions through the earnings of prisoners. It is clear that the educational and reformatory elements of prison discipline should not be sacrificed to the desire for financial returns, nor should a system be advocated which would make the prisoner subject to exploitation for private gain. It seems, however, clear that for the present any payment as so-called earnings to prisoners for work performed will be in actuality a gratuity, if it be planned that the work of the prisoners shall in the first instance pay for their maintenance.

Therefore, for a considerable time to come, it is inevitable that prisoners' families will require financial assistance from charitable sources, and the Prison Association is peculiarly obligated to make that assistance prompt and just. We therefore bespeak from the friends of unfortunate families their assistance in this field.

## CHAPTER FOUR.

## THE PRISON ASSOCIATION AND CORRECTIONAL INSTITUTIONS.

EACH year the Prison Association is called upon to a greater degree to act in a consulting capacity in connection with the establishment, maintenance and development of correctional institutions. Not only do such fields of usefulness for the society open more and more in New York,



but from all parts of the United States, and from countries as far off as Japan and Australia come requests for information, advice and plans. The Prison Association has for nearly seventy years occupied this advisory position. Early in its history it was one of the few organizations that assembled from the entire civilized world facts bearing upon prison reform and the treatment of offenders. In the period from 1860 to 1870, particularly during the secretaryship of Dr. E. C. Wines, the Prison Association became, so to speak, a world authority in prison matters. While Dr. Samuel J. Barrows was the secretary of the Association the national and international usefulness of the society was still further developed, and at the present time the Association has close bonds of affiliation with scientific bodies and individuals throughout the world.

This is the more necessary, because in the United States there is as yet no central authority to which the almost countless requests for information as to prison reform and the treatment of the delinquent can be addressed with surety of reply. The American Prison Association is a body meeting but once a year, and its secretary, although a specialist, is filling an important position as commissioner of charities and correction of New Jersey, and undoubtedly has not the time or the facilities for developing a central bureau of information of the extent so greatly required. Therefore the Prison Association among other agencies must serve in the capacity of a national

bureau of exchange of information. This Association urges, as one of the most necessary bureaus yet not established, a central bureau of information upon matters relating to delinquency.

In the State of New York the Association's activity as a consulting authority is still increasing. During 1912, in particular, the General Secretary of the Prison Association gave a considerable proportion of his time to the first stages of the establishment of the State Industrial Farm Colony, or as it is more widely known, the "Tramp Colony." In view of the very earnest interest taken by the Association in the establishment of this new State institution, and in view of the active championing of the bill providing for its foundation, we shall speak of our part in the establishment of this new Colony in some detail.

Governor Dix appointed in November, 1911, the Board of Managers of the State Industrial Farm Colony as follows:

SAMUEL UNTERMYER.....	New York City.
MICHAEL J. DRUMMOND.....	New York City.
JOHN G. O'KEEFE.....	New York City.
O. F. LEWIS.....	New York City.
FREDERICK ALMY.....	Buffalo, N. Y.
GEORGE F. WARREN.....	Ithaca, N. Y.
JOSEPH BEAL.....	Oneida, N. Y.

It will be noted that the General Secretary of the Prison Association of New York was appointed one of the Board, and was elected at its first meeting Secretary of the Board. Upon him fell naturally many of the details during the first year. The Prison Association, believing that the best interests of the State would be furthered by his active participation in the construction of the Industrial Farm Colony along the lines which this Association has advocated, has willingly acquiesced in this form of cooperation between the State and the Association.

In the first annual report of the Board of Managers of the Industrial Farm Colony, presented to the Legislature in March, 1912, the following paragraphs occur:

The passage of this bill by the Legislature and its signing by the Governor was a matter of much gratification to the many

public and private boards and organizations that for many years had emphasized the costly and evil effects of practically unrestricted vagrancy in this State. Not for a number of years, in our opinion, has a measure received more generally favorable mention and commendation than the above. Superintendents of the poor, the wardens of penitentiaries, the sheriffs and the jail keepers in the several counties, the judges on the bench, the charity organization and other relief societies, the Prison Commission and the Prison Association, as well as the State Board of Charities all bear witness to the vagrancy "plague" and to the necessity of adopting large and general measures to reduce vagrancy and, so far as possible, to reclaim the vagrant who is not already too habituated to sloth and parasitic living to be reclaimed by the amount of energy the State can expend. Other States are watching with keen interest this move of our State to build and maintain the first farm colony for habitual tramps and vagrants. Our annual losses in public and private charity because of vagrancy, estimated by the State Board of Charities to be not less than \$2,000,000 a year, are duplicated in proportion to the population in many another state.

The Board, recognizing that it had but a brief time to act before the time when by law it should report to the Legislature (on or before March 1, 1912), gave immediate and expeditious attention to the question of securing adequate information regarding possible sites for the colony. At the first meeting of the Board it was decided, tentatively (a) that the colony should be located not over 75 to 100 miles from New York City, and in a general way between the cities of Albany and New York or Port Jervis and New York.

(b) That the site should be chosen largely with reference to the excellent quality of the land for farming purposes or for its possibilities from the agricultural standpoint through reclamation of land.

(c) That it would be unwise to attempt to acquire less than 500 acres.

(d) That while it is desirable to secure a site from State lands if possible, the fact that certain State lands may be available should not weigh against the desirability of acquiring a site thoroughly suitable for agricultural purposes.

(e) That the site should be chosen partly with reference to quarrying possibilities, and also with reference to the maintenance of winter industries as well as to summer farming.

During the spring of 1912, the Board gave serious consideration to that section of the law providing that if possible the colony should be located upon State lands, i. e., land owned by the State that had reverted to it through the non-payment of mortgages or for other causes, but not including the forest preserves. The following elements entered into consideration:

1. Fertility of soil.
2. Access to railroad and transportation facilities.
3. Access through such facilities to and from various parts of the State.
4. Distance from State line to be sufficient to avoid temptation to escape into adjoining State.
5. Architectural advantages.
6. Water and drainage.
7. Woodland and rock formations.
8. Condition of implements, buildings and stock.

As the Board came better to know the necessary elements entering into a successful farm, it realized the unavailability and unsuitability of any listed State lands. However, all of the large parcels were examined and were found for other reasons than size unavailable and unsuitable. Among the reasons for the decision of the Board not to use State lands were the following:

1. Mountainous land.
2. Remoteness from railroad facilities.
3. Rocky and barren soil.
4. Proximity to State line.
5. Permanent unproductivity of soil.

The Board ultimately, in August, 1912, after a most thorough search on the part of the Secretary and other members of the Board, selected adjacent parcels of land in the town of Beekman, Dutchess County, of approximately 820 acres. The site proved one of exceptional worth, agriculturally, and was purchased for the very reasonable sum of \$60,000 in January, 1913.

Opposition, stimulated seemingly by a relatively small number of property owners in the towns of Poquag and Beekman, developed during September, and after a hearing before the



Governor on September 24, 1912, the latter's approval was temporarily withdrawn until the Board should again make a thorough search of the State lands. The Governor's request was complied with during October, and his approval of the site was again obtained.

But the way was not yet clear. Certain taxpayers sued for an injunction against the Board, to restrain the latter from purchasing this property and establishing thereon a colony of the nature intended, on the ground that the State would be thereby establishing a nuisance. A temporary injunction was denied by Justice Chester in Albany in December, and in February, 1913, Justice Rudd dismissed the suit. The Board of Managers has been unable to ascertain that the opposition represented any considerable proportion of the property owners of the section in which the Colony is to be established, and believes that the many affidavits presented from property owners whose property adjoins the site of the Colony were convincing as to the willingness of the majority of the adjoining owners to have the Colony established in their neighborhood.

With the appointment of a Superintendent of the Colony in 1913 much of the detail work until now performed by the Secretary will be taken over by the Superintendent. The Prison Association rejoices in the final establishment of this Industrial Farm Colony, and is gratified by the important share which the Association has been able to contribute toward the present status of the Colony.

During the year the Prison Association has also been in close cooperation with the Commissioner of Correction of New York City, Hon. Patrick A. Whitney, in relation to the establishment of a new City Reformatory for Misdemeanants. (See pages 153-158 for statement regarding the history and purposes of the institution.) Plans for this institution have undergone many changes. Shortly after the advent of the present commissioner to office in 1910, plans were drawn for a congregate building, to take the place of the present buildings on Hart's Island. In short, the plans were for a continuation of a prison scheme of construction. Through the willingness of the Commissioner to accept suggestions, a second set of plans were prepared, still for a congregate structure, but with outside cells instead of inside cells, but still to be located upon the island.

In time, the Commissioner became increasingly interested in the possibilities of a cottage plan of institution, and in the country, and rough plans for an all-cottage institution were drawn. A fourth radical change was made when in the summer and fall of 1912 a comprehensive set of plans were prepared by the architect, Charles B. Meyers, for a combination of congregate and cottage institution, so planned that the buildings necessary to every institution can be grouped around a hollow square, and that the cottages may be placed more or less distant from the central group. These plans will enable the administration to deal with the inmates (who will be mainly from 16 to 22 years of age) with much chance for classification, and with a range of treatment from the strictest custodial care to relative liberty, short of freedom to leave the institution.

The Department of Correction has also had difficulty in finding an advantageous site for the Reformatory. Hart's Island having come to appear altogether too small, acreage in the country was sought. A site on the Harlem River Division of the New York Central Railroad was ultimately found, but the title was later shown to be clouded, and at the present writing the Commissioner is considering another very suitable site. An appropriation of \$550,000 has been sanctioned by the City for the purpose of erecting this institution. When finished, it will be the first prison along modern lines in the Department.

Throughout the year the Commissioner has done the Prison Association the honor to consult frequently regarding the establishment of the Reformatory, and the Association has contributed materially toward the working out of the present plans for the institution.

During the year 1912, plans for the erection of the farm colony of the Board of Inebriety of New York City have slowly made progress. Delay was unfortunately caused, first through the selection of a site on Long Island that later proved unsuitable; then through the very unfortunate illness of Dr. Morrison, the executive secretary of the Board, which seriously delayed negotiations for the choice of a site in Orange county; and finally, when a site in Orange county had been selected, through the difficulty of obtaining a clear title to the land. The Prison Association has from time to time been consulted, both by members of the Board of Inebriety and by representa-

tives of those departments of the City government whose approval must be had before appropriation can be made for the purchase of property or the erection of buildings. The site finally chosen in Orange county seems to be very suitable. That the farm colony will offer a means of discipline, and a place of most needed treatment for the unfortunate victims of the liquor habit, there is no doubt. See page 227.

The general plans for the nature and grouping of the buildings for the Farm Colony have been drawn by Warren and Wetmore, the architects chosen by the Board of Inebriety. In the original planning of the scheme of buildings the Prison Association was able to be of considerable assistance, and the ultimate choice of the plan of a combination of congregate and cottage system was in accordance in general with the plans suggested by the Association.

During the year legislation was passed establishing the State Reformatory for Misdemeanants. The Prison Association was very active in cooperation with other bodies, particularly with the Prison Commission and the State Board of Charities, in advancing this legislation, which provides for the reformation, education and discipline of males between the ages of sixteen and twenty-one, who are first offenders in the commission of misdemeanors. The special need of this institution in this State is shown in detail in Chapter Fifteen of the second part of this report, pages 150-153.

Among those appointed upon the Board of Managers of this State Reformatory by Governor Dix in November, 1912, was Dr. George M. Parker, who for several years has been the psychiatric examiner of the Prison Association, and has rendered in many ways valuable professional service, entirely without compensation, to the Prison Association. Dr. Parker has been elected by his fellow members Secretary and Treasurer of the State Reformatory Board, and will naturally have an important part in the selection of the site, and in the erection of the buildings thereon.

During the year the Association has also given close attention to the conduct of the City Prison, Manhattan (The Tombs). Visits have been frequently made by Dr. Parker and the General Secretary, and the probation officers of the Association have made practically daily visits to inmates therein.

Many suggestions have been made to the Commissioner of Correction regarding possible improvements in methods of administration. At present the Department of Correction is preparing to introduce a system of records whereby the history and careful study of the younger offenders imprisoned in the Tombs may be made the nucleus of a central bureau of identification, that eventually should be extended to become a central registration bureau for the entire Department. The Association has also during the year taken up with the Department, among other things, the present system of records, the necessity of a hospital and a psychopathic ward, the change in the system of granting passes in the Tombs and the alleged favoritism shown to certain well-known inmates. Throughout the year the relation of the Department and of the Association has been one of close cooperation.

Occasional visits have been made by members of the staff and of the Board of Managers of the Association to correctional institutions of the State and of the counties. A member of the parole staff has each month attended meetings of the parole board of the State at Sing Sing Prison, and has willingly taken upon parole, in the name of the Prison Association, such men as the State Parole Board has desired to parole in our custody. Mr. Alexander M. Hadden, as in many previous years, has been most assiduous in his private capacity and as one of the Board of Managers of this Association in visiting Sing Sing and other State prisons, to help by advice and friendly conference many of the inmates. As a result of a visit of the General Secretary of the Association to Great Meadow Prison in November, a full-page article upon the honor system and the outdoor employment of prisoners at that prison was published in the New York Times on December 28, 1912, and has since been given wide circulation in German periodicals. The Association has maintained a special interest in the development of road work by prisoners in Onondaga county, and in company with Commissioner Wade of the Prison Commission the General Secretary gave two days in November to a study of the results.

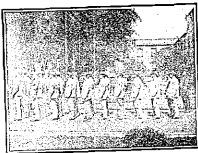
Careful and persistent inspection of the correctional institutions of the State should be, however, much more developed by the Association than at present. In recent years the Prison Commission, upon which this duty of inspection

officially devolves, has increased its corps of inspectors, and the State is the gainer each year by the more frequent inspections, which now extend to lockups as well as to the jails and penitentiaries and to the State institutions. The Association will, it is hoped, be within a few months in a position to secure the services of an assistant secretary whose function will be to become thoroughly acquainted with the administrative methods of the correctional institutions of the State, thus filling a need that the Association has recognized for many years.



The Association introduced into the legislature of 1912 a bill providing for the establishment of a commission to select lands as sites for the New York State Custodial Asylum for Feeble-minded Male Delinquents, and for a place of detention and observation in connection therewith. The need for such an institution is widely recognized in this State, the reasons therefor being outlined on pages 134-136 of the second part of this report. The passage of the bill was actively urged by the State Board of Charities, but as soon as it became apparent that the prospects of the passage of the bill establishing a State Reformatory for Misdemeanants might be imperilled by further urging of the passage of the Custodial Asylum Bill, activity for the latter bill was suspended until the legislative session of 1913, when the Prison Association will again introduce the measure.

That a new prison to replace Sing Sing Prison is most urgently needed has been seen for many years. At the beginning of 1912 the erection of a State Prison upon a site of some six hundred acres in the town of Wingdale was under way, although great opposition had been raised to the proposed location, on the ground that a portion of the site was unsanitary, and that the site was so broken by a ridge of forest land that the various parts of the site were not readily



accessible, and that the prison would be when completed within a few miles of the Connecticut boundary, thus affording prisoners a relatively easy method of passing beyond the jurisdiction of the State, in the event that they should escape when engaged in farming or other outdoor occupations, of the nature probably to be carried on at Wingdale. The Governor and the Superintendent of Prisons opposed the location of the prison at Wingdale, and appropriations for the prison were not signed by the Governor.

The Prison Association has favored neither the establishment of a State prison upon the Wingdale site, nor the renovation of Sing Sing prison at its present location, believing that the trend of modern penology is strongly and reasonably toward the development of prison farms, with large acreage, abundant chance for outdoor employment for prisoners, the development of the honor system, and the pursuit of industries in coordination with agricultural work. The remarkable success of the warden of Great Meadow Prison in employing hundreds of prisoners daily on all parts of a thousand-acre farm, with only two escapes in a year, with greatly increased health and self-respect in the prisoners, has confirmed the Association in the position it has taken for several years, that when the State builds new prisons, the institutions should be in the country and upon wide acreage. We are of the belief that within the next decade our American theories of prison location and construction are to undergo fundamental changes, and that the renovation of Sing Sing prison by the complete rebuilding of a cell-block for twelve hundred inmates, while retaining the cramped acreage of approximately fifteen acres for the entire prison, thus making its activity for generations to come almost wholly industrial, would be a most serious mistake.

## CHAPTER FIVE.

## THE FINANCIAL YEAR.

**D**URING the year 1912, the Association more than held its own, although we did not expect to repeat the conspicuous financial success of the previous year when an endowment fund of over \$50,000 was raised. Naturally such opportunities do not come to an association each year.

By vote of the executive committee of the Prison Association the fiscal year of the Association for 1912 ended on September 30. Therefore all financial statements printed on pages 252-258 are for a nine months' period, which renders it difficult to compare with a similar period of a previous year. It can be stated, however, that for the whole year of 1912, our general receipts show an increase over those of 1911, and our expenses were approximately the same as during the previous year.

A brief summary is herewith given for the two years:

	<i>Receipts</i>	
	1912	1911
Donations:		
General.....	\$20,824 32	\$20,431 28
Relief.....	1,786 15	2,176 19
Income from investments.....	3,021 25	1,754 37
Interest on bank balances.....	146 73	377 62
Reformatories.....	1,275 00	1,600 00
Refunds.....	82 47	191 50
Library.....		75 00
	<u>\$27,135 92</u>	<u>\$26,605 96</u>

*Expenditures*

General Secretary's Department....	\$14,410 17	\$12,552 03
Parole Bureau.....	3,497 37	4,752 41
Probation Bureau.....	3,499 81	3,380 16
Relief Bureau.....	3,300 93	3,555 31
House.....	1,186 24	1,774 79
Sundry.....	11 39	1,008 20
	<u>\$25,905 91</u>	<u>\$27,022 90</u>

The year 1913 bids fair to mark another milestone of progress financially for the Association, for we have secured already a considerable part of a \$15,000 guarantee fund for the purpose of employing two assistant secretaries of the Prison Association for a period of three years. The Association has long felt that one of its greatest needs is to establish gradually a corps of expert advisors and investigators, who can make it possible for the Association to gather and give out on proper occasions and to the proper officials or other individuals exhaustive and accurate information regarding conditions prevailing in the correctional institutions of the city and the State. Such a corps of assistants is especially needed during the legislative session and during the consideration of the City budget for the ensuing year. There came also to the Association frequent requests for information regarding our institutions, their administration and the possibilities of betterment. The Association hopes within the next half decade to establish several additional positions, to be filled by experts.

During the year the Association was called upon to mourn the death of its honored Secretary, Dr. Samuel Macauley Jackson. In another place in this report we have printed the memorial adopted by the executive committee upon his death, and upon the services which he rendered to the Association and other organizations. Here we would state our appreciation of the legacy of \$2,500 which he left to the Association. While the bequest was entirely unrestricted, it was his desire that it be used to form a nucleus of a library fund, the interest of which should be used for the purchase of books.

During the year also we have received \$3,000 from the estate of William A. Smith. We note also, early in 1913, the

announcement of a legacy which will amount to between \$10,000 and \$15,000 from another estate.

We are therefore greatly encouraged at the growth of our endowment fund, which at the end of 1909 amounted to \$9,108 and at the end of 1912 totals over \$72,000.

In this connection we urge upon those who desire to write into their wills bequests for the support of charitable organizations, the fact that the Prison Association is one of the oldest and most necessary of the charitable organizations in this State; that its field is peculiarly its own; that this field will endure so long as there are prisons and criminals, and that the officers and Board of Managers of the Prison Association are a guaranty of the proper disposition of funds bequeathed to it.

## CHAPTER SIX.

### OTHER ACTIVITIES.

THE dissemination of the principles of prison reform and of the proper treatment of the offender is held by the Prison Association to be one of its important functions. During 1912 we believe that much has been accomplished. Our annual report for 1911, published in the spring of 1912, not only presented a statement of the most important facts of progress in this State, but embodied an exhaustive report by the General Secretary upon his tour of European labor colonies in the summer of 1911. This report was peculiarly timely, in view of the establishment of a State Industrial Farm Colony in New York. The demand for the report was widespread and most gratifying. This year the Prison Association has sought to bring together, within one binding, the most necessary information regarding institutions and methods of dealing with delinquents in this State. We feel that the Association should, so far as possible, make its annual report of permanent value through the inclusion each year of important material that otherwise might not be made available.

The Association believes in close cooperation with national, State and local conferences of charities and correction. At the American Prison Association in Baltimore, in November, 1912, the General Secretary presented a report on parole methods, as chairman of the Committee on Discharged Prisoners. As president of the Fourth New York City Conference of Charities and Correction, which will hold a three days' session in this city in May, 1913, he will show the cooperation of the Prison Association in the development of efficient social work in this city. The Association will also participate, through the holding of a chairmanship by its General Secretary in the 1913 meeting of the American Association of Officials of Charities and Correction at Springfield, Illinois, in June, and similarly in the 1913 State Conference of Charities and Correction at Buffalo in the autumn.

During the year many addresses and informal talks have been given by the members of the staff of the Association.

Two committees of the Association have met occasionally at our rooms during the year: the Committee on Defective Delinquents, and the Relief Committee. The former committee has brought together more than a score of specialists, who in the spring of 1912 held several conferences, being addressed by Dr. Henry H. Goddard, Dr. George M. Parker, Miss Elizabeth Farrell, inspector of ungraded classes of the Board of Education, Dr. Frank L. Christian, assistant superintendent of Elmira Reformatory, and others. The impetus toward a better treatment of the criminal feeble-minded gained considerably through these meetings.

Under the chairmanship of Mr. Alexander M. Hadden a Woman's Auxiliary Relief Committee was formed during the year, to meet at frequent intervals for the consideration of the proper methods of dealing with destitution in families caused by the absence of the breadwinner in prison, or with similar cases. The committee's usefulness has already been proved, although it is still largely in the period of organization. A relief visitor, Mrs. H. B. Rodgers, has been permanently appointed by the Association, and during 1913 the work of this committee should prove increasingly useful.

In April, 1912, the Association gladly offered its rooms as the headquarters for the distribution to male Titanic survivors of clothes and other necessary relief. For several days the members of the staff gave much of their time to this work.

In 1910, the President and the General Secretary of the Prison Association assisted in the organizing of the National Prisoners' Aid Society, a body of prisoners' aid societies that by a loose yet effective form of affiliation and cooperation has brought much more closely together the relatively few societies engaged primarily in helping prisoners and in furthering prison reform. In January, 1911, the first number of monthly journal called the Review was published by Mr. O. F. Lewis, our General Secretary, as editor for the National Prisoners' Aid Society. The Association has been glad to cooperate in this method of publicity. The Review has described itself as in a way a "trade journal in the field of delinquency." It has aimed each month to present to an increasingly wider field of subscribers not only important articles upon modern methods and principles, but also an abundance of information

VOLUME III, No. 1.

JANUARY, 1913

# THE REVIEW

A MONTHLY PERIODICAL, PUBLISHED BY THE  
NATIONAL PRISONERS' AID ASSOCIATION

AT 135 EAST 15th STREET, NEW YORK CITY.

TEN CENTS A COPY.

ONE DOLLAR A YEAR

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O. F. Lewis, Secretary, Treasurer and Editor Review.	A. H. Votaw, Member Ex. Committee.	R. B. McCord. Member Ex. Committee
Edward Fielding, Chairman Ex. Committee.		

## EXTINCTION OF THE DEFECTIVE DELINQUENT

### A WORKING PROGRAM

HASTINGS H. HART, LL. D.

Director of the Department of Child Helping of the Russell Sage Foundation

[This paper was read before the American Prison Association at Baltimore last November. The paper is especially thorough and will be published complete in this and the next number of the Review.]

In every state prison and every reformatory for adults or juveniles there is found a considerable number of inmates who are abnormal:—persons who are insane, feeble-minded, epileptics, alcoholics, "drug fiends," or cripples. None of these persons properly belongs in a prison or a reformatory, but they are committed by the courts, and wardens and superintendents have to deal with them as best they can.

The term "defective delinquents" is now applied by common consent to individuals of the classes above mentioned. It is not the intention of this paper to deal with all defective delinquents, but only with those who are feeble-minded.

By the term "delinquents" is meant those individuals who have been convicted of a criminal act, or those who have been declared "delinquent" by a juvenile court. By the term "feeble-minded" is meant, according to the definition adopted by the American Association for the Study of the Feeblemind-

ed, in 1910, "all degrees of mental defect due to arrested or imperfect mental development, as a result of which the person so affected is incapable of competing on equal terms with his normal fellows, or of managing himself or his affairs with ordinary prudence." An idiot has been defined as a person whose mentality would not exceed that of a normal child of two years, an imbecile as one whose mentality would not exceed that of a normal child of seven years, and a moron as one whose mentality would not exceed that of a normal child of twelve years.

Until recently, there has been no reliable information as to the number of feeble-minded inmates of prisons and reformatories, but within the past five years efforts have been made to obtain information on this point.

Five years ago, I believe that the average prison warden or reformatory superintendent would have estimated the number of feeble-minded persons in such

Typical Press Service of Prison Association

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## FEEBLEMINDED CRIMINALS

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### NEW STATE INSTITUTION PROPOSED

HUNDREDS OF MENTALLY DEFECTIVE PRISONERS WITHOUT PROPER TREATMENT

STATE-WIDE AGITATION TO SECURE LEGISLATION TO PROTECT SOCIETY AND DO JUSTICE TO DEFECTIVE DELINQUENTS

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New York, March 27, 1912.  
The startling fact is brought out by a bill introduced by Assemblyman Whitney into the Assembly that whereas there are feeble-minded (2000) feeble-minded persons in New York State, in all the great State there is no special penal institution in which feeble-minded criminals can be examined and transferred. "Even people realize," says Dr. C. F. Lewis, General Secretary of the Association of New York, "that these persons are not only a menace to society, but also a source of shame to the State."

also give in seeking to care for those committed by the past few months because of their condition, and it would be a serious injury to their discipline and to their work generally, should they be required also to care for the delinquent feeble-minded.

The so-called wayward feeble-minded

simultaneously cover



in the form of so-called "Events" and "Notes" that otherwise would not find their way to the workers in the field. The publication of the Review has been made possible by a number of generous contributions of from fifty to one hundred dollars, and by a subscription list at present of several hundred contributors of from one dollar to twenty dollars. Everything connected with the magazine except the printing and the postage is given gratuitously.

The Barrows League, founded in 1910 as a result of the suggestions of the General Secretary of the Prison Association, has continued its beneficent activity during 1912. This organization is a "big brother" movement for adult prisoners, or for those beyond the age of "juvenile delinquency." For many years the Prison Association has enlisted the interest of individuals in aid of released prisoners or of their families, but such helpfulness was sporadic. The Barrows League, in the three years of its life, has shown the value of concentrated effort. After an experimental period with a number of sub-committees, the League found its chief usefulness in individual work for prisoners or for those who recently had served terms in prison. The membership of the League is made up of a half-hundred business and professional men. While no definite obligations are placed upon the members, it is understood that they are ready to serve the purposes of the League when called upon. The League is not a part of the Prison Association, but meets at its offices monthly except during the summer, and is in closest affiliation with the Association during the whole year.

A very useful study of the principles of reformatory administration is being made by Mr. Philip Klein, Fellow of the School of Philanthropy, under the direction of the General Secretary of the Association. Mr. Klein has spent several months in study in the State Reformatory of New Jersey at Rahway, the New York State Reformatory at Elmira, the George Junior Republic at Freeville, N. Y., the State Agricultural and Industrial School at Industry, N. Y., the House of Refuge on Randall's Island, New York City, and at the City Reformatory for Misdemeanants at Hart's Island, New York City. It is expected that an abundance of valuable material will be presented by Mr. Klein to the Director of the School of Philanthropy and to the Executive Committee of Prison Association. Two first-year students of the School of

Philanthropy are in training under the supervision of the Association. The General Secretary is one of the lecture staff of the School of Philanthropy.

Meetings of the staff of the Association have been held fairly frequent during the year. Matters of administration and policy are discussed, and the meetings have been an important means of welding the interests of the members of the staff, and of increasing the efficiency of the work of the Association.

The Association has whenever possible cooperated with other organizations and boards in the furtherance of social betterment.

In addition to the naturally frequent cooperation between the Association and State boards and organizations, we mention the following instances, among others, of the policy of the Association to affiliate with other similar organizations for the purposes of social betterment.

With the Public Education Association, relative to the school budget for 1913.

With the Gramercy Neighborhood Association, relative to the "cleaning up" of prostitution in the immediate vicinity of the Washington Irving High School. A condition that had been most offensive prior to the opening of the school.

With the Permanent Census Bureau of the Department of Education, relative to the development of a statistical record of certain physical and mental facts regarding all school children.

With the New York Library Association, in arranging and conducting a Prison Library Day at the annual meeting of the New York Library Association at Niagara Falls in September, 1912.

With the New York City Conference of Charities and Correction, in participation in an exhaustive inquiry into the question of governmental aid for dependent families.

With the Citizen's Committee appointed at a mass meeting at Cooper Union, for the purpose of studying the methods of the police department and reporting recommendations.

With the Bowery Branch of the Young Men's Christian Association relative to the erection of a new building.

With the Fifty-seventh Street Branch of the Y. M. C. A., in arranging a series of Sunday afternoon addresses on penology and criminology.

The observance of Prison Sunday on the last Sunday in October was more general this year throughout the State. The Association furnished as usual ample material to all clergymen who responded to the first inquiry, in September, of the society as to their intention of observing Prison Sunday. More than 200 churches gave one or more services upon that day to a consideration of prison reform and the treatment of the delinquent. The Prison Sunday plan has attracted attention in Germany, where the methods of the Association have been widely mentioned in scientific journals.

Doll stories seldom find their way into the pages of the Prison Association's report, yet why not? Here is a simple tale that may make some of our readers feel as did the members of the staff of the Association, and the three hundred little girls at the Hudson State Training School for Girls last spring.

The General Secretary of the Association, Mr. Lewis, made early in the spring of 1912 a visit of inspection to the State Training School for Girls at Hudson. This school is excellently managed, and receives young girls from all over the State who have become delinquent or dependent and who have been committed to the school. The rest of the story can be told, with perhaps a parenthetical remark or two, by excerpts from the letters the little girls wrote to the General Secretary after the great reception to the dolls at Hudson had occurred. We have pieced various parts of the several letters together.

"One day last spring a gentleman came to the School and requested us to name the one thing that we would all like, and we answered in chorus 'Dolls.' On his return home to New York he interested many of his friends about the dolls. A few days later there was an announcement in the papers asking the people to give dolls for some little girls. The announcement was read to the girls (at the School) and dolls was the talk for days.

"We were all so glad when we learned we were going to have dolls and we wondered how they would look, and if there would be enough so that each of us could have one. The 'doll man' was answered by the dolls coming into his office in New York; they were sent so fast that he could not find room enough for them."

"They were then packed and sent as an Easter gift to us. A surprise was planned for our girls. The dolls were unpacked and arranged in the Big Room of our Main Building. When all was ready for inspection, each cottage came to see the dolls. The collection amounted to over three hundred. You cannot imagine the scene as we entered the large recreation room, where the dolls were displayed; it seemed just like fairyland with the lights, and the dolls with their pretty hats and dresses and combination of colors."

"They looked as if they belonged to one family. We went from doll to doll admiring them and each girl wishing she could own them all. We left the room with happy hearts and faces all aglow. A few days later a basketful of dolls came to our cottage. The girls lined up in the recreation room and each girl in turn was blindfolded and led to the basket. She then took the first doll that she touched. That night we all took our dolls to bed with us. There were two especially funny ones; we named them Sunny Jim and Sunbonnet. Each girl got the doll she longed for, we hugged and kissed them so, it was a wonder there was anything left of them but there is."

"Many of the girls during their stay in quarantine (for trachoma) would not have known what to do if it were not for these dolls. They sew for their dolls dresses in many different styles. This taught the girls many things which will help them when they need to sew their own clothes. We think that this gentleman has not only made us girls happy but has made us more ambitious to want to learn to do things. To be generous, kind and good natured.

"We were ever so grateful for the dolls and hope to write you soon another story of dolls."

And the following comment was made by letter by one of the ladies in New York who put much time into the not easy task of collecting a large number of the dolls for the little girls:

"Thanks so much for the letters from the little girls. It certainly paid for all the hard work and disagreeable part of begging — which is always horrid."



The "Dolls" at Hudson

## CHAPTER SEVEN.

### THE DEATH OF DOCTOR JACKSON.

ON August 2, 1912, the Prison Association lost by death one of its most devoted and generous friends, Dr. Samuel Macauley Jackson, D. D., LL. D., who had long been the Recording Secretary of the Prison Association.

At its first meeting in the autumn the Executive Committee of the Prison Association of New York, as an expression of sorrow at the death of their former associate and in grateful recognition of his services to the Association, adopted the following memorial minute:—

Dr. Jackson was born in New York June 19, 1851, and died at Washington, Connecticut, August 2, 1912.

Except for brief periods of residence elsewhere, his entire life was spent in New York. He was a member of the Executive Committee for more than twenty years (January 21, 1892, to August 2, 1912) and its Recording Secretary for nearly eight years (October 27, 1904, to August 2, 1912).

After graduation from college in 1870, he studied theology at Princeton and Union Seminaries and in Germany. In 1876 he accepted the pastorate of a church in New Jersey, and remained there about four years. He then withdrew from the active ministry and turned his attention to editorial and literary work, principally in the department of church history and biography.

At the time of his election as a member of the Executive Committee of the Prison Association, Dr. Jackson was about forty years of age. He was not a man to regard the duties of such a position as formal and perfunctory merely. He recognized the pitiable state of those unfortunate persons who render themselves obnoxious to the criminal law, and as a good citizen and true philanthropist, interested himself especially in those necessitous and too often neglected ones,—discharged prisoners. In attendance at meetings of the Committee he manifested a somewhat unusual promptitude and regularity and proved himself a most valuable member of the Committee and of the Association.

The library of the Association quite naturally received particular consideration from him and he gave freely of his time, advice and money towards its enlargement and development and the increase of its usefulness. His bequest of a generous amount to the Association for the purchase of books is an indication of the value and importance, in his estimation, of an adequate penological library in the equipment of the Prison Association. It is hardly necessary more than to refer to other instances of his liberality and munificence, to his numerous pecuniary gifts to causes which enlisted his sympathy or to persons who needed his assistance. While it is true that he had the predilections of a student and the habits of a scholar, and liked to spend long happy days with his books, extracting information, correcting errors, verifying references, accumulating knowledge, living in imagination and sympathy with "the great of old who still rule our spirits from their urns," he was far from being wholly enamored of the life retired, far from being a mere bookworm or dry-as-dust.

Dr. Jackson was a kindly, friendly, brotherly man who found genuine satisfaction in intercourse with men of similar tastes and interests and in the amusements and recreations of educated and refined people. From an inner fount flowed a stream of cheerfulness and benignity, strong and inexhaustible, which made him a most agreeable and affable companion and won for him friends not a few. To associate with him in his hours of relaxation was a real gratification, and to one less well informed than himself, highly profitable, for his stock of information was a fund upon which his friends were always privileged to draw. His table talk was notably free from satirical comment upon others, from anything like asperity or denunciation.

Though a celibate he was not in the least inclined to unfavorable criticism or depreciation of women; on the contrary he was their defender and champion. He was no Rechabite, believing that his profession required of him moderation rather than abstinence. He enjoyed good music and the drama, especially plays of the better sort and of an artistic quality.

He was fond of travelling. It apparently gave him more pleasure than any other form of recreation. He liked in summer to quit the "imperial city's din" and betake himself across the sea to Europe. As he was generally engaged in biographical studies or historical investigations he found it instructive to visit the localities associated with the characters or events in



Samuel Macauley Jackson

which he was especially interested. It delighted him to make his way to some remote and unfrequented place where one of his favorite heroes had been born and lived, or worked and died; to visit world-famous edifices and great libraries where he might consult some rare and ancient volume or precious manuscript.

Dr. Jackson was one of that not very large company of unusual men, who, from a sincere desire to help others, or to advance a cause, are content and even eager to engage in occupations of an inconspicuous nature, without any hope or expectation of notice or remuneration. He held the chair of Church History at the New York University for a number of years (1895 to 1912); but in addition to the work this professorship required of him, during several winters, at some personal inconvenience he lectured once a week to a small class of poor students who met at night at a small theological school in the city, being unable on account of their daily labors to attend lectures at any other time.

He was no seeker after public notice in any direction; but found sufficient satisfaction in the faithful performance of his numerous tasks and varied duties. He was not impressed by bulk, bluster or pretension; being simple and sincere himself, he liked genuineness and sincerity in others. No one even moderately well acquainted with Dr. Jackson could fail to observe his modesty and humility, and the unworldliness of his nature. Utterly free from pride, envy, or the desire to compete with and excel others, it might be said of him what Ruskin said of Fra Angelico, that he lived in perpetual peace. His theory of life differed from that of the majority. His aim was not primarily to get something for himself, but to impart something to others. Hence, his generosity, his willingness to teach, his joy in teaching. Worldly prosperity and position, as commonly regarded and sought were not, in his estimation, supremely important; but rather that spiritual opulence attained by communion with the Master spirits of religion and the Church, of literature and history, and the study of their inspiring and imperishable works.

His was not a speculative intellect. He was not distinguished for analytical or dialectical acumen. He found no pleasure in unprofitable disputations, nor in theological controversies. His thoughts floated in no mystical or metaphysical cloudland. His religious faith was simple, definite and strong. The developments and discoveries of scientific investigation; the results of



the exhaustive labors of German scholars in the field of exegesis and textual criticism; the gradual displacement and abandonment of the old dogmatic rigidity — none of these, it seemed, seriously disturbed his almost child-like faith. No doubt his Calvinism was mitigated and modified, if not renounced. But there was no weakening or wavering of his faith, rather a deepening and broadening of it. As his comprehension of the essence and reality of religion strengthened, intolerance became more than ever repugnant to him. What is merely external and temporary — dogmas, ceremonies, politics and systems of theology — became less and less important.

The influence of such a man as Dr. Jackson could not be other than gracious and beneficent. One who like him led a life of studious labor and of unostentatious benevolence under the impulsion of high and unselfish motives and the stimulation of great personalities, in the performance of duties assigned to him or voluntarily assumed by him, always manifesting a cheerful, contented spirit, and a serenity that was seldom disturbed — such a one surely must leave an abiding impression upon the minds and hearts of others, and continue in the memories and live in the lives of those privileged to come into association with him, or to be numbered among his friends. Even in far-distant China, a land to which his thoughts often turned in recent years, a land he longed and hoped to visit, in China his name is known and his influence felt through his connection with the Canton Christian College, of whose Board of Trustees he was president, an institution largely indebted to his interest and liberality for its present flourishing condition.

In the death of Dr. Jackson the Executive Committee laments the loss of an admirable citizen, a true friend of the unfortunate, a man of singularly gentle nature and useful life, and one whose services to the Association and to the cause of humanity and scholarship entitle him to grateful and affectionate remembrance.

## Part Two.

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### OUR CORRECTIVAL SYSTEM.

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A summary prepared by O. F. Lewis, General Secretary of the  
Prison Association of New York.

## CHAPTER EIGHT.

### SCOPE OF THE PROBLEM.

THE intelligent citizen, reading his (or her) morning paper in New York city on a given morning, and being interested in the problem of lawlessness, might find the following items in the same edition:

1. A hardened criminal has escaped from the Tombs.
2. Baseball has become a Saturday afternoon sport of the inmates of the new State prison at Great Meadow.
3. County jails are schools for crime. Idleness prevails. The State Prison Commission condemns the jail in \* \* \* \* \* county.
4. The judges in the Court of General Sessions are charged by the Police Commissioner with giving hardened offenders suspended sentences.
5. The Police Commissioner is charged with accepting criminals as policemen.
6. The State Probation Commission advocates wider use of the probation system.
7. Three young men on parole from Elmira Reformatory are arrested in a loft building while burglarizing the premises at 2 a. m.
8. The State Industrial Farm Colony for tramps and vagrants will be located on 800 acres of land. The first tramp colony to be established in the United States.
9. The wife of a man sent to prison attempts to commit suicide because poverty-stricken and humiliated before her neighbors.
10. A very wealthy "promotor" is pardoned by the President of the United States because apparently sick unto death.
11. A noted psychologist announces that of 100 children examined in the children's court of Newark, New Jersey, the 97th child was normal mentally.
12. Three illiterate Italians were executed at Sing Sing Prison for a brutal murder on the Westchester county watershed.

13. The Prison Association appeals for funds because the law-breakers and the released prisoners ought to have a "square deal."

The intelligent citizen is confused. Many of these items seem paradoxical. Is any plan really adhered to in dealing with crime? Why allow suspended sentences, if brutal murders occur? Why have farm colonies and humane care for tramps, and baseball for convicts, if convicts' wives are forced by poverty into suicide? Is reformation possible? What, anyway, are State and city doing to deal with crime? What about the rights of *honest* citizens?

Therefore, because every day thousands of taxpayers and other citizens ask themselves and others such pertinent questions as these, and do not or cannot learn the answers, the following chapters have been prepared. This Sixty-eighth Annual Report of the Prison Association of New York aims to outline simply and accurately those facts regarding laws and institutions, crimes and criminals, that the intelligent citizen should know and generally wishes to know. It cannot be an exhaustive compendium, but it can be serviceable in presenting the most salient facts.

## CHAPTER NINE.

### CRIME AND CRIMINALS.

**I**NTELLIGENT understanding of institution methods of administration and of the principles underlying the methods must be based on clearness of definitions. If an institution is to be maintained for the safe imprisonment of criminals, we must know what a criminal is.

A criminal is a person who commits a crime. Nothing is a crime which is not so made by law. New crimes are made by law each year. The anti-tuberculosis campaign, for instance, has made spitting in certain public places a misdemeanor; the automobile has developed laws against speeding.

A crime has certain elements. It harms society. It is defined by law. It is punishable.

Hence the Penal Code of the State of New York says:

Sec. 2. A crime is an act or omission forbidden by law, and punishable upon conviction by (1) death, or (2) imprisonment, or (3) fine, or (4) removal from office, or (5) disqualification to hold any office or trust, honor or profit under the state, or (6) other penal discipline.

Therefore crime is

an offence having social consequences, defined by law, and having a penalty attached.

Crimes punishable in or by the State of New York are defined in the Penal Law.<sup>1</sup> As the Legislature each year defines new crimes, or amends existing laws regarding crimes, such laws are designated as amendments to the Penal Law.

The United States Penal Code<sup>1</sup> defines so-called "federal crimes," such as counterfeiting, post office crimes, smuggling, offences against laws passed by Congress and applicable to the entire country. Crimes in violation of State laws are tried in county or local courts; crimes against United States laws are tried in United States (federal) courts.

<sup>1</sup> A useful edition is Cook's Criminal Code, including Penal Law and Criminal Procedure. Albany, Matthew Bender and Co.

The New York Penal Law (sec. 2), divides crimes into

- a) Felonies, and
- b) Misdemeanors.

Felony is a crime punishable by (a) death or (b) imprisonment in a State prison. Any other crime is a misdemeanor.

These distinctions are important to understand. In general it can be said that a felony is a serious crime, a misdemeanor is a less serious crime. Such crimes as homicide, burglary, robbery, arson, grand larceny, are felonies. Convicted felons may be executed (for murder, first degree) or committed to Sing Sing, Elmira Reformatory or other State prisons or reformatories.

The above distinctions between felonies and misdemeanors are legal distinctions. Moral distinctions — questions of intent — are partially recognized in criminal law by the provision that there may be *degrees* of the same crime.

For instance, the laws of this State provide that

One who kills another deliberately and with premeditation is guilty of murder in the first degree. The penalty is electrocution.

But, if the crime is committed with design to effect the death of the person killed, or another, but *without deliberation or premeditation*, it is murder in the second degree and punishable by life imprisonment.

Or, if the person who kills another is *less than seven years of age*, he is not legally responsible for his act.

Or, if when he kills another person, *he is insane*, he is not punishable.

The Penal Law is filled with definitions as to degrees of crime. Nevertheless, in recent years the belief has become stronger that the law is faulty and inadequate in that it does not provide proper penalties for the complex variety of motives and attending circumstances in the commission of crimes. Hence systems of *probation* (release under supervision with suspended sentence) have been widely legalized, and systems of *parole* (release of a prisoner, under supervision, before the end of his legal term of imprisonment) are being developed.

Crime is therefore law-made, and criminals are law-made. The tendency of criminal law has been, and is, to measure more definitely the question of intent. In centuries past, fixed

and firm law was the people's protection against arbitrary persecution of courts or high authority; to-day that same fixed law, in justice to the people it formerly protected, needs to become more and more flexible, as arbitrary justice is being gradually superseded by social justice. The great task of criminal law is to become adequately applicable to each individual case of crime.

Punishment is the logical result of crime. Forms of punishment have been, through centuries, most varied. Burning, crucifixion, boiling in oil, the rack, feeding to wild beasts, beheading, poison, impaling, maiming, hanging, burying alive — such were a few of the older punishments. Horrors unmentionable were perpetrated in the past. The history of punishment fills volumes — and crime continues.<sup>1</sup>

We can distinguish at least six general stages in the treatment of the offenders. The further back we go, the severer, the cruder do we find in general the treatment of crime to have been. Successive stages might be outlined as follows:

1. *Vengeance*.— We can imagine that, even before history began, when one prehistoric man robbed another prehistoric man of his female companion, the former had but one idea, namely, to kill the robber and to recover his mate. No court, no probation, no indeterminate sentence. Just a very determined vengeance.

2. *Retribution or retaliation*.— A second stage in the treatment of the offender. "An eye for an eye and a tooth for a tooth." The old Germanic custom *wergeld*, monetary absolution from crime, is illustrative. It represents a more or less definite standard of compensation. Our system of fines is analogous in modern times.

3. *Repression*.— A form of punishment remarkably developed in the later middle ages — and surviving sturdily until the present day. In Nürnberg, Germany, the visitor to an old museum sees the *Eiserne Jungfrau* (iron maiden). The front of this instrument of torture opened as do folding doors. Inside of the image, and on the inside of the doors, were spikes. When the victim was placed inside the image and the doors were shut, the spikes pierced the wretched sufferer.

<sup>1</sup> See Wines, *Punishment and Reformation*, pp. 25-119.

Witches were burned in New England. Negroes are still lynched and sometimes burned in southern States, and in Pennsylvania. Sing Sing prison was built as an instrument of repression. The older cells in Sing Sing, still used, contain less than 200 cubic feet of air space. Frequently, because of congestion of population, two men have occupied one cell. This has given less than 100 cubic feet of air space per person, when in New York the board of health requires 400 cubic feet of air space per lodger in a lodging house on the Bowery.

4. *Reformation.*—This method of "punishment" is fairly recent in origin and growth. In the late eighteenth century children were still sentenced to death for stealing small amounts of money. Not until 1824 was the first reformatory for children established in this country, the House of Refuge on Randall's Island. The first adult reformatory in the world was opened at Elmira, N. Y., in 1876. Reformatories for adults are still lacking in one-half the States of the Union. On the other hand, reformatory principles are penetrating and permeating the State prisons.

The principles of reformatory treatment are:

- a) The reformability of offenders.
- b) Physical, industrial, moral and scholastic education.
- c) Self-mastery, and the acquisition of liberty through the effort of the individual persons, under a merit system.
- d) The indeterminate sentence.
- e) Parole.

These methods of reformation have been worked out more fully in the United States than anywhere else in the world. Probation and the suspended sentence are replacing imprisonment. The indeterminate sentence replaces the deadening fixed sentence. Parole replaces unconditional discharge from prison. The rehabilitation of the prisoner replaces the casting out of the prisoner by the prison when his term is finished.

5. *Prevention.*—This is the "slogan" of the early part of the twentieth century. Why manufacture criminals if the output can be checked? Why have reformatories if people can be made not to fall? The beginning of delinquency generally far antedates even the first imprisonment of the delinquent.

Crowded city streets and sordid housing conditions make ignorant and vicious transgressors of the law. Southern cotton mills and northern mines turn out a stunted, prematurely aged victim of child labor. Overwork and low wages in many places lead to illness or to the life of the street. Corrupt policemen will put a premium on crime. A faulty or perverted education leads to inefficiency and sloth. The feeble-minded and the insane force society to scrutinize the lives of the forbears of such unfortunates.

Therefore institutions like the children's courts, the probation system and the parole system appeal strongly to those who want to deal with crime further back. Researches in psychiatry and psychology are revealing subtle and deeplying springs of crime. The campaign for social justice, forming a principal plank in one political party and affecting all other parties, is a campaign for the reduction of criminality.

Now all the above elements,

- a) Vengeance
- b) Retribution or retaliation
- c) Repression
- d) Reformation
- e) Prevention

enter in varying degrees into any correctional law or institution or custom, and tests of the adequacy or inefficiency of law or institution can be made by applying the question: "To what extent is the purpose of this law or institution revengeful, retaliatory, repressive, reformatory or preventive?"

Yet we may not thus easily evaluate absolutely the worth of a law or of an institution. Only as we can determine the relative weight that should be given to the above-mentioned elements in the treatment of the offender can we judge justly law or institution. For the present it is important to understand that *all the above elements enter into the purpose and the administration of most institutions.*

Let us now consider the matter of punishment from a somewhat different angle.

The word punishment is used commonly to designate the period of imprisonment of a criminal. "He is undergoing his punishment." Yet punishment is but one of the purposes of imprisonment. There are at least four purposes.

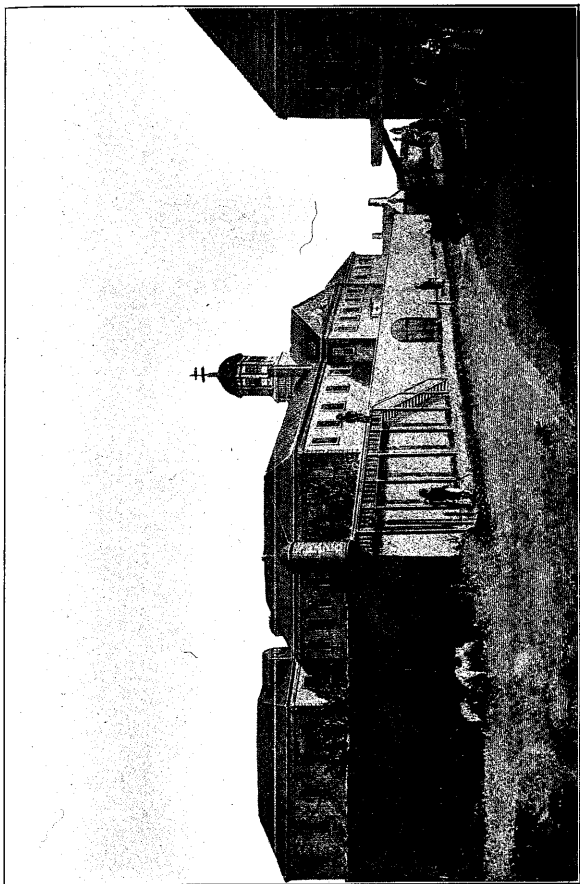
1. *Punishment.*—This probably seems to most people the law of life for wrongdoing or serious error. One who injures another generally gets injured. If one falls into the fire, he is punished for his carelessness by being burned. The little child is told that if he lies, toads will jump out of his mouth. Punishment has always been a prominent feature in the treatment of criminals. "Serves him right; let him take his punishment" is a current expression.

2. *Protection of society.*—The law is often considered to exist for this purpose. The theory of the State holds that society exists for the welfare of the individuals composing society, and that each individual must obey laws passed for the benefit of all. The law-breaker is therefore an enemy of society and must be removed from the possibility of injuring society. Hence correctional institutions, bars, walls, guards, deprivation of liberty.

3. *Deterrence of others from committing crime.*—The individuals composing society must learn that the way of the transgressor is hard. If this can be learned vicariously, by example, so much the better. Hence imprisonment is justified. Carrying the principle further, it could be contended that the severer and more gruesome the penalty the greater the deterrent effect. This has not proved so in fact, and to-day it is widely held that the certainty of punishment is more efficacious in reducing crime than the severity of punishment.

4. *Reformation.*—This is obviously an important purpose of the deprivation of liberty. The reader is referred back to page 82.

Now one or more of the above four elements enter into the administration of any correctional institution. Later on in this book we shall analyze certain forms of administration, testing them by the degree to which the above-mentioned elements enter. It may be found, for instance, that the workhouse of the city of New York punishes the inmate and protects society (temporarily), but that it acts neither as a deterrent nor a reformatory agency. We may find that some juvenile institution emphasizes reformatory methods without either punishing or deterring. We may find county jails in which the protection of society seems the only purpose; where



New York's First State Prison, known as Newgate Prison

idleness and moral debauchery are prominent and where the temporary protection of society from the presence of the law-breaker for a brief interval is often followed by his return to society from imprisonment a vicious, degraded, anti-social being, whose release brings danger to the community.

The above analysis of the leading purposes of the deprivation of liberty is made because relatively few persons see clearly that persons are sent away to prison for a number of reasons. The enthusiastic reformer may claim that crime is a disease, that all criminals are sick, that the prison should be a hospital and that the *re-formation* of the individual is the goal. The man who writes letters to the editor may see in the apparent increase of crimes a strong reason for abolishing the new humanism in prison and for restoring a severer treatment. The merchant whose clerk has stolen thousands may believe in punishment; and the judge on the bench may believe the principal reason for prisons is that they remove from society such creatures as the ruffian before him.

They are all partly right and partly wrong.



## CHAPTER TEN.

## THE PLACE OF IMPRISONMENT.

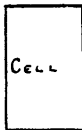
THE need of holding safely those deprived of their liberty has developed various kinds of prisons. *A prison is a place for the safe incarceration of a member of society whom society declares to have violated one or more of its laws.*

Prisons have long existed. Early types of prisons, antedating the Christian era, were dungeons and caves. European tourists visit nowadays medieval dungeons at Antwerp or the lead roofs at Venice. The suffering of the wretched suffocating persons in the Black Hole of Calcutta is still told of. Such prisons were primarily places of confinement and security. John Howard in the late eighteenth century found in English jails "the confining of all sorts of prisoners together; debtors and felons, men and women, the young beginner and the old offender; and with all these, in some countries, such as are guilty of misdemeanors only. Few prisons separate men and women in the day time."<sup>1</sup>

One of the earliest State prisons of the United States was in Connecticut, at Simsbury. "In an abandoned copper mine, in pens seventy feet below ground, scores of wretched malefactors were confined, and subjected to the utmost severity."<sup>2</sup>

Let us trace the development of types of prison architecture, from the single cell of olden times to the cottage system of 1912-1913.

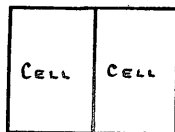
## 1. Single cell or room.



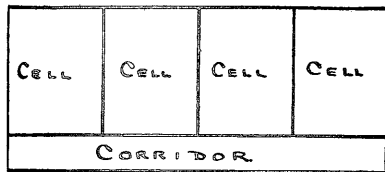
<sup>1</sup> John Howard. The State of Prisons, Vol. I, p. 8.

<sup>2</sup> Correction and Prevention, Vol. 2, p. 28.

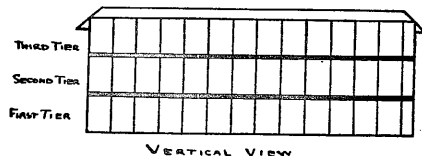
## 2. When a single cell or room became too small, two cells were used.



## 3. Necessary additions would give the following plan, to which would be added a corridor running at right angles to the cell fronts or placed between the rows of cells.



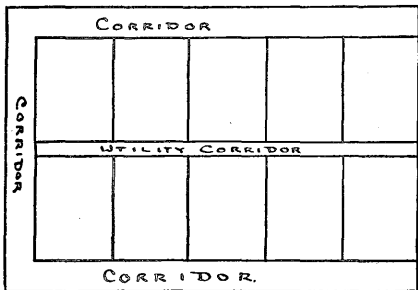
## 4. Such series of cells were superimposed one upon another, as the jail population increased, thus:



VERTICAL VIEW

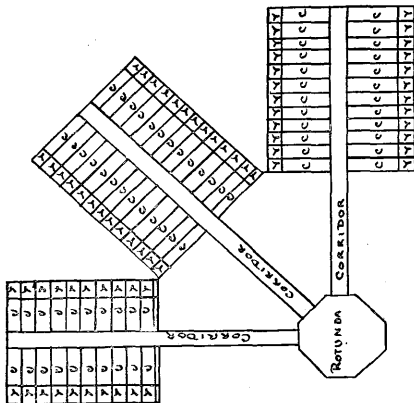
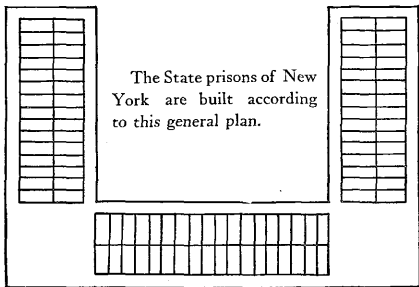
Therefore we find several types of prison architecture developing, as follows:

5. Prison with rows of cells, back to back, corridor facing cells, and building wall on outside of corridor, thus:



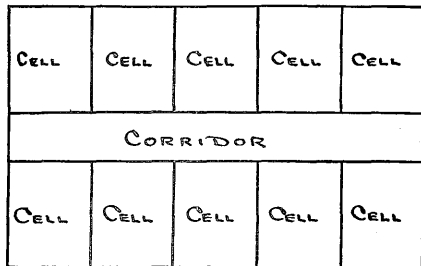
This type of cell-block is characteristic of most American prisons. Small county jails will have one building, sometimes several tiers high.

6. State prisons will have several cell-blocks, often in the following plan. Such cell-blocks may be several stories in height.



Type 8  
Cell blocks radiating  
from central  
rotunda.  
Yards back of  
cells

7. Returning now to type 3, on page 87, showing center corridor and cells on each side of corridor, we can trace the following development:



In this type, the windows of the cell open to the outer air. In the cell-block in types 5 and 6 the door of the cell, opening upon the corridor, also acts as the only window of the cell. Light in types 5 and 6 is admitted to the corridor by high vertical windows in the building wall.

When several tiers of cells are needed of type 7 they may be superimposed on each other. When several cell-blocks are necessary, they may radiate from a common centre, as in the case of the original plans of the Eastern Penitentiary of Pennsylvania, type 8.

On such lines, in general, the leading European prisons are constructed. The United States enjoys the distinction of having furnished to civilized nations the two leading types of prison construction, i. e., the Auburn (N. Y.) type, shown in type 6 and the Pennsylvania type, shown in type 8.

What are the relative advantages and disadvantages of the two systems, often designated as the "outside corridor system" and the "central corridor system?" The American states have adopted for nearly one hundred years the outside corridor system for reasons of safety, economy of construction, and ease of supervision. Continental and British countries have adopted the Pennsylvania type for reasons of privacy,

ventilation, and morality. Americans argue that with cell windows opening to the outside air, the danger of escape of inmates is increased. Europeans argue that escapes are extremely few if diligent supervision is maintained. Americans argue that the "inside cell" admits of more economical plumbing, because pipes can run into an open "utility" corridor between the backs of the rows of cells. Europeans argue that the difference in cost is not great, and that ventilation is much better in the outside cell. Americans argue that it is desirable to have steel-barred open-front cell doors because of needed supervision, and that the order and discipline of the prison cannot be too well maintained where the prisons have free communication with each other across the open corridor. Europeans argue that a prisoner deserves the privacy of a closed door, and that supervision can occur through the use of the inspection peep-hole in the center of the door. Many Americans favor the central-corridor system. Europeans denounce the American outer-corridor system.

We turn now to the *cottage system of construction*. Developed during several decades for dependent and delinquent children, the adoption of the cottage system for adult offenders is still in its infancy.

Some significant dates in child-caring work in this country are:<sup>1</sup>

1729. Founding of Ursuline Orphanage in New Orleans. Oldest orphan asylum in the United States.

1824. Founding of the New York House of Refuge. First juvenile reformatory in the United States. Beginning of the indeterminate (or indefinite) sentence in this country. Forerunner of the juvenile reformatory and the reformatory for adults.

1847. Establishment of the Massachusetts State Reform School; the first *State* reformatory for juveniles.

1848. Establishment of Massachusetts School for Idiotic and Feeble-minded Youths. First institution in America for care of feeble-minded children, marking the beginning of the attempt to preserve them from becoming vagrants, drunkards and delinquents.

1854. Establishment of the Ohio State Reform School. The original *cottage institution for delinquent boys*. May be considered the pioneer of the modern juvenile reformatories.

<sup>1</sup> Correction and Prevention, Vol. IV, pp. 1-4.

1858. Organization of the Massachusetts State Industrial School for Girls. The first separate reformatory for girls in the United States.

1863. Organization of the New York Catholic Protector for destitute, neglected and delinquent children. Beginning of the greatest Catholic institution in America for these classes of children; it has developed methods of trade-teaching for boys which place it in the front rank of schools for children of these types.

1868. First public playground in United States established at Boston.

1869. Establishment of a system of visitation of delinquent children in family homes, by the commonwealth of Massachusetts.

1870. Establishment of separate courts for children in Massachusetts.

1876. Opening of the Elmira Reformatory at Elmira, N. Y., the first *State* reformatory for males above the age of 15.

1895. Founding of the George Junior Republic at Freeville, New York.

1898. Establishment of the first juvenile court, in Illinois.

We are concerned in this chapter with institutional architecture. The *cottage system* grew out of the necessity of classifying children and giving them, approximately, home influences. Especially ought the smallest children, though delinquent, to be spared confinement in prison buildings.

#### 8. The cottage system is a collection of cottages.

The cottages generally contain sitting room, dining room, kitchen, basement, playroom or baths or gymnasium or all three, dormitories, matron's room, etc. Special buildings are devoted to administration, laundry, hospital, chapel and assembly hall, shops, power-house. Certain buildings or cottages are used for disciplinary purposes.

The cottage system offers individualization of treatment through greater classification, and through the supervision of house mothers and house fathers. Walls are generally absent. Escapes are liable to be more frequent than in walled institutions. Institutions having large buildings, housing scores or

hundreds of inmates are said to be on the congregate plan, as distinguished from the cottage plan, which places from 20 to 40 children in each cottage.

9. The most modern institutions now planned for adult offenders, such as the New York State Industrial Farm Colony for Tramps and Vagrants, the New York City Reformatory for Misdemeanants, the Farm Colony of the Board of Inebriety of the City of New York, and the New York State Reformatory for Misdemeanants will probably aim to combine the best features of the cottage and of the congregate systems.

The plan adopted by the Department of Correction for a farm colony embraces an enclosure and a number of scattered cottages. The enclosure (congregate system) will contain the administration building, reception building, disciplinary building, shops, dining room, kitchen, chapel, library, laundry, hospital, power-house. The cottages are designed for about 30 inmates each. In the series of cottages are two honor cottages.

The system here worked out admits of all gradations of treatment, from the strictest disciplinary and custodial care to the relative freedom on honor in the honor cottages. Criticism in the past of the congregate system has been that it hampered individual treatment of inmates and lacked means of developing normal progress. Criticisms of the cottage system have been that it involves too much freedom and admits of too little discipline.

Such are some of the principal developments of architecture in relation to correctional institutions. No plan is settled or permanent. Prison farms are displacing in part the traditional congregate cell-block. On the other hand, a reaction from the extreme cottage system is apparent. With the types mentioned in this chapter in mind, the student of penology and criminology can classify correctional institutions in this and other states, and to some extent estimate their methods by means of their physical characteristics.

## CHAPTER ELEVEN.

### THE PRISON SYSTEM OF THE STATE.

WE now come to describe and discuss the several prison systems of the State. The uninstructed reader must prepare for some confusion; even workers in the prison field sometimes find difficulty in seeing clearly the interrelations of the several systems.

First, let us define our terms. What are the differences between a prison and a reformatory, a jail, a workhouse and a penitentiary?

1. *State Prison.* A State prison receives only felons.<sup>1</sup> All sentences are at least one year in length. The State prison is maintained by the State.

2. *State Reformatory.* A prison with reformatory principles and with age limits (16-30). The two State reformatories for males (Elmira and Napanoch) receive felons only; the two State reformatories for women (Albion and Bedford) receive both felons and misdemeanants. Maintained by the State.

3. *Penitentiary.* A county institution, receiving felons and misdemeanants, originally planned to receive first offenders. Maintained by county.

4. *Jail.* A county institution, designed primarily as a place of detention until trial, for persons under arrest. Convicted misdemeanants may serve sentence in county jail. One jail maintained by each county.

5. *Workhouse.* Local term for an institution on Blackwell's Island, New York City, receiving misdemeanants committed from New York county.

6. *The Tombs.* Local term for a house of detention for persons above age of 15 held for trial in New York county.

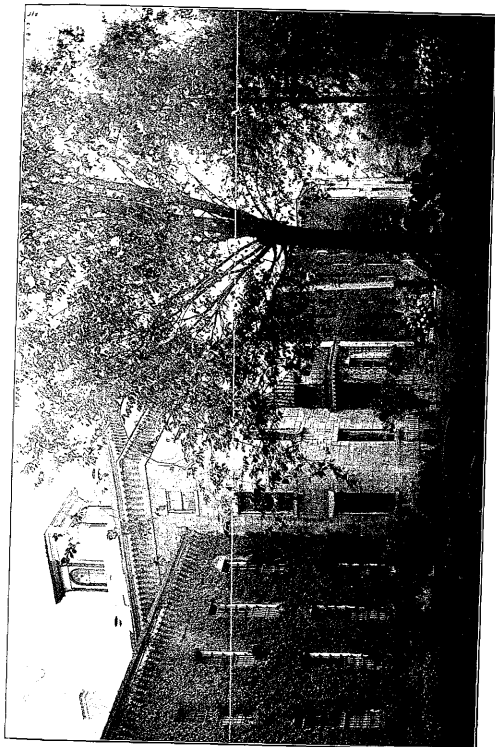
<sup>1</sup> For definition of felony and misdemeanor, see page 80.

7. *City Prison*. Official designation of the Tombs (see No. 6.)

8. *House of Refuge, Catholic Protectory, New York Juvenile Asylum, Jewish Protectory*. Titles of juvenile reform schools.

Correctional institutions under the above titles, and cognate titles in New York State are the following:

INSTITUTION	Location	Management
<i>State Prisons</i>		
Auburn State Prison . . . . .	Auburn . . . . .	State Supt. Prisons
Sing Sing State Prison . . . . .	Ossining . . . . .	State Supt. Prisons
Clinton State Prison . . . . .	Dannemora . . . . .	State Supt. Prisons
Great Meadow State Prison . . . . .	Comstock . . . . .	State Supt. Prisons
State Prison for Women . . . . .	Auburn . . . . .	State Supt. Prisons
State Farm for Women . . . . .	Valatie . . . . .	State Supt. Prisons
Matteawan State Hospital . . . . .	Matteawan . . . . .	State Supt. Prisons
Dannemora State Hospital . . . . .	Dannemora . . . . .	State Supt. Prisons
<i>Reformatories</i>		
N. Y. State Reformatory . . . . .	Elmira . . . . .	Board of Managers
Eastern N. Y. Reformatory . . . . .	Napanoch . . . . .	Board of Managers
N. Y. State Reformatory for Women . . . . .	Bedford . . . . .	Board of Managers
Western House of Refuge . . . . .	Albion . . . . .	Board of Managers
<i>Penitentiaries</i>		
N. Y. County Penitentiary . . . . .	N. Y. City . . . . .	Com. of Correction
Albany County Penitentiary . . . . .	Albany . . . . .	Sheriff
Onondaga Co. Penitentiary . . . . .	Syracuse . . . . .	Sheriff
Monroe Co. Penitentiary . . . . .	Rochester . . . . .	Sheriff
Erie County Penitentiary . . . . .	Buffalo . . . . .	Sheriff
<i>County Jails</i>		
Albany . . . . .	Albany . . . . .	Sheriff
Allegany . . . . .	Belmont . . . . .	Sheriff
Broome . . . . .	Binghamton . . . . .	Sheriff
Cattaraugus . . . . .	Little Valley . . . . .	Sheriff
Cayuga . . . . .	Auburn . . . . .	Sheriff
Chautauqua . . . . .	Mayville . . . . .	Sheriff



Women's Prison, Auburn

INSTITUTION	Location	Management
<i>County Jails — Cont'd.</i>		
Chemung .....	Elmira .....	Sheriff
Chenango .....	Norwich .....	Sheriff
Clinton .....	Plattsburg .....	Sheriff
Columbia .....	Hudson .....	Sheriff
Cortland .....	Cortland .....	Sheriff
Delaware .....	Delhi .....	Sheriff
Dutchess .....	Poughkeepsie .....	Sheriff
Erie .....	Buffalo .....	Sheriff
Essex .....	Elizabethtown .....	Sheriff
Franklin .....	Malone .....	Sheriff
Fulton .....	Johnstown .....	Sheriff
Genesee .....	Batavia .....	Sheriff
Greene .....	Catskill .....	Sheriff
Hamilton .....	Lake Pleasant .....	Sheriff
Herkimer .....	Herkimer .....	Sheriff
Jefferson .....	Watertown .....	Sheriff
Kings .....	Brooklyn .....	Sheriff
Lewis .....	Lowville .....	Sheriff
Livingston .....	Genesee .....	Sheriff
Madison .....	Morrisville .....	Sheriff
Monroe .....	Rochester .....	Sheriff
Montgomery .....	Fonda .....	Sheriff
Nassau .....	Mincola .....	Sheriff
New York .....	New York .....	Sheriff
Niagara .....	Lockport .....	Sheriff
Oneida .....	Rome .....	Sheriff
Oneida .....	Utica .....	Sheriff
Onondaga .....	Jamesville .....	Sheriff
Ontario .....	Canandaigua .....	Sheriff
Orange .....	Goshen .....	Sheriff
Orange .....	Newburgh .....	Sheriff
Orleans .....	Albion .....	Sheriff
Oswego .....	Oswego .....	Sheriff
Oswego .....	Pulaski .....	Sheriff
Otsego .....	Cooperstown .....	Sheriff
Putnam .....	Carmel .....	Sheriff
Queens .....	Long Island City .....	Sheriff

INSTITUTION	Location	Management
<i>County Jails — Conc'd.</i>		
Rensselaer.....	Troy.....	Sheriff
Richmond.....	Richmond.....	Sheriff
Rockland.....	New City.....	Sheriff
St. Lawrence.....	Canton.....	Sheriff
Saratoga.....	Ballston Spa.....	Sheriff
Schenectady.....	Schenectady.....	Sheriff
Schoharie.....	Schoharie.....	Sheriff
Schuyler.....	Watkins.....	Sheriff
Seneca.....	Ovid.....	Sheriff
Seneca.....	Waterloo.....	Sheriff
Steuben.....	Bath.....	Sheriff
Suffolk.....	Riverhead.....	Sheriff
Sullivan.....	Monticello.....	Sheriff
Tioga.....	Owego.....	Sheriff
Tompkins.....	Ithaca.....	Sheriff
Ulster.....	Kingston.....	Sheriff
Warren.....	Lake George.....	Sheriff
Washington.....	Salem.....	Sheriff
Wayne.....	Lyons.....	Sheriff
Westchester.....	White Plains.....	Sheriff
Wyoming.....	Warsaw.....	Sheriff
Yates.....	Penn Yan.....	Sheriff
<i>New York City Institutions</i>		
N. Y. County Penitentiary* Workhouse.....	New York City.. New York City..	Com. of Correction Com. of Correction
City Reformatory for Mis- demeanants.....	New York City..	Com. of Correction
Branch Workhouse, Hart's Island.....	New York City..	Com. of Correction
Branch Workhouse, Ryker's Island.....	New York City..	Com. of Correction
City Prison, New York.....	New York City..	Com. of Correction
City Prison, Brooklyn.....	New York City..	Com. of Correction
District Prisons.....	New York City..	Com. of Correction

\* Listed under penitentiaries.

INSTITUTION	Location	Management
<i>Reform Schools</i>		
State Agricultural and In- dustrial School.....	Industry.....	Board of Managers
New York State Training School for Girls.....	Hudson.....	Board of Managers
House of Refuge.....	Randall's Island.	Board of Managers
New York State Training School for Boys.....	Yorktown Hgts.	Board of Managers
Catholic Protectory.....	New York City..	Board of Managers
N. Y. Juvenile Asylum.....	Dobbs Ferry.....	Board of Managers
Jewish Protectory.....	Hawthorne.....	Board of Managers

The prison systems fall therefore into several natural divisions.

1. *State prisons*, under State Superintendent of Prisons.
2. *State reformatories*, under boards of managers.
3. *Jails and penitentiaries*, county institutions, under sheriff of respective counties.
4. *State reform schools*, under boards of managers.
5. *Reform schools*, maintained partly by public funds and partly by private funds, under boards of managers.
6. *New York city's correctional institutions*, under city's Department of Correction.

This very much decentralized administration of our prison systems has been the subject of both favorable and unfavorable criticism. Friends of separately managed institutions or groups of institutions believe that such separate administration develops interest and initiative in boards of managers and superintendents, secures larger total appropriations and gives opportunity for experimentation in new methods. Opponents of so decentralized a system believe that greater efficiency and a higher standard might be obtained by centralization of administration and supervision. It is not possible at present to speak of a trend toward the centralization of administration



of all correctional institutions, but there is a strong tendency to bring the county penitentiaries and perhaps the county jails under the control of the State.

We now proceed to consider in separate chapters the several groups of institutions.

## CHAPTER TWELVE.

### THE STATE PRISONS.

THE word prison is frequently used to denote any kind of an institution for the incarceration of criminals. To *State* prison are committed felons. Sentences to State prison must be for at least one year; sentences may include life imprisonment and even the death penalty. There are four State prisons for men and one State prison for women, as follows:

1. Auburn Prison, Auburn.
2. Sing Sing Prison, Ossining.
3. Clinton Prison, Dannemora.
4. Great Meadow Prison, Comstock.
5. Women's Prison, Auburn.

The State prisons are under the direction of the Superintendent of State Prisons, whose offices are at the Capitol in Albany.

The four prisons for males are so located as to serve the different sections of the State. Auburn is in the western central part of New York; Sing Sing, 30 miles north of New York City; Clinton Prison, 20 miles west of Plattsburg, in the Adirondacks; and Great Meadow Prison, a few miles south of Whitehall and 71 miles north of Albany.

In addition, the Superintendent of State Prisons has direction of the Matteawan State Hospital and of the Dannemora Hospital for Insane Convicts. These institutions are for the confinement of insane criminals. To Matteawan (adjoining Fishkill Landing, 58 miles north of New York) are committed persons adjudged insane by courts of criminal jurisdiction, and such convicted persons as may be declared insane while undergoing sentence of one year or less or for a misdemeanor at any of the various penal institutions of the State. All female convicts becoming insane while undergoing sentence must by law be transferred to Matteawan.

The Dannemora State Hospital is used for the purpose of confining and caring for such male prisoners as are declared

insane while confined in a State prison or reformatory, or while serving a sentence of more than one year in a penitentiary.

The Legislature of 1910 established the State Farm for Women, which has been placed under the direction of the Superintendent of State Prisons, and is being built at Valatie, 15 miles southeast of Albany.

The Superintendent of State Prisons receives his appointment from the Governor, by and with the consent of the Senate, which he holds for a term of five years. He has general supervision of the State prisons, just enumerated, the prisoners therein, and the discipline, police, contracts and fiscal concerns thereof. He appoints agents and wardens, physicians and chaplains of the prisons. The warden (whose legal title is "agent and warden") exercises general supervision (under the State Superintendent) over the government of the prison of which he is the executive head.

#### *Population of the Prisons*

On September 30, 1911, the population statistics were as follows:

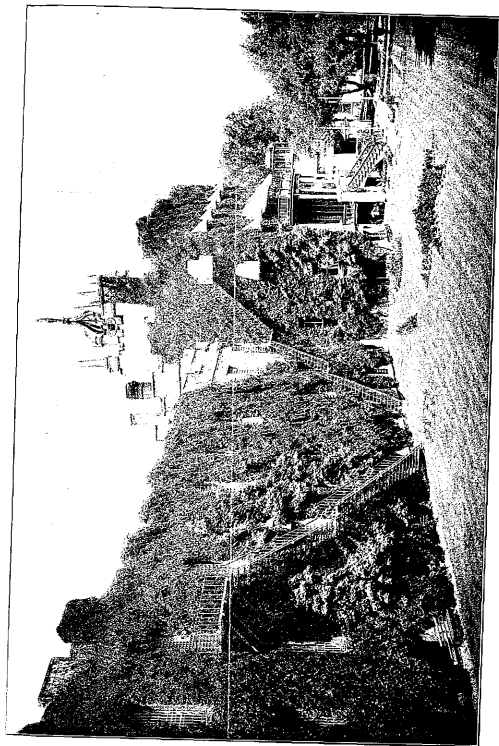
Auburn.....	1,329
Sing Sing.....	1,528
Clinton.....	1,275
Great Meadow.....	262
Women's Prison.....	132
Matteawan State Hospital.....	796
Dannemora State Hospital.....	403
	5,725

The trend of population is graphically shown by the accompanying tables.

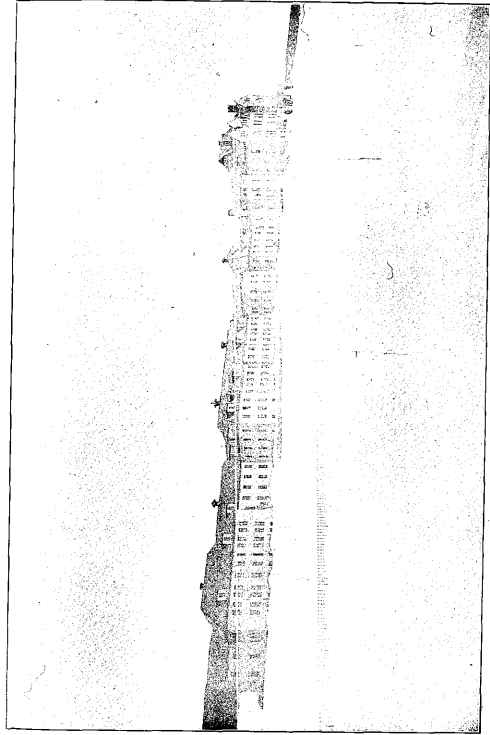
These tables do not include the population of the Women's Prison or that of Great Meadow. The total State prison population on September 30, 1911, as compared with that of September 30, 1908, 1909, and 1910, was as follows:

1908	1909	1910	1911
3,967	4,320	4,509	4,394 <sup>1</sup>

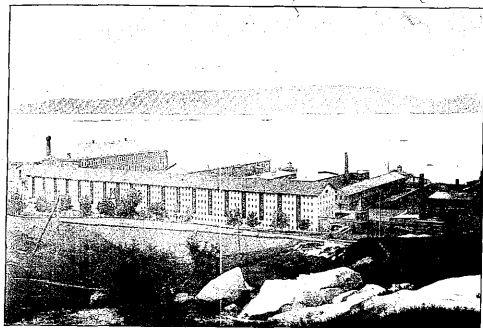
<sup>1</sup> 262 included who were in Great Meadow Prison.



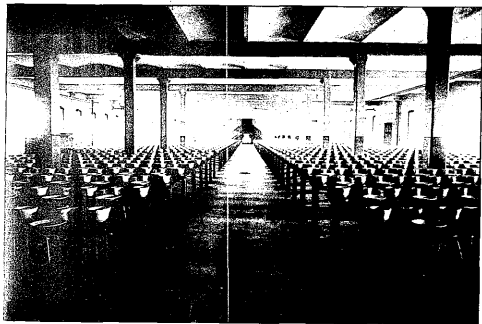
Exterior, Auburn Prison



Danmemora State Hospital

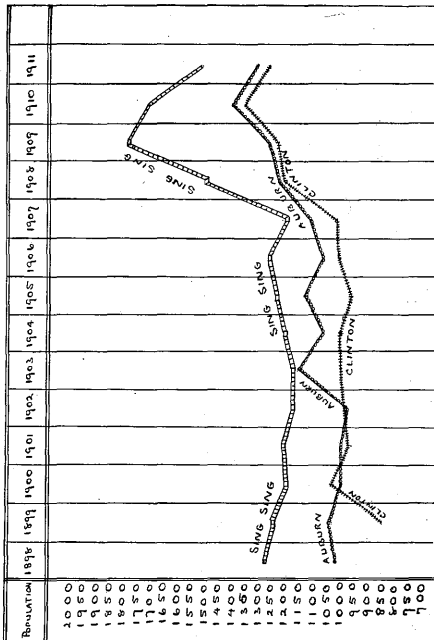


Sing Sing Prison



Mess Hall, Sing Sing

Prison Population of Sing Sing, Auburn, and Clinton Prisons  
 on SEPTEMBER 30TH OF EACH YEAR FROM 1898 TO 1911



The present Superintendent of State Prisons, Joseph F. Scott, stated in his annual report for 1911 that "as soon as preparation is made for the employment of prisoners at Great Meadow Prison, so that the cell capacity can be made available at that prison, there will be practically a cell for each prisoner and in a short time the congested conditions in the other prisons can be relieved. I am of the opinion that the prison population will decrease, rather than increase, during the next few years."<sup>1</sup>

#### *Condition of the Prisons*

Auburn, Sing Sing and Clinton Prisons are old prisons. These prisons all have the customary inside cell-block construction. Auburn and Sing Sing Prisons are historic. The system of silence enforced during the work of the prisoners in association, and the stringent punishments for infractions of rules, gave to Auburn Prison in the early nineteenth century a reputation in the United States and Europe as the origin of the Auburn System, as distinct from the so-called Pennsylvania System, enforced in the Eastern Penitentiary at Philadelphia, of constant separate confinement of each prisoner in his own cell, even during a term of years. Neither the Pennsylvania nor the Auburn system is enforced in its original rigor today.

Clinton Prison was built to serve the northern part of the State, and to furnish convicts with labor in mining. Of late years it has become in part the hospital prison of the State for cases of tuberculosis. The death rate from this dread disease has fallen remarkably within the prisons since the transfer of tuberculosis inmates was begun. In 1891 there were 76 deaths from tuberculosis within the three prisons; in 1909 only 18. The number of deaths from tuberculosis fell as low as 7 in 1906. The transfer system is not yet extended to cover all cases of tuberculosis.

The physical conditions of Auburn and Sing Sing are in part very undesirable. Not only has the average population in Sing Sing been largely in excess of the number of cells (with 1200 cells in Sing Sing an average population of 1720 for the fiscal year 1910-11) but many of the cells are the original cells of the institution, thus described in 1911 by the State Commission on Prisons, an official body appointed by the Governor

<sup>1</sup> Page 9.

with power of inspection of correctional institutions in which adult males are confined.

"Sing Sing is a very old prison. As long ago as 1906 the Legislature determined that it should be abandoned and a new prison be built to take its place. At that time the population ranged from 1,200 to 1,300, but it was considered an unfit place in which to keep any prisoners. The cell-block, which rests directly on the ground only a few feet above tidewater, is damp and unhealthful. The 1,200 cells are deficient in ventilation and light. The cubic contents of each cell are 168.67 feet. In these small cells the prisoners have to spend fourteen hours out of the twenty-four, and on Sundays and holidays a much longer time. These cells are not provided either with washing facilities or closets, necessitating the use of the bucket system."

In 1906 it was determined to build two new prisons, to supersede Auburn and Sing Sing. One prison, Great Meadow, is approaching completion, with ultimate provision for 1200 inmates. It preserves the inside cell-block system, and is modern in construction. The plans for the second prison suffered numerous vicissitudes, including change of original site from Bear Mountain to Wingdale and the ultimate abandonment of the latter site in 1912 on the ground of unsuitability. At present, except for the new prison at Comstock (Great Meadow), the prison situation is practically as it was in 1905. The present Superintendent of State Prisons has suggested that the present Sing Sing can be satisfactorily renovated for upwards of a million dollars. The Prison Association has favored neither the renovation of the present Sing Sing nor the building of a new prison upon the Wingdale site, but the erection of a new State prison upon a fertile and well located site of from 500 to 1000 acres, and the abandonment of Sing Sing Prison.

*Classification.* Prisoners convicted of felony within the judicial districts contiguous to the several prisons are sentenced to the State prison nearest the place of conviction. It is estimated that more than 70 per cent. of all the population of the State resides in New York City and in the district contiguous to Sing Sing Prison. A like proportion of all the convicts come to Sing Sing Prison, and are from there transferred to the other State prisons.

Since 1897 the State prisoners have been classified on the basis of their criminal records into the following groups:

- Group A. Prisoners serving first term for felony.
- Group B. Prisoners serving second term for felony.
- Group C. Prisoners who have already served two or more terms for felony.

First offenders are retained at the prisons to which they have been originally committed, or are sent to Great Meadow Prison. Second offenders received at Sing Sing and Clinton are transferred to Auburn. Members of Group C that are received at Sing Sing and Auburn are transferred to Clinton. So far as possible each group is kept by itself. A sub-classification of each group, based on conduct in prison, is effected by a system of honor bars and stars worn upon the sleeve, as follows:

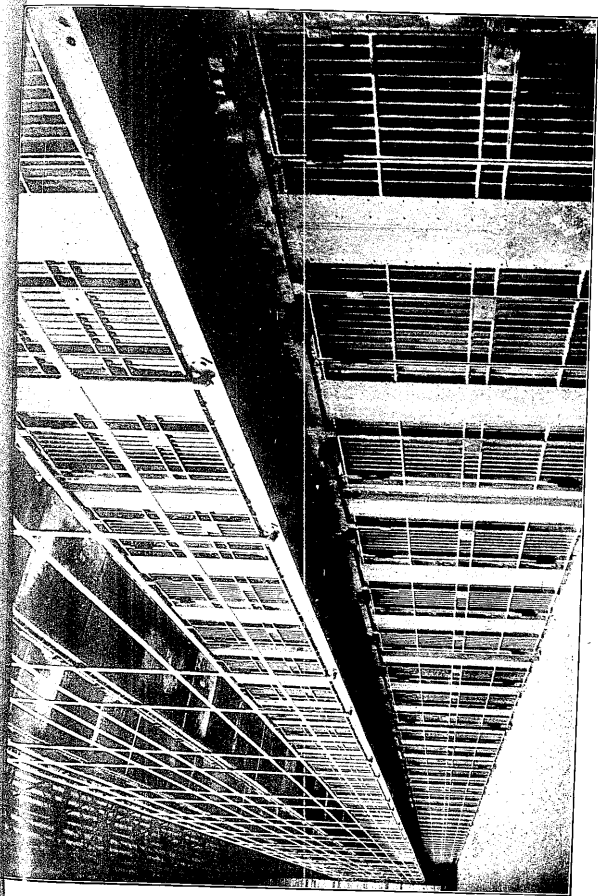
For each year of good conduct the prisoner wears a bar of red cloth upon the left sleeve, and for each five years of good conduct a red star.

Further classification has been developed by Superintendent Scott at Great Meadow Prison. "This prison," according to the Superintendent's report for 1911, "can be made unique in the prison system of the State. At present no prisoners are committed directly to this prison by the courts, but are transferred from among first offenders of the other prisons for a period before their final parole, where they may be employed in the open air in agricultural pursuits. Transfers from the other prisons to Great Meadow are looked upon in the light of a reward."<sup>1</sup>

#### *Indeterminate and Definite Sentences*

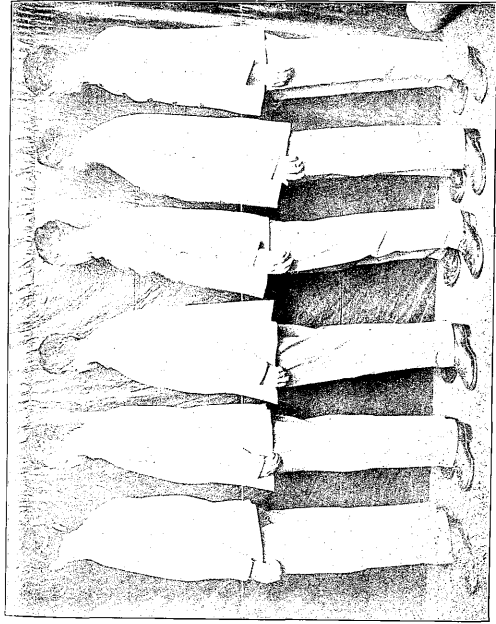
Two forms of sentences are imposed upon prisoners committed to the State prisons. They are known as the indeterminate sentence and the definite sentence. The criminal who, according to the records before the court, has never before been convicted of a felony is sentenced to an indeterminate term of imprisonment.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

<sup>1</sup> Annual report, 1911, p. 12.



Great Meadow Prison — Cell Block, West Side





Honor Bars, New York State Prisons

shall not exceed one-half the longest period provided by law as a punishment for the particular crime.

Under the indeterminate form of sentence the prisoner cannot earn commutation (see below under definite sentence), but after serving his minimum term, if he has a good record he may become eligible for parole (see pages 115-119).

The persistent or professional criminal, who has previously served one or more terms for felony, is on subsequent conviction sentenced to serve a definite term which is fixed by the court. By good conduct the prisoner so sentenced may earn commutation time sufficient to shorten materially the period of service.

For example. A five year term may by good conduct be commuted to three years and seven months. A ten year term may be commuted to six years and six months. The scale of commutation is as follows: For the first year, 2 months; for the second year, 2 months; for the third and fourth year, 4 months each; for each successive year, 5 months. A 10-year term is thus reduced:

1st year = 10 months.	6th year = 7 months.
2d year = 10 months.	7th year = 7 months.
3d year = 8 months.	8th year = 7 months.
4th year = 8 months.	9th year = 7 months.
5th year = 7 months.	10th year = 7 months.

Total . . . . 78 months = 6 yr. 6 months.

From 1889 to 1901 only a small number of prisoners were received at the prisons under indeterminate sentences. After an amendment to the law in 1901 the number increased rapidly. In 1908 a further amendment provided that all first offenders convicted of crimes other than murder in the first degree should be sentenced to indeterminate terms. Eventually two-thirds of the prison population will be serving under indeterminate sentences.

By an amendment in 1907, a person convicted of murder in the second degree and sentenced to life imprisonment may become through good conduct eligible for parole after serving twenty years.

The purpose of the indeterminate sentence law is to stimulate the prisoner to good conduct and to reformation through the opportunity offered him to shorten his term of imprisonment.

*Prison Progress*

The first decade of the twentieth century was marked, in the State prisons, by noteworthy progress in sane humanitarian principles of administration and discipline. Progress has been marked by the following innovations not already referred to:

Penalty for fourth conviction for felony an indeterminate sentence with maximum of life sentence.

Dannemora State Hospital opened and the segregation of the convicted from the unconvicted insane prisoners accomplished.

Mattewan and Dannemora State Hospitals enlarged.

Graduated scale of compensation for prison officers.

Suitable and well-equipped hospital accommodations provided at Clinton Prison for tuberculosis patients.

Electric lights installed in place of kerosene lamps in prison cells.

Striped clothing abolished.

Custom of clipping prisoners' hair abolished.

Tin plates and cups in mess hall replaced by those of crockery.

An oven provided in each prison which permits greater variety in preparation of food without increased cost.

Lockstep abolished and military method of marching substituted.

A comprehensive school system for prisoners established in the prisons.

Classification rules enforced. First offenders and confirmed criminals kept separate in every department of the prisons.

Adoption of honor emblems; each prisoner's conduct record indicated by chevrons on the left sleeve of his coat.

System of numbering shirts and underwear by which each prisoner receives from the laundry the same garments he turns in. Indiscriminate distribution of garments from laundry prohibited.

A barber shop with homely but sanitary equipment established in each workshop with individual lather cup and soap for each prisoner. Travelling barber shops abolished.

Competent dentists and oculists give prisoners' teeth and eyes such attention as they actually require.

Prisoners clothed in summer in light weight washable suits.

Inauguration of the finger print system of identification in 1903.

Since the above list was published in the annual report of the Superintendent of State Prisons for 1907<sup>1</sup> further beneficial innovations have been the following:

<sup>1</sup>Pages 13-14.

Increase in earnings of industries.

Development of prison schools.

Reasonable modification of laws regarding definite sentences.

Development of Bureau of Identification.

Great increase in parole work.

Partial construction of Great Meadow Prison, and development of honor system.

Development of "agricultural-graduate" prison.

Work begun on State Farm for Women.

*Prison Industries.* The prison labor question is the most complicated problem relating to the State prisons. Theoretically the principles governing prison labor in this State are simple; practically the administration of an equitable system of prison labor is extremely difficult.

In the United States a number of systems of prison labor exist: the lease system, the contract system, the piece-price system, the State account system and the State use system. Of these systems, briefly outlined in the following paragraphs, only the State use system is legal in New York.

*Lease system.* The leasing of prisoners at so much per capita to contractors, who maintain the prisoners. Example: the turpentine forest convict gangs of Florida.

*Contract system.*—The selling of prisoners' labor, on a per diem per capita basis to contractors. The State generally furnishes building, light, heat, power, supervision, and prisoners, the contractor furnishing material and instruction. Per diem prices paid for convict labor range from a few cents to over a dollar. Example of contract labor: the industries at the Maryland State Penitentiary.

*Piece-price plan.*—A variation of the contract system, whereby the State sells to the contractor its prison labor product, instead of the labor of its prisoners.

*State account system.*—The State manufactures on its own account, by the labor of its prisoners, one or more products, and sells the same in the open market. Example: the binder-wine industry of the Minnesota State Prison.

*State use system.*—The State sells its prison labor products, not in the open market, but to itself and to the political subdivisions

of the State, such as counties, cities and towns. Prohibited from selling to the public. Example: New York State.

The above systems are financially profitable in general in the order of their sequence in the above outline. The outright leasing of convicts for a blanket sum of several hundred dollars and no maintenance cost to the State is largely clear profit. The State-use system, restricting the market and making the prison industries only one feature of the educational and reformatory policy of prison administration, has proved so far the most expensive, the net profits falling in New York State far short of the costs of maintenance.

The production and marketing of prison products in this State is governed by Article 7 of the Prison Law, and by Article III, Section 29 of the Constitution of the State of New York. The main provisions are the following:

No inmate of any prison, penitentiary, jail or reformatory shall be required or allowed to work while under sentence thereto, at any trade, industry or occupation, wherein or whereby his work, or the product or profit of his work, shall be farmed out, contracted, given or sold to any person, firm, association or corporation. Convicts may work for, and the products of their labor may be disposed of to, the State or any political subdivision thereof, or for or to any public institution owned or managed and controlled by the State, or any political division thereof.

Constitution, Article 3, Paragraph 29, and  
Prison Law, Article 7, Paragraph 170.

Physically capable State prisoners to be employed so far as possible at hard labor for eight hours daily.

Prison Law, Article 7, Section 171.

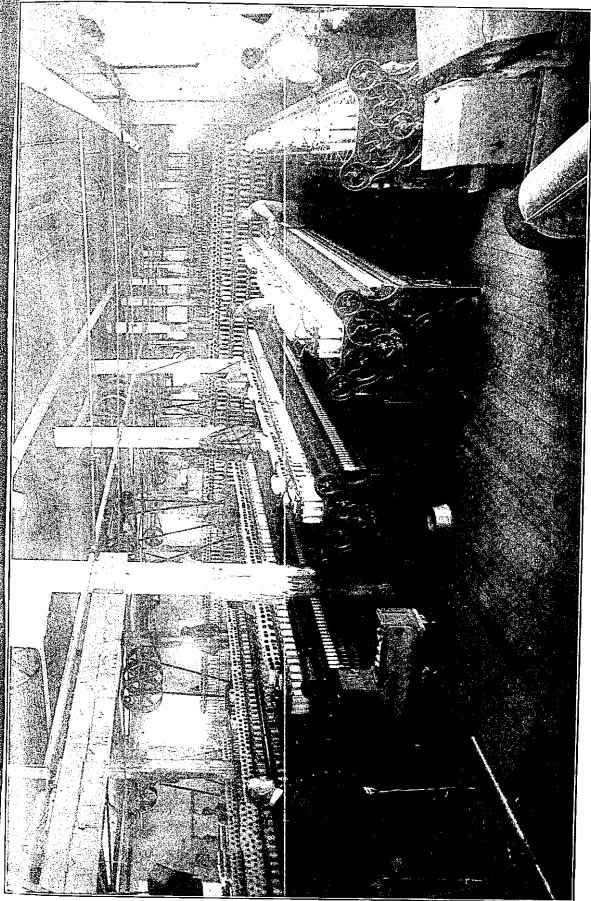
Labor of prisoners of first grade to be educational; of second grade to be primarily for State or political divisions; of third grade for preservation of health or for benefit of State or political divisions.

Prison Law, Section 172-174.

Prison Commission to establish rules and regulations for employment of prisoners.

Prison Law, Section 175.

All articles manufactured in the State prisons, reformatories and penitentiaries, and not required for use therein, shall be of



Cotton Shop, Clinton Prison

the styles, patterns, designs and qualities fixed by the Board of Classification, and may be furnished to the State, or to any political subdivision thereof, at and for such prices as shall be fixed and determined by the Board of Classification (said board consisting of the Fiscal Supervisor of State Charities, the State Commission of Prisons and the Lunacy Commission). No article manufactured by the prisons shall be purchased from any other source, for the State or public institutions of the State, or the political divisions thereof, unless the State Commission of Prisons shall certify that the same (articles) cannot be furnished upon such requisition.

Prison Law, Section 182-3.

The Board of Classification fixes the prices of prisoners' labor, and of prison products, as near the usual market prices as possible.

Prison Law, Section 184.

The earnings of prisoners are graded by the warden of the respective prison, but shall not exceed ten per cent. of the earnings of the respective prison. For misconduct or violation of the rules the prisoner may forfeit fifty cents a day from his earnings.

Summarizing the foregoing paragraphs, we find that the prison labor products may not be sold in the open market; that eight hours' labor a day is required of able-bodied prisoners, and that earnings not to exceed ten per cent of the prisoners' earnings may be paid to prisoners.

What has the State use system produced? Reports are very favorable or unfavorable, as one culls from different sources.

Mr. F. H. Mills, sales agent for the Prison Department, has recently stated:<sup>1</sup>

"For the past fifteen years the prisoners in the State of New York have been employed in the manufacture of supplies for the State, its institutions and political divisions, and in farm work, the erection of new buildings and other outside work. During that time the value of supplies so furnished has been \$10,548,401.38, and the amount credited to the State for earnings from the business so carried on has been \$1,704,217.81. The amounts represent the financial result of the manufacturing

<sup>1</sup> Report of Committee on Prison Labor, American Prison Association, Baltimore, November 14, 1912.

enterprise where two-thirds of the prisoners were employed, one-third being employed in farm work, building erection and repairs, and in the feeding, clothing and care of the prison and prisoners. No account has been made of the prisoners' work except in the manufacturing departments, but a fair estimate of the work accomplished outside of the manufacturing department is \$500,000, making a total earning of \$2,204,217.81.

"The catalogue of articles manufactured in the New York prisons comprises more than seven hundred different articles. There are in the prisons twenty-six separate industrial organizations. Seventy-five different trades are carried on; the convicts assigned to and working at these different trades are placed in exactly the same relative position as to labor and the ways of acquiring a living by their own efforts as that which they must meet after their release from prison. Clothing is made for institutions, the investment in raw material being confined to raw cotton and raw wool. The wool is scoured, picked, carded, spun into yarn and woven into cloth, which is finished, tailored and made into suits. Cotton is put through the same processes and made into underwear, stockings and the whole range of cotton cloths. Shoes are made by modern methods and up-to-date machinery. Printing is done with new appliances. A newspaper is printed, all the matter being contributed by the convicts. Street brooms and the whole line of street cleaning equipment is made. Baskets, brushes, woodenware, tinware, kettles, ironware, brass and iron beds, chairs, bureaus, general furniture and cabinet ware are made in a large variety. Two hundred prisoners are employed in the manufacture of school furniture.

"The whole manufacturing business, as here outlined, is directed and carried on by the Superintendent of State Prisons. The immediate direction of the detail, the supervision of the purchase of raw material, and the placing of the product is in the hands of one deputy, with an industrial superintendent in each prison and a supervisor at Albany. The expert supervision in the several prisons is limited to a citizen foreman and instructor for each branch of industry.

"The placing of the product within the prescribed limits of the law is really the most difficult part of the so-called State use system. The law directs the Superintendent of State Prisons to cause to be manufactured such articles as are needed and used in the several institutions and political divisions of the

State, and it in turn directs the several purchasing officers to buy these articles of the prisons, and it further prohibits the auditing officers from paying bills for such goods purchased elsewhere. All this would seem to make it easy for administration, but it is just at this point where the law either breaks down by unwise selection of articles to be made, and the market is lost because of the failure of the prisons to supply standard product in reasonable time, or succeeds by the prison's ability to meet reasonably the demand of the purchasers.

"A Commission appointed in 1911 to investigate conditions in the prisons of New York reported that the potential market created by the law in the State for prison products amounts to \$20,000,000 per annum, and they criticized the prison administration for their failure to supply this large market. The ideal condition in prison labor will of course be reached when we can give satisfactory industrial training without any resultant product to compete with outside labor. However, since this is not possible, your committee believes that work must be provided for the men, and the product resulting from such employment should be distributed where it will compete as little as possible, which we interpret to be first to the prisons, then to the State institutions, the schools, and then whatever product remains to the political divisions of the State generally. The law contemplates primarily the employment of the prisoners. The sale of the product is incidental. It is not the intention of the law that the prisons should reach out for more than enough work than is necessary to keep the prisoners employed."

The reference in the preceding paragraph to the report of an investigating committee refers to a commission appointed by Governor Dix in 1911 to examine the Department of State Prisons. This Commission reported on December 26, 1911, in part as follows:

"Our investigation of the prison industries shows a riot of management, waste and wrong-doing. Of a possible market to the State and municipal departments of not less than \$20,000,000 per annum, the prison industries with the free labor of 4,400 men and no overhead charges, except supervision, have supplied less than \$1,000,000 per annum. With an ample field for labor, prison industry has paid only 15½ per cent. of the cost of prisoners' maintenance. The failure to fill the orders open to the prison industries keeps a third of the prisoners in

absolute idleness. Those who are given work are occupied much less than the legal working day and are allowed to idle away most of their time at that. We believe that the prison industries must continue to be unsatisfactory until the more profitable industries are extended and additional facilities are provided for the employment of the idle convict population and the work of each convict is so arranged under the present statutory conditions that his efforts will be of the highest efficiency from the point of view of production.

"We conclude that the prison industries have not had a fair chance in this State. If managed under the Superintendent of Prisons by such a man as would ordinarily be employed to conduct a business of \$5,000,000 to \$10,000,000 a year, they would give better results. It is possible that they would make the prison system self-supporting.

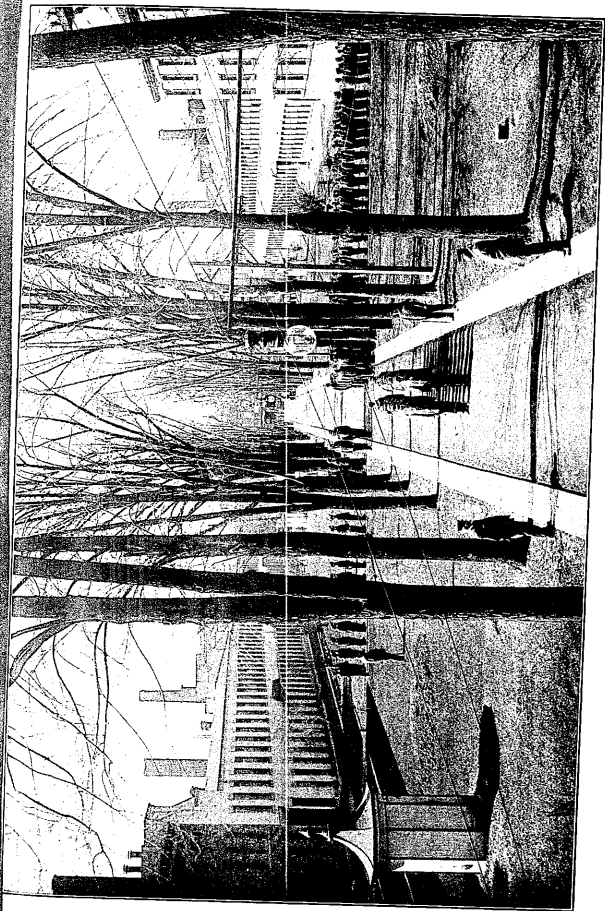
"Your commissioners find and report that the greatest source of criticism and censure in the Department of State Prisons, apart from specific instances of corruption, lies in the management and control of the prison industries. Neither the spirit nor the letter of the law applicable thereto has been observed; the immense economic possibilities have been neglected; and the entire management of that part of the department which is basic to our present prison system has been palpably lacking in the acumen and energy essential to a successful business administration.

"The Prison Law requires that prisoners in the State prisons shall be employed at hard labor. The prisoners themselves desire to work, and prolonged confinement to cells, with the obvious evil consequences which it breeds, is extreme hardship; nevertheless, each of the State prisons contains a large and unnecessary percentage of idle men. The distribution of the convict population at Sing Sing on February 28, 1911, is a fair illustration of this condition:

Employed in maintenance department..	443	25 per cent
Employed in industries.....	790	44 per cent
Idle (assigned to maintenance).....	480	27 per cent
Idle (condemned, invalids, etc.).....	78	4 per cent
	<hr/>	<hr/>
	1,791	100 per cent
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"By these figures 27 per cent of the available convict population were idle, and in addition we further find a large propor-





Prison Yard, Auburn Prison

tion of the men assigned to work in the maintenance department have no real duties and their labor could be utilized to better advantage to themselves and the State if they were employed in the industries of the prison. Of the men assigned to the industrial department, a large part are not actively engaged. The proper and desirable segregation of second and third-term offenders does not necessitate that such convicts shall remain in enforced idleness.

"Your Commissioners find that the conditions in this State are particularly favorable to the profitable operation of prison industries. By statute the prisons are given certain economic advantages over similar industries operated in the open market at a profit to the manufacturer. The law requires that no article manufactured by the prisons shall be purchased from any other source for the State or institutions of the State or political divisions thereof. The market so established is constant and certain. Competition is eliminated and the selling expense is reduced to a minimum.

"Not only is the available market constant and certain, but we find that it is of sufficient magnitude to consume an output many times the amount now produced by the prison industries. The expenditures for supplies for the City of New York alone, exclusive of such items as coal, foodstuffs, forage, horses, etc., aggregate \$16,000,000 annually. The sales of the State prisons in the entire State amount each year to about \$900,000. Labor is practically free. By statute, the price of the manufactured article is maintained at the market price and the earnings bear no charges for depreciation of plant, taxes, rentals or interest.

"Notwithstanding these advantages conferred by statute, the prisons fall far short of being self-supporting. The penal institutions for the fiscal year ending September 30, 1910, cost the State of New York approximately \$2,000,000; and for the last fiscal year the profits on the sale of prison-made goods, over and above the bare cost of materials and supervision, were \$158,000. The average profit so obtained during the period between the years 1890 and 1900 was 18½ per cent of the amount required to maintain the prisoners, exclusive of expenditures for new construction and betterments; and in the period between 1900 and 1910 this percentage fell to 15½ per cent. To support themselves, without contributing anything to the treasury of the State, there would be required a six-fold increase in the productiveness of the work of the convict population."

It is evident from the above widely differing analyses that the problem is complicated and bewildering. The State Investigating Commission in 1911 did not present a thorough-going constructive program for the reorganization of the prison industries, although the chance given to the Commission was exceptional.

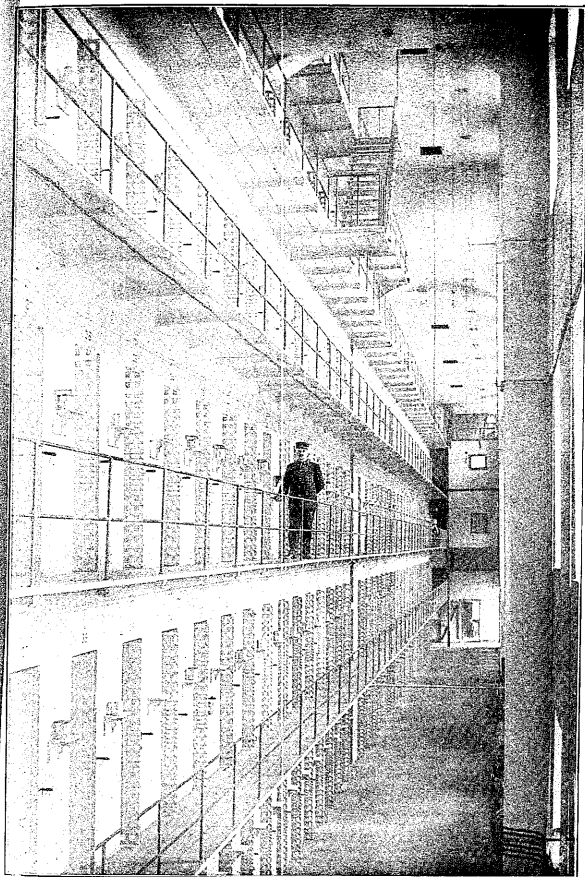
Still further complicating the distribution of the products is the provision of law whereby the State Commission of Prisons alone has legal authority to grant releases, i. e., permission to buy in the open market instead of from the prisons, because of the limited capacity for production. The Investigating Commission's report stated in this connection.<sup>1</sup>

"By statute, these releases may be granted only by the State Commission of Prisons, but we find that it has been the practice to grant, as a matter of course, a request for a release presented by the Superintendent of Prisons without independent investigation by the Prison Commission. As a result of the magnitude of the unsupplied market and the requisite detailed knowledge of industrial conditions, the function of passing upon these requests for releases has been delegated by the Superintendent of Prisons to a subordinate. Your commissioners find that approximately 60 per cent of all releases have been granted upon the recommendation of the sales agent of the Prison Department in New York City."

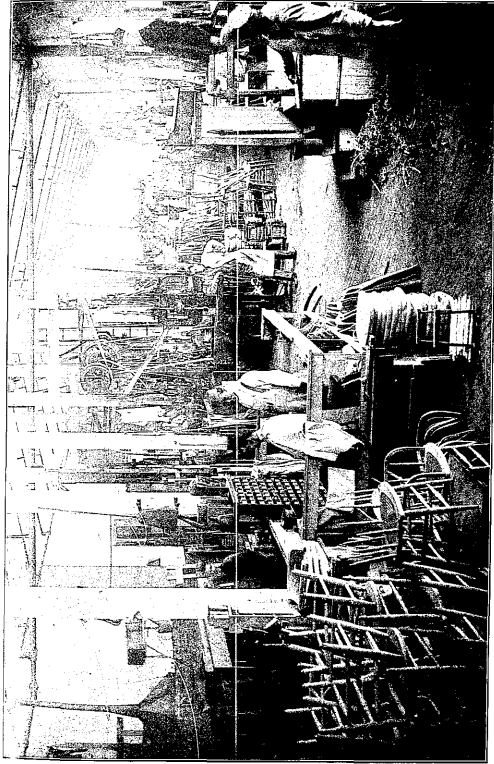
From this situation has arisen the anomalous situation that the Prison Commission, required to release or not to release in accordance as the prisons cannot or can supply the required articles, works often in the dark, not knowing whether the articles are available, or not having personal knowledge of the facts.

It is inevitable that radical changes in the administration of the prison industries are necessary. The Prison Association believes that a comprehensive analysis of the prison industries should be made, preferably by a governmental agency and certainly by experts, and with the elimination of political motives or bias, and that such a study should eventuate in clear-cut, intelligible and well-founded recommendations as to the most efficient management of the prison industries.

<sup>1</sup> Page 10.



Cell Hall, Clinton Prison



Chair Shop, Auburn Prison

To give an idea of the present scope and financial importance of the prison industries, the following statements are given:

## PRINCIPAL INDUSTRIES.

Sing Sing:	
Clothing,	Printing and stationery,
Shoes,	Carts and wagons,
Brushes and mattresses,	Knitting and hosiery,
Sashes and doors,	Foundry.
Auburn:	
Cabinet department,	Bed and brass department,
Cloth department,	Brooms and baskets,
Iron castings and school furniture,	Blankets and towel ing (women's prison).
Clinton:	
Shirts and clothing,	Woodenware,
Tinware,	Spinning.
Weaving,	
Great Meadow Prison:	
Construction,	Farming.

## PRODUCTS, EARNINGS AND MAINTENANCE OF PRISONS.

(Including Sing Sing, Auburn, Clinton and Women's Prisons).

YEAR	Products	Profits	Main-tenance
1905 .....	\$814,121	\$138,036	\$486,685
1906 .....	833,245	137,105	503,447
1907 .....	819,750	111,331	495,108
1908 .....	952,464	149,267	516,837
1909 .....	866,950	118,876	602,752
1910 .....	893,244	158,034	645,373
1911 .....	826,825	136,951	639,007

*Parole*

Parole means the supervision of prisoners who have been released from prison on condition that they undergo a period of conditional liberty during which they shall maintain good conduct, be industrious, and obey the rules and regulations laid down by the Board of Parole.

The Board of Parole<sup>1</sup> for the State prisons consists of three members: the Superintendent of Prisons, and two members appointed by the Governor. The Board meets once a month at each of the four State prisons, maintains a system of marking prisoners, determines the eligibility of prisoners for parole, releases prisoners on parole, maintains a system of supervision of prisoners on parole, and seeks to secure the return of those who violate their parole. It is also the duty of the Board to make examination and report to the Governor with its recommendations on all applications referred to it by the Governor.

Prisoners subject to parole are those whose sentences are indeterminate (see page 104). Thus: John Doe, sentenced to Sing Sing for not less than two years nor more than four years, is eligible for parole, so far as the time limit is concerned, when his first two years, the minimum, have expired. The Parole Board has full authority in its discretion to hold him imprisoned until the expiration of his maximum sentence.

In the following paragraphs we deal solely with the parole system of the State prisons and its results. Parole in several forms is in practice in the various adult and juvenile reformatories of the State, and will be described under the proper headings.

The report of the Parole Board for the twelve months ending September 30, 1911, gives an idea of the nature and volume of the work.

Initial applications of prisoners heard.....	877
Paroles granted on initial hearings.....	644
Percentages of paroles granted on initial hearings.....	73%

Reapplications heard.....	521
Reapplications granted.....	184
Percentages of reapplications granted.....	35%

Total cases paroled during year.....	828
Declared delinquent while paroled.....	204
Proportion declared delinquent to number paroled.....	24%
Arrested and returned to prison.....	78
Proportion arrested to delinquents.....	38%

<sup>1</sup> Prison Law, Sec. 210.

The statistics of the Parole Board do not give an adequate survey of the whole period since parole was administered by the Board, but the following figures are herewith cited:

Prisoners on parole and in good standing September 30, 1911.....	665
At large and delinquent on same date.....	413
Percentages of delinquents during year.....	18%

A more general view is obtained from a report written by a member of the Board of Parole in the summer of 1911, George A. Lewis, and published in the New York Herald.

"Of the value of parole in the State of New York there need only be said that, so far as the parole authorities have been able to learn, out of every 100 men paroled from Sing Sing, Auburn and Clinton prisons, since the system went into practical effect, in October, 1901, eighty-three have made good. During the ten years, approximately 2,000 men on parole have complied with all conditions required of them and have been discharged. Aside from the moral advantage derived from the parole, the State has made a material gain to the extent of some hundreds of thousands of dollars that would otherwise have been expended for the maintenance in prison of men who have been at large and are self-supporting.

"The hope of early and favorable action furnishes the strongest incentive for the prisoner to conduct himself without fault in his cell, in the workshop and in the school. The family and friends on the outside bestir themselves to obtain suitable offers of employment (which are always investigated by the board) a proper place of abode, and to enlist the interest of good people generally to lend a helping hand to the released prisoner.

"In each instance the application for parole, signed by the prisoner, contains a statement as to his regular trade, profession or vocation, an account of his occupations in prison, his hopes and expectations on his release, with full details as to prospective employment, while on parole and residence during the period. This application is accompanied by a written statement made by the prisoner at the beginning of his term, and by separate reports of the warden, the prison clerk, the principal keeper, the prison chaplain, the principal of the prison school and the district attorney who had prosecuted the case generally. Each prisoner's preliminary statement, filled out

and signed on entering prison, covers about thirty-five points, including his own version of his criminal history, particulars of his conviction, family relations, information relating to drinking habits and insanity in the family, his own account of the particular crime for which he was convicted and his industrial history, with the names of his employers.

"The report of the warden gives his estimate of the character and capacity of each man, with that official's view as to the probability of the prisoner keeping his parole. The report of the prison clerk is as to the convict's crime, the date of his reception in prison, his criminal history as revealed by photographs, finger-prints, and measurements, and an account of punishments, if any, and other particulars from the prison records. The principal keeper's report is along the same lines as that of the warden, but made out quite independently, as is another by the prison chaplain. The prison physician's report is as to the prisoner's physical and mental condition, and his ability to do work of various kinds. The report of the principal of the school shows the conduct and progress of the prisoner in the classes, unless he has been excused as competent or on account of bodily or mental disabilities. The report of the district attorney who has convicted the prisoner is merely a statement of his views as to the advisability of granting the parole.

"In addition to these formal documents, each prisoner's report contains letters from persons whose names he has given as references, and offers of employment, written with a blank form and signed by the proposed employer, before a notary giving his name, address and business, and stating the amount of wages he proposes to pay and whether the amount includes board. These offers of employment have been investigated thoroughly by a parole officer or some one connected with the board, and have been endorsed as approved or otherwise. All of the documents have been prepared with care and deliberation within six weeks of the meeting of the board.

"Each applicant is brought separately before the Board of Parole, the Superintendent of Prisons generally presiding. As a misstatement to the Board, if detected, has a most unfavorable effect upon the prisoner's petition for parole, and as any statement he may make is subject to verification, he generally speaks the truth \* \* \*. The Parole Board does not permit prisoners to avail themselves of the services of lawyers to present their cases or argue them upon the Board by arguments or appeals, whether written or oral."

Prisoners are paroled by the Board to individuals or to organizations. During the last two years and a half the Prison Association has consistently extended its parole service to the State prisons and has received since January of 1911, 196 prisoners on parole. The records of these men have been remarkable during the parole period. The men themselves are of the "nobody's friend" class, men who generally have not succeeded in finding friends or employment, and for whom the Prison Association therefore is willing and glad to stand sponsor.

There are still a number of weaknesses to the State prison parole system. There are not enough parole officers. The three parole officers, assigned one to each prison, find it quite impossible to keep under supervision the very large number of men on parole. Offers of employment give the parole agents much to verify. Delinquent prisoners on parole must be found and brought back to prison. The State is large. A system should be developed as soon as possible to keep under supervision, through committees throughout the State, the men paroled from prison. More parole officers should be engaged by the State. The men on parole should probably be visited more frequently than at present. A larger degree of friendliness between officer and paroled prisoner can be developed.

Furthermore, in the opinion of the Prison Association, the Parole Board should be composed of men who can give their entire time to the duties of the Board. They should be appointed with that understanding. Their salaries should be sufficient compensation for high grade service. Undoubtedly there should be an executive staff to assist the Board and to carry out their rules and regulations, and to obtain still more adequate information as to the eligibility of prisoners for parole.

Parole and the indeterminate sentence are two parts of a modern and effective instrument for the reformation and rehabilitation of lawbreakers. The one without the other is much less than half-effective. The parole period is as crucial a period as the prisoner passes through. The State has not yet awakened to this fact, and treats the post-prison months of the parole with relative indifference, so far as the granting of appropriations for adequate supervision is concerned. A comprehensive development of the parole system can come none too quickly.



*Punishments and Pardons.* Corporal punishment is forbidden by law in the correctional institutions of the State. "No guard in any prison shall inflict any blows whatsoever upon any prisoner, unless in self-defense, or to suppress a revolt or insurrection."<sup>1</sup> If, in the opinion of the warden, unusual punishment is necessary, to produce the entire submission and obedience of any prisoner, it is the duty of the warden to confine such prisoner in a cell, upon a short allowance, and to retain him therein until he shall be reduced to submission and obedience. The punishment is subject to the supervision of the physician, and is solitary. Dark cells are still used in the prisons, but the tendency is strongly away from them. At Auburn Prison a separate isolation building has been erected, with large cells, a small yard opening from the cell, and facilities for the careful guarding of recalcitrant prisoners. This robs the prisoner of the sense of heroism or martyrdom by removing him from the immediate knowledge or scrutiny of his fellows, and has materially reduced the cases of punishment, although the conditions of such solitary confinement are materially better than was the case in the old dark cells.

<sup>1</sup> Prison Law, Sec. 153.

## CHAPTER THIRTEEN.

### ELMIRA AND NAPANOCH REFORMATORIES.

THE Elmira Reformatory is probably the most noted prison in the world. Opened in 1876, it was the first reformatory in Europe or America established for adults. Its methods and principles are known through the world of penology. Its official title is the New York State Reformatory. In 1901 the Eastern New York State Reformatory at Napanoch, 105 miles from New York City on the New York, Ontario and Western Railroad, was opened. The two reformatories are under the same board of managers. Napanoch holds the older or more unruly inmates; Elmira is the reception reformatory for both reformatories. The city of Elmira is situated on the Erie and on the Delaware, Lackawanna and Western Railroads, 265 miles from New York and 146 miles from Buffalo, and is the county seat of Chemung county. The reformatory is situated on an elevated plateau, several miles from the city's centre. It is a congregate prison. The population on September 30, 1911, was 1,285. On the same day there were at Napanoch 431 inmates, a total in the two reformatories of 1,716.

Reformatory principles today permeate not only juvenile reform schools and the score of State reformatories for adults in this country, but also most of the modern American prisons. The New York State prisons are often called "prisons on reformatory principles." English and continental prisons show the reflection of American reformatory methods.

What are the Elmira principles? Briefly, the reformation and rehabilitation of the inmates through physical, industrial, mental and moral education. The divisions of activity at Elmira corresponding to these departments of education are

1. The gymnasium and military training.
2. The trade schools and other industries.
3. The schools.
4. Religious and ethical training.

In short, Elmira seeks to make the unfit young man fit for freedom and for self-support by a comprehensive interlocking system of activities that make him to an extent the master of his fate. The Reformatory is regarded primarily as a training school for honest, intelligent, industrial life and not as a place of punishment. It aims to supply what the school and the home and outside employment have not supplied or taught.

The machinery for the purpose has developed through nearly forty years. The following sections of this chapter present the system in some detail.

*The Management.* Elmira Reformatory is governed by a board of seven managers, appointed by the Governor. The terms of office of the managers expire in turn, one each year.<sup>1</sup> The members receive no compensation beyond their reasonable expenses. The same board manages the reformatory at Napanoch. The managers make the rules and regulations, not inconsistent with law, for the proper government of the two reformatories. They appoint the general superintendent, the assistant superintendents and other employes. They may transfer prisoners from one reformatory to the other, or to a State prison, in case of incorrigibility or for other proper cause.

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The law further provides<sup>3</sup> that "a male between the ages

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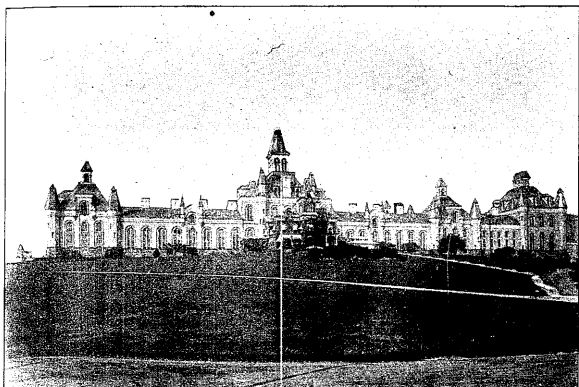
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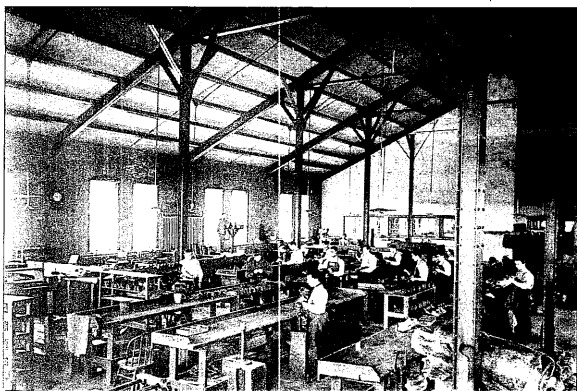
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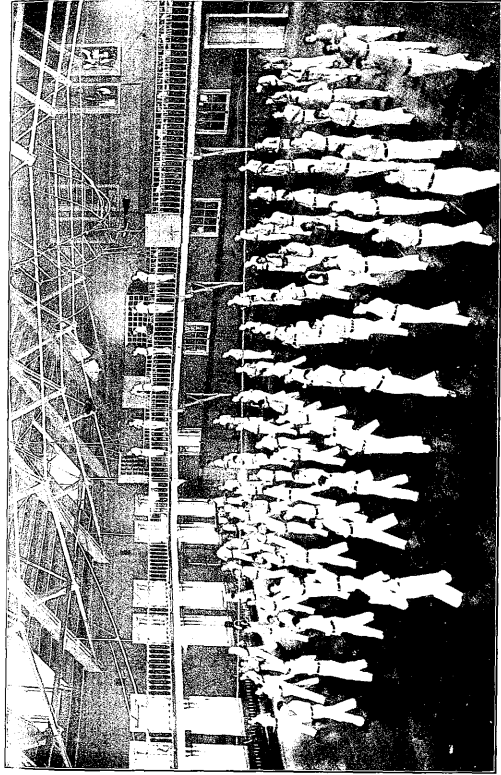
<sup>3</sup>Section 700, Penal Code.



Elmira Reformatory



Shop, Elmira Reformatory



Elmira Reformatory — Class in Physical Culture

of 16 and 30 convicted of felony who has not heretofore been convicted of a crime punishable by imprisonment in a State prison may, in the discretion of the trial court, be sentenced to imprisonment in the New York State Reformatory at Elmira."

*The Merit System.* The basis of the reformatory system is the marking system, which makes ultimate release on parole dependent upon his conduct and progress. There are three grades: first, second and third, the first grade being the highest. An inmate upon his entrance is admitted to the second grade. An inmate, to be promoted from the second grade to the first grade, must have to his credit six perfect months in demeanor and must have passed in his examinations in the school of letters and the trade school. An inmate may be reduced in grade if he makes imperfect months in succession, or for serious conduct in any one month. An inmate in the first grade may be paroled after making six perfect months in demeanor, if he also passes his examinations in the school of letters and the trade school. Parole is granted by vote of the board of managers (see page 128).

*Methods.* The following description of methods employed at the Elmira Reformatory was written in 1910 by Mr. Joseph F. Scott, formerly general superintendent of Elmira and Napanoch reformatories:<sup>1</sup>

The methods employed in the reformation of criminals do not and cannot differ materially from those employed in the instruction of the young in the community at large. It is the aim of the methods employed in the reformatory to develop the inmate physically, quicken him mentally, improve him morally, teach him obedience and self-control and equip him industrially; consequently there are provided for these purposes a gymnasium, a military organization, a school of letters, religious and ethical instruction, trades schools and a marking system.

It is designed to have each inmate take a course in physical culture. There are two general classes of pupils assigned to the gymnasium for treatment; one of these is composed of all the new arrivals; this class usually comprises between 200 and 300; its sessions occupy one and a half hours daily. The other

<sup>1</sup> Correction and prevention, Vol. II, pp. 102-106.

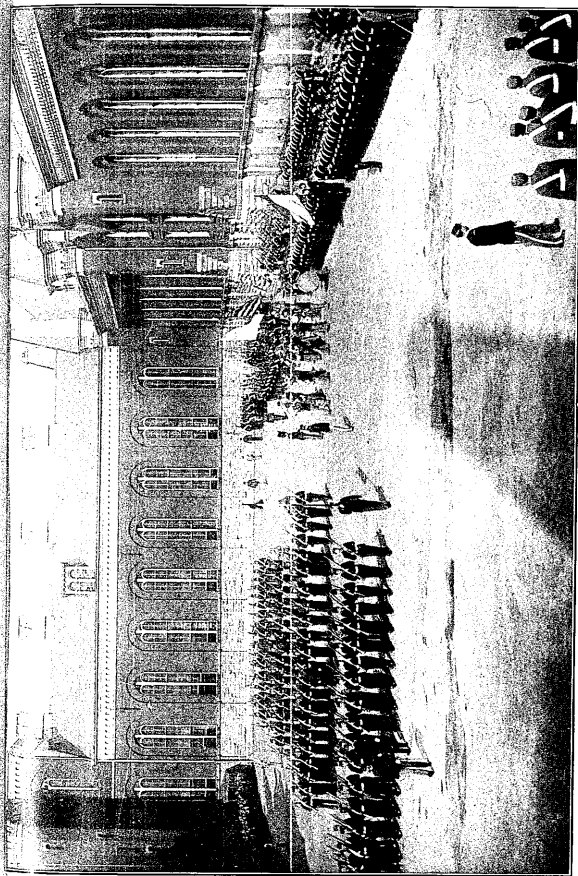
class comprises about 150 in the forenoon and 50 in the afternoon and is made up of inmates assigned by the physician to the gymnasium for special treatment; its sessions are of two hours' duration daily. The pupils remain in the class until in the judgment of the physician they are sufficiently improved to assume the regular routine.

Certain body measurements are taken of each pupil upon his admission to the class and these are repeated from time to time by the physician, and a record of the same is kept for the purpose of ascertaining the rate of physical improvement. In taking these measurements the anthropometric system is used. The Ralston system of gymnastics is found to be eminently satisfactory and is the method practiced in these classes. Each pupil while exercising is furnished with a special gymnasium suit and at the close of his exercise he is required to take both a spray and plunge bath.

The military organization has been one of the most efficient disciplinary agencies under reformatory methods; supplementing the physical culture classes, it gives the inmate an erect and graceful bearing; it makes him respectful and obedient to commands, and, by promotion from the ranks, through different grades of officers, teaches him responsibility. It allows the use of a large number as inmate officers in the discipline of the institution, which allies them with the administration and makes the institution largely self-governing. The military department is under the supervision of a citizen officer termed the military instructor. He is commanding officer or colonel of the military organization known as the reformatory regiment.

Newly received prisoners, before they are allowed to participate in the daily regimental exercises, are given preliminary training in the way of suitable gymnastic exercises for the purpose of improving their physical condition and personal bearing and in the art of handling military arms; and are taught other movements with the aim of qualifying them for taking their places in due time in the reformatory regiment. This group of beginners in military work is termed the "Awkward Squad." The reformatory regiment includes all men not in the awkward squad or excused by the physician on account of physical infirmities.

The regiment is divided into four battalions of four companies each. A citizen major is in command of each battalion and a few of the companies are in command of citizen captains. All



Elmira Reformatory — Regiment Passing in Review



officers below the rank of captain are inmates. The uniform of the regiment for summer is khaki and for winter, woolen cloth, consisting of black coat and gray trousers, excepting the citizen officers who are uniformed in blue. During the military exercises, all citizen officers of the regiment and all inmate officers higher than the rank of sergeant, carry swords. The remainder of the inmate officers and the rank and file of the regiment are equipped with wooden models of rifles for use in executing the manual of arms.

The military organization includes a brass band recruited from the inmates, and a squad of artillery. For an hour and a half, four days each week, the military organization is engaged in regimental and battalion drills, preceded by the setting up exercises. Two days in the week, Wednesdays and Saturdays, the military exercises are held in the afternoon and close with a dress parade. A flag staff stands in the parade ground, from which float the national colors, raised and lowered each day in military form.

The school of letters contains twenty-six class rooms. In addition to these rooms, the auditorium, with a seating capacity of 1,600, and a lecture hall with a seating capacity of 500 are also used for school work. The schools are under the supervision of a school director who is assisted by lecturers engaged in educational work outside the institution, the chaplains of the institution, and a group of inmate teachers. The inmate teachers are assembled each week in a normal class to receive instruction in teaching their respective classes. Outlines are prepared by the school director and printed each day for the school work.

The subjects taught in the school of letters are arithmetic, language, nature studies, history, ethics, sociology and literature. The classes in history, nature studies and ethics, sociology and literature are instructed personally by the school director, the chaplains and the visiting lecturers. The classes in arithmetic and language are divided into eleven different grades, each of which has its inmate teacher who, subject to the school director, has entire charge of and personally conducts the class sessions.

The schools are in session five days each week, including Sunday, and school classes are apportioned as follows: Monday, arithmetic, American history; Tuesday, arithmetic and sociology; Thursday, language and American history; Friday, language and literature; Sunday, ethics and nature studies. The course of study in arithmetic and language is arranged

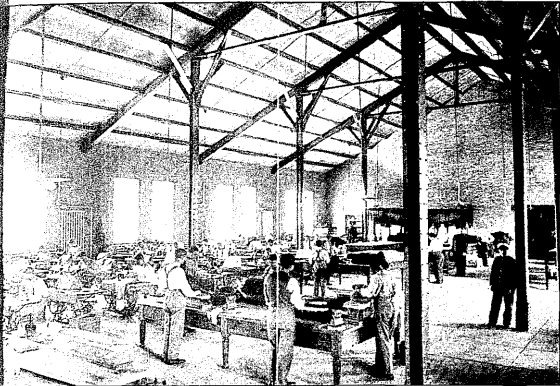
practically as follows: There are twelve groups, or grades; the work in each grade consists of a four months' course of study, with examinations occurring monthly. At the conclusion of the course, the regular monthly examination includes a review of the four months' work just completed, and is the final one for the course, determining the pupil's fitness to advance from one grade to another.

In the classes in American history, nature studies, ethics, sociology and literature, the instruction is imparted by means of lectures delivered as stated above, by the school director, the chaplains and visiting instructors. Each class is convened in one group. As aids to memory, printed outlines are issued to the pupils; these contain the salient points upon which the lectures are based. Examinations are held periodically as in the other courses.

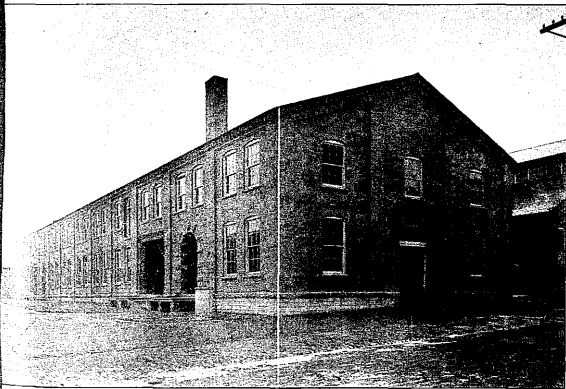
Special classes are formed for foreigners unable to speak the English language. Inmates able to speak the different languages are assigned as teachers of these classes and outlines printed in the English language and the language of the pupil are used. Text-books for this class are specially prepared by the school director and are printed and illustrated in the institutional printing shop.

Supplementing the school work there is connected with the institution a well selected library of about 5,000 volumes, in addition to which 50 weekly and monthly publications, including three prominent metropolitan and two local papers, several religious papers and the standard weekly and monthly magazines are taken. In addition to this there are many journals devoted especially to the trades in which instruction is given at the reformatory. The grade and character of the books allowed the prisoner depend in large measure upon his status in the school of letters.

In 1884, the *Summary*, an institutional newspaper designed for the instruction and entertainment of the prisoners, was established, and it is still continued. It is an eight page weekly, issued on Saturday evenings to inmates, citizen officers, and a necessarily limited outside circulation. It is edited and printed by the inmates. The paper includes general news, editorial comments, local institutional items, together with a record showing total number of inmates at time of writing, number received, number discharged, paroled or returned for violation of parole during the current week; likewise a record of changes



Shop Work, Elmira Reformatory



New Shop, Elmira Reformatory

in grade, number in school of letters and in the trades school, and other information of local interest. All matter of a criminal or otherwise objectionable character is carefully excluded.

The trades schools are under the supervision of a trades school director. Each trade class is in charge of a citizen instructor who is assisted by more or less extensive groups of inmate instructors chosen from the most advanced pupils, preferably graduates of the class. Twenty-nine trades are taught; barber, book-binder, brass smith, bricklayer, cabinet-maker, carpenter, clothing cutter, electrician, frescoer, hardwood finisher, horse-shoer, house painter, iron forger, machine woodworker, machinist, military band music, plasterer, plumber, printer, shoemaker, sign painter, steam fitter, stenographer and typewriter, stone cutter, stone mason, tailor, tinsmith and upholsterer.

In the reformatory system of trades teaching, the minimum time in which a trade may be learned is designated as a certain number of hours. This total number of hours is divided into examination periods. When the pupil works at his trade for the specified number of hours allowed to the trade in which he is employed, he is examined by the citizen instructor in regard to the quality of his work and if he passes he is entitled to be advanced to the next higher period or outline. When he has successfully passed all the outlines of the trade at which he is employed he graduates from the class and thereafter until his release from the institution may be employed in making repairs, constructing new work or, if necessary, assigned as an assistant instructor in the class from which he has graduated. The members of the different trades classes also receive special instruction in mechanical drawings one day each week. Blue prints of the different outlines are prepared for the use of each inmate in the different classes, when they are necessary. Many of the buildings have been constructed by the inmates who have learned their trades in these classes.

In addition to the mechanical trades, there is connected with the institution a large farm, including garden and propagating houses. The inmates are given instruction in agriculture and horticulture and practically all the work done in this department is performed by the prisoners.

The religious work of the institution is conducted by chaplains of the Roman Catholic, Protestant and Jewish faiths. Religious services are conducted each Sunday; the catechetical

classes are held at other times. The chaplains are given the opportunity for pastoral work among the inmates, ad libitum.

The marking system is a monetary marking system, including wage earnings for the purpose of making the inmates industrious and frugal. A certain amount is allowed each inmate for his day's work, varying with the grade, standing and rank in the military organization. Each inmate is charged for board, all articles of clothing and equipment purchased at the storehouse, and for medical attendance. He is fined for misconduct, and failure to pass his examinations in the school of letters and the trades school. His grade and release upon parole are determined by his marking. When paroled he is allowed whatever money balance may be due him.

### *Parole*

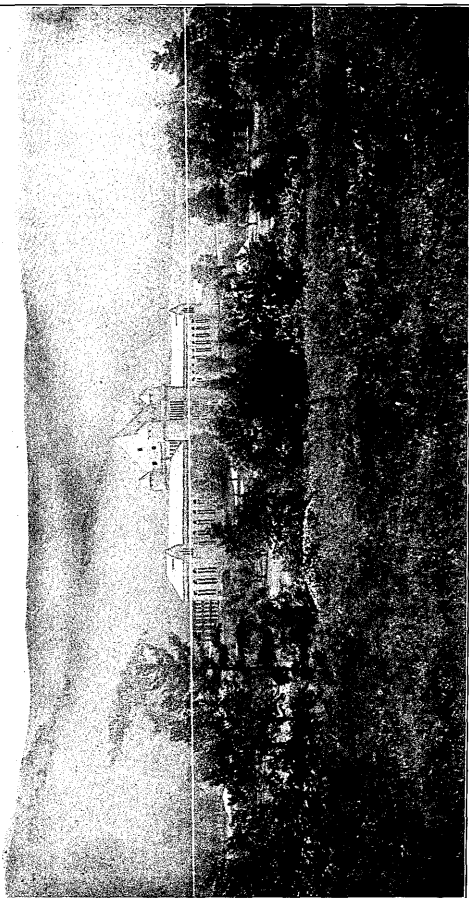
As has been already stated,<sup>1</sup> parole means a period of conditional liberty for the inmate before absolute release. He gives his word that he will be honest, industrious, and of good conduct if released from within the reformatory walls.

Providing the inmate has fulfilled the requirements of the first grade, and providing he has through correspondence with the "outside" obtained a suitable and verified offer of employment, he may be released by the Board of Managers on parole. The released inmate then is required to proceed directly to his place of employment, and at least once a month thereafter to report in writing to the superintendent concerning his work, his earnings, his habits, etc. The Reformatory maintains several parole officers at 135 East 15th Street, New York (the offices of the Prison Association) and one officer at Buffalo. It is the purpose of the Reformatory to appoint a number of additional parole officers very soon.

When a prisoner has been on parole for a period of at least six months, and has made reports satisfactory to the parole officers and to the Superintendent, and when it appears to the Board of Managers that there is a strong and reasonable probability that such prisoner will remain at liberty without violating the law, and that his release is not incompatible with the welfare of society, they may issue to the inmate an absolute release from imprisonment.

But not all prisoners on parole conduct themselves properly on parole. Some fail to report to the Superintendent, some run away, some become idle and vicious and some get arrested

<sup>1</sup> Page 25.



Napanoch Reformatory

for new crimes. Therefore it is necessary to return to the Reformatory such violators of parole. Many cannot be found, partly because the number of parole officers of the Reformatory is far less than it should be. The captured and returned violators of parole must serve out the terms of their original sentence unless again paroled.

*The Results of the Reformatory Treatment.* This question is difficult to answer. The name "reformatory," given to this institution in the early seventies of the last century, has caused the natural inference that its results should be the reformation of its inmates. Prison for punishment, reformatory for reformation was the reasoning—and is still in large measure—of the average citizen. Hence in early years the Reformatory, to justify its existence, needed if possible to show a large percentage of reformations.

For many years it was claimed that 80 per cent or over of the paroled inmates of Elmira Reformatory were probably reformed. In 1910, Mr. Scott, then Superintendent of the Reformatory, wrote that "since the establishment of the Reformatory, 13,357 inmates have been paroled. From the records and the best information that can be obtained, at least 75 per cent have not come before the courts again."

More recently serious doubts have arisen as to the possibility of so high a percentage of success. The Prison Association, which for many years conducted the parole work for Elmira Reformatory in New York City, published statistics in its annual report for 1911, showing that in six years, from January 1, 1906, to December 30, 1911, 3,570 men were received by the Association on parole from the Reformatory and that 2,440 men received their absolute releases during the same period, or a proportion of absolute releases to men received on parole of 68.5 per cent. It is necessary to note that the up-State record of successful parole periods may be higher, but it is extremely doubtful if all inmates who finish successfully their parole period refrain permanently from further crime. Indeed, the proportion of permanent reformations is more probably about one in two, or 50 per cent. of those inmates released on parole.

Such results, far from being discouraging, should be considered encouraging, when it is considered that the majority

<sup>1</sup>Correction and prevention, Vol. II, p. 111.

of Elmira inmates return into the unfavorable urban environment that frequently caused their original crime.

*Statistics.* The more important statistics for the fiscal year 1910-1911, according to the latest available report, are the following:

Inmates, October 1, 1910.....	1,112
Received October 1, 1910-September 30, 1911.....	1,248
Disposed of during year:	
By parole.....	750
Expiration of sentence.....	43
Pardon.....	2
Order of court.....	2
Died.....	9
Transfer to State prison.....	3
Transfer to Dannemora.....	17
Transfer to Napanoch.....	358
Total disposed of.....	1,184
Present September 30, 1911.....	1,287
Of 750 persons paroled there had earned absolute release or were in good standing while on parole..	627
Which is of the whole number.....	83%
Delinquent on parole, warrants issued for return, returned for violation and in other prisons.....	105

Regarding population, cell capacity, etc., the following figures are instructive:

POPULATION OF ELMIRA AND NAPANOCH REFORMATORIES, 1900-1911, ON SEPTEMBER 30TH OF EACH YEAR

	1900	1901	1902	1903	1904	1905
Elmira.....	1,275	1,276	1,523	1,433	1,244	1,325
Napanoch.....		234	240	328	444	331
	1,275	1,510	1,763	1,761	1,688	1,656
	1906	1907	1908	1909	1910	1911
Elmira.....	1,315	1,238	1,429	1,344	1,112	1,287
Napanoch.....	215	201	478	427	347	431
	1,530	1,439	1,907	1,771	1,459	1,718

On the average Elmira Reformatory contains about 1,300 inmates; there is, however, a constant shifting of population. Between 2,500 and 3,000 persons pass through the institution in the course of a year. According to statistics there are between

16 and 20 years of age.....	52 per cent
20 and 25 years of age.....	37 per cent
25 and 30 years of age.....	11 per cent

According to a report of the State Board of Health, 20 per cent. of the population of the Reformatory are more or less diseased on admission. In 1909 there were three deaths; in 1908, seven; in 1907, eight. Basing a computation on the average inmates present at any one time the mortality rate will be about six per thousand, approximately the normal rate for the particular age period represented in the institution. The physician of the institution estimated in 1909 that some 20 per cent. of the inmates on arrival have tuberculosis in some form. In 1909, one of the three deaths was from tuberculosis.

*Crimes of Prisoners.* The most frequent crimes as causes of conviction were, during the year ending September 30, 1911:<sup>1</sup>

	Napanoch	Elmira	Total
Assault, second degree.....	27	106	133
Attempt burglary, third degree.....	41	104	145
Attempt grand larceny, second degree.....	47	121	168
Burglary, third degree.....	124	341	455
Grand larceny, second degree.....	84	269	353
Receiving stolen property.....	18	60	78
	341	1,001	1,342
Total admission.....	419	1,359	1,778
Proportion of above crimes to total admissions.....	81%	74%	76%

<sup>1</sup>Annual report, Prison Commission for 1911, p. 354.



The total percentage of crimes against property is still higher than the above percentages, which are based only on the principal causes of commitment.

Comparing the maximum terms of those admitted to the two reformatories with the average length of imprisonment at each of the institutions, one receives a clear impression of the difference.

MAXIMUM TERMS OF PRISONERS COMMITTED DURING YEAR ENDING SEPTEMBER 30, 1911, UNDER INDETERMINATE SENTENCES

	Napanoch	Elmira	Total
Six months.....	1	1	2
One year.....	1	.....	1
Two years.....	2	4	6
Two years and six months.....	88	240	328
Four years.....	1	.....	1
Five years.....	268	872	1,140
Seven years.....	4	23	27
Seven years and six months.....	.....	3	3
Ten years.....	40	134	174
Fifteen years.....	1	12	13
Twenty years.....	13	42	55
Twenty-five years.....	.....	1	1
Forty years.....	.....	1	1
	<u>419</u>	<u>1,333</u>	<u>1,752</u>

PRINCIPAL OCCUPATIONS PRIOR TO ADMITTANCE; PRISONERS ADMITTED DURING YEAR ENDING SEPTEMBER 30, 1911

Apprentices.....	62
Clerks.....	142
Drivers.....	173
Errand boys.....	83
Farmers.....	51
Laborers.....	385
Machinists.....	54
Painters.....	45
Plumbers.....	38
Printers.....	41
Salesmen.....	31
Tailors.....	38
Waiters.....	42

*Previous Convictions.* Elmira Reformatory was originally intended as a prison on reformatory principles for first offenders. Mainly because of the inadequacy of our criminal statistics and records, many inmates are found in Elmira who have previously been in prison or reformatories, as the following table shows:

SHOWING THE NUMBER OF PRISONERS ADMITTED DURING THE YEAR ENDING SEPTEMBER 30, 1911, WHO HAD PREVIOUSLY BEEN CONFINED IN OTHER INSTITUTIONS

	Napanoch	Elmira	Total
Prisons.....	4	14	18
Penitentiaries.....	99	63	162
Reformatories.....	38	179	217
Reform Schools.....	31	127	158
Jails.....	31	117	148
Miscellaneous.....	10	89	99
	<u>213</u>	<u>589</u>	<u>802</u>

*Other Statistics.* Regarding the total admissions, 1,778, the following statistics have significance:

Married.....	186
Unmarried.....	1,592
Read and write.....	1,584
Read only.....	35
Cannot read or write.....	159
Temperate.....	1,032
Intemperate.....	746
White.....	1,657
Colored.....	121
Foreign born.....	540
Native born.....	1,238
Roman Catholic.....	959
Protestant.....	501
Jewish.....	316
Miscellaneous.....	2

## COMMITMENTS BY COUNTIES.

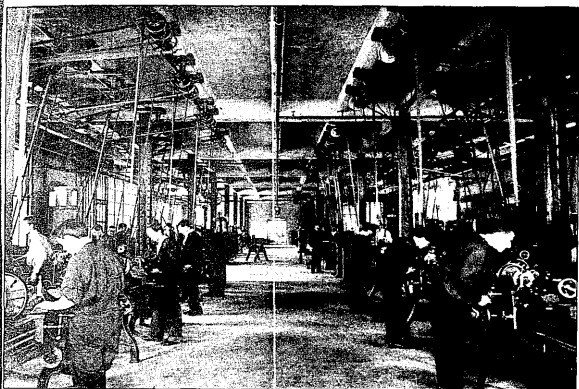
New York county.....	895
Kings.....	326
Erie.....	115
Onondaga.....	41
Westchester.....	33
Montgomery.....	26
Oneida.....	24
Broome.....	20
Jefferson.....	20
Niagara.....	18
Queens.....	17
Ontario.....	16
Cattaraugus.....	12
Other counties, total.....	215
	<hr/>
	1,778
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*Mental Defectiveness.* This is a serious problem not only at Elmira Reformatory but at all correctional institutions, though not recognized equally in all institutions.

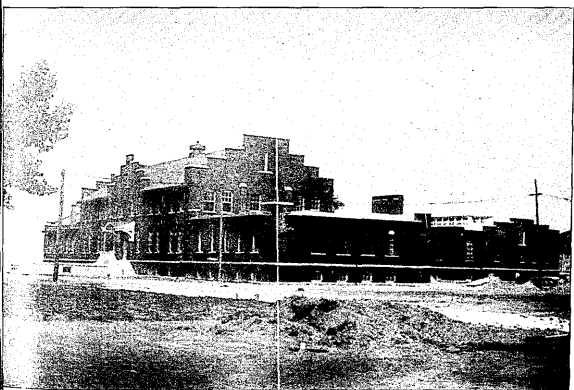
Feeble-mindedness, as characteristic of a certain proportion of prison inmates, and as seriously clogging reformatory progress, has received special emphasis in recent years at Elmira. Wide circulation has been given to a statement by Dr. Christian, now assistant Superintendent and formerly senior physician at Elmira, that "on 8,000 consecutive admissions examined by him, he classified 2,993, or 37.4 per cent., as mentally defective, or in other words as mentally not normal human beings."

The profound significance of Dr. Christian's record is evident when one realizes that in the struggle for an honest existence — hard enough for the ex-prisoner of normal mind and good ability — the mental defective is fearfully handicapped. Indeed, the menace of feeble-mindedness in New York State at present is graphically presented in the following statement issued by the Prison Association of New York during 1912, in urging the establishment of a state custodial asylum for feeble-minded male delinquents.

1. There are probably 30,000 feeble-minded in New York State.



Shop Work, Elmira Reformatory



Domestic Building at Napanoch Reformatory

2. In the great State of New York there is no *special custodial institution to which the criminal feeble-minded can be committed and transferred.*

3. Present laws permit of the transfer of insane criminals from penal institutions of the State to hospitals for the criminal insane but *not of the transfer of the criminal feeble-minded to custodial asylums of that class.*

4. The two State hospitals for the criminal insane are full (Matteawan and Dannemora).

5. There are in any one year undoubtedly *over 1,000 feeble-minded prisoners in correctional institutions in New York State.*

6. The assistant superintendent of Elmira Reformatory, Dr. Christian, has stated recently that his records — extending over several years — show that at least *30 per cent. of the inmates are mentally defective, and 70 per cent. below a normal standard.*

7. The 39 per cent. of mentally defective inmates of the reformatory are ultimately released or discharged from that institution, although, as Dr. Christian writes, the *imbeciles have no place in a reformatory of that nature in the first place, and are a hindrance to its work for the brighter boys.*

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

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

10. Dr. Henry E. Goddard, of Vineland, who has a national reputation as a student of feeble-mindedness, estimates that 25 per cent. of delinquents are mentally defective. "All mental defectives would be delinquent," he states, "in the very nature of the case, did not some one exercise some care over them. There is only one possible answer to the question, 'What is to be done with the feeble-minded person who is delinquent?' He must be cared for, but he must be cared for in a place where we care for irresponsibles. The jail or prison or reformatory

is not for him, neither must he be turned loose on the streets or sent back to the home and environment in which he has already become a delinquent."

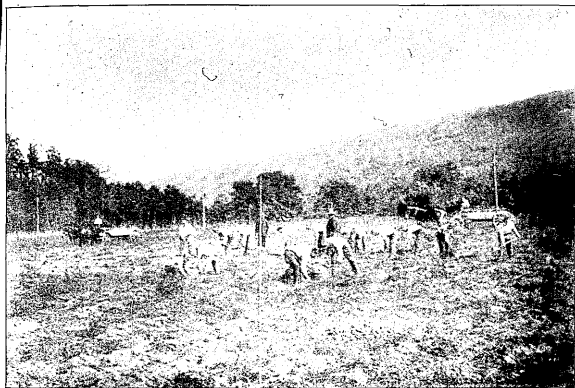
11. The current report of the State Board of Charities says: *The State reformatory institutions, both for men and for women, have long had their discipline and progress injuriously affected by the presence of feeble-minded inmates committed for various forms of delinquency ranging from misdemeanors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

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

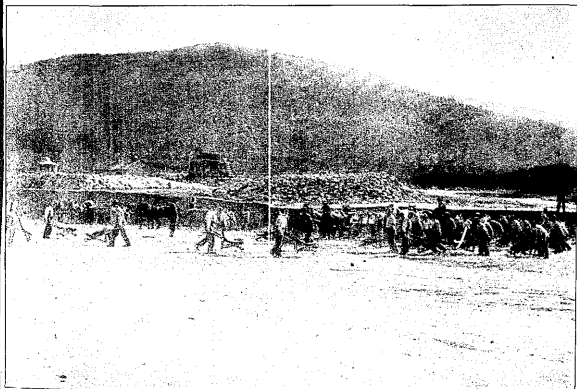
"Feeble-mindedness produces more pauperism, degeneracy and crime than any other one force. It touches every form of charitable activity. It is felt in every part of our land. It affects in some way all our people. Its cost is beyond our comprehension. It is the unappreciated burden of the unfortunate. It is a burden we are compelled to bear; therefore *let us bear it intelligently to the end that the chain of evil may be lessened, the weak cared for, and the future made brighter with hope because of our efforts.*"

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

*Finances.* The net cost of maintaining Elmira Reformatory during the fiscal year 1910-1911 was \$239,041.71. The institution had a daily average population of 1,282. This gave an average daily cost per prisoner of \$.511, or \$186.51 per year. The net earnings of the industries (stationery and printing, clothing and soap) were very little, totalling \$1,786.21.



Outdoor Work, Napanoch Reformatory



Outdoor Work, Napanoch Reformatory

*Industries.* The Reformatory attitude toward industrial and trade school instruction is that in every institution there should be maintained a thorough system of manual trade schools for industrial training. A large majority of men go to prison from their inability to work skilfully. In prison they should be made to work, and their labor should be such that they will love to work and to become sufficiently skilful to be able to enter, with a fair degree of equality, the ranks of working-men when released. If the best results are to be obtained in this direction, the immediate earning capacity of prisoners, while in prison, could well be sacrificed to their better trades instruction.

*Special Needs.* The chief needs are, apart from certain improvements and additions to buildings, an adequate corps of parole officers, a lengthening of the parole period, and the development of volunteer parole officers throughout the state. The post-reformatory period of six months to one year is often more crucial to the prisoner than the period of his imprisonment. The State expends approximately \$200 a year to train the inmate to be a decent citizen on release. The amount now expended by the State for parole guidance and supervision is deplorable—only an average of a few dollars per prisoner.

The Prison Association is heartily cooperating with the Reformatory managers and superintendents in efforts to secure an adequate parole system.

#### THE EASTERN NEW YORK STATE REFORMATORY AT NAPANOCH

This institution, now under the same board of managers as Elmira Reformatory, is located in Napanoch, Ulster County, and was established in 1900. Before it was organized as a reformatory institution, it was transferred to the Prison Department and used as a state prison until October, 1906. This Reformatory is still in process of construction. All commitments to the institution are by transfer from the New York State Reformatory at Elmira. When completed, the Napanoch Reformatory will furnish accommodation for 1,000 inmates, and is planned to afford an opportunity for a more thorough classification of the inmates of the two institutions.

*Population.* During the fiscal year 1910-1911, the Napanoch Reformatory had an average daily population of 374 inmates. The average daily cost of maintaining each prisoner was \$.60 as compared with \$.51 at Elmira. There are no earnings recorded in the annual financial statement for 1910-1911, but the prisoners are employed on construction and farm work.

The Napanoch prisoners are as a rule the least amenable to reformatory discipline and education. The parole statistics for 1910-1911 present a far less satisfactory appearance than do those of Elmira.

Total number paroled from Napanoch during fiscal year.....	286
Earned absolute release.....	77
Delinquents at large.....	79
In other prisons.....	13
Returned for violation of parole.....	20
Still reporting.....	97

In short, only 60.8 per cent. earned absolute releases or were in good standing on parole at the end of the fiscal year, and 40 per cent. were delinquent. Furthermore, of the total number paroled during the fiscal year, 99 or 35 per cent. had been paroled once before, and had been returned from parole.

All of which, taken together with the inadequate parole supervision of both reformatories, is a striking and convincing argument for the development of a proper parole system.

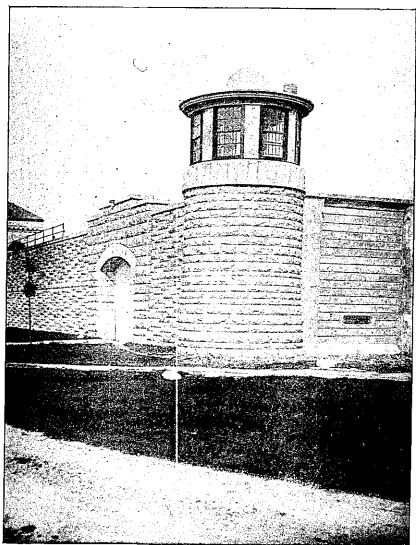
*Industries.* Napanoch is essentially an industrial and agricultural reformatory-prison. All work of improvement during 1910-1911 was by inmate labor under citizen supervision.<sup>1</sup>

The following were some of the principal assignments at the close of the year: Building mess-hall and kitchen, 79; grading, 70; building wall, 38; barn work, 11; farm work, 7; tailor and shoe shop, 20; blacksmith shop, 4; painters, 3; machinists, 8; cleaning reservoir, 18.

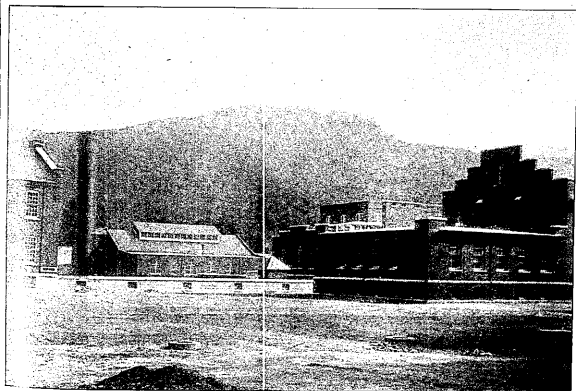
"About 65 acres of the prison farm are under cultivation. All the products of the farm are consumed in the kitchen."

<sup>1</sup> Seventeenth Annual Report, Prison Commission, p. 64.





Wall at Napanoch Reformatory



At Napanoch Reformatory

## CHAPTER FOURTEEN.

### STATE REFORMATORIES FOR WOMEN.

OUR State is in the forefront in the reformatory treatment of women offenders. While a number of states are agitating for the establishment of women's reformatories, New York leads the entire country with two reformatories solely for women.

#### THE NEW YORK STATE REFORMATORY FOR WOMEN.

This reformatory is at Bedford, Westchester County, on the Harlem Division of the New York Central and Hudson River Railroad, 39 miles from New York City.

The institution was established by Chapter 637 of the Laws of 1892, and was opened May 11, 1901. Its object is:

For the commitment of any female between the ages of fifteen and thirty years, convicted by any court or magistrate of petit larceny, vagrancy, habitual drunkenness, of being a common prostitute, or of a misdemeanor, and who is not insane, nor mentally or physically incapable of being substantially benefited by the discipline of such an institution.<sup>1</sup>

The Reformatory is under the control and management of a Board of seven managers, appointed by the Governor. The terms of office of said managers are five years. The managers, as in the case of other State institutions, serve without compensation, but their actual and necessary expenses in attending meetings of the Board are allowed. The managers have the power usually vested in such boards. The executive management is vested by the Board in the Superintendent, Miss Katharine B. Davis, Ph.D.

*The Institution.* The Reformatory is on the cottage plan, and now consists of eight cottages, a reception house, adminis-

<sup>1</sup>The laws governing the reformatory are to be found under chapter 55 of the Consolidated Laws (The State Charities Law) sections 220 to 233 inclusive, and under chapter 40 of the Consolidated Laws, section 2187, chapter 610 of the Laws of 1905, and chapter 659 of the Laws of 1910.

tration building, two small structures providing for disciplinary needs, and a hospital. The buildings are of attractive brick architecture, a number of the buildings forming the borders of a campus. The grouping of the institution resembles that of a seminary or small college. The site is better chosen for scenic purposes than for agriculture, and an additional farm has recently been added to the original 107 acres.

Bedford Reformatory, as its "short title" is commonly known, is one of the leading correctional institutions for women in the country, due largely to the singular ability of the Superintendent, Miss Davis, and of her staff to develop the honor system among the inmates, and a desire among the latter to do varied and useful outdoor work. The annual report of the Superintendent for 1910-1911 contains this typical paragraph:

"We have begun the clearing of certain lowlands lying along our streams which, if cleared and drained, will prove very fertile. The girls have undertaken this work and have really done remarkably well in brushing and ditching. They also dug the trench and laid the water line to the buildings on the new farm, our engineers making the necessary fittings and connections. We have built with inmate labor a very fine concrete canal from the lake to the ice house. We have built a stairway down the terrace to the barn and graded the banks in the immediate vicinity. We have entirely removed the wire fence which formerly circled the back of the campus, and we are constructing a new farm road at the foot of the bank in order to utilize all the available land at the bottom of the valley."<sup>1</sup>

The industrial classes are: laundry, sewing, domestic science, and farming and gardening. Much attention is paid to the school classes. Two hundred and twelve women committed during the year were classified as to their school standing at time of commitment as follows:

Cannot read or write any language — six American born.....	19
Reads and writes a foreign language — no English...	8
Reads and writes a little — no further education.....	45

<sup>1</sup>Annual Report of New York State Reformatory for Women, Sept., 1911, p. 20.



Ditch Work, Bedford Reformatory



Outdoor Work, Bedford Reformatory

Did not finish primary grades.....	41
Reached but did not finish grammar grades.....	85
Graduated from grammar grades.....	4
Entered but did not finish high school.....	4
Graduated from high school.....	4
One year in normal school.....	1
Graduated from normal school.....	1

During the last decade the methods of reformation employed by Bedford Reformatory have received wide notice at conferences and in the press. The following paragraphs are typical.

At the National Prison Association in Lincoln, Nebraska, in 1905, Miss Davis said:<sup>1</sup>

"At Bedford we have done a variety of things. We have filled ditches, supervised by the assistant superintendent; built concrete man-holes, from the plans of the chief engineer and chaperoned by various matrons; we have cut ice and laid cobble stone gutters. While I am away now our resident physician, a Vassar woman, has undertaken in her spare time to lay a cellar bottom with a squad of girls. They are preparing the ground, mixing the concrete, laying the floor, doing the troweling of the cement and all. Dr. Halleck has had no experience as a mason, but we believe in learning to do by doing.

"Some of the girls thought when we first began that it was queer work for women, and said we ought to employ men, but we think there is a great deal of philosophy in the way Tom Sawyer got his fence whitewashed, and at Bedford we are fortunate enough to have a body of officers who have gumption and are willing to turn their hands to anything. To illustrate, last winter when the pigs were killed and we had sausages to make and it seemed to be no one's job in particular, the chief engineer, who is a man, and a resident physician took the pigs down to the power house after they had been killed and cut up and ground the meat, while the cooking teacher and her class did the rest.

<sup>1</sup> National Prison Association, 1905, p. 209-211.

"You need officers who will turn to and do anything that seems desirable. Example is contagious and when the girls see the officers do these things, they are willing to try, and think it fun. This fall we have been laying cement walks and it is as good a piece of work as you will find in any city — every particle of the work done by girls. They excavated the earth, brought stones in wheelbarrows for the foundation, wheeled and spread the cinders after sifting them, mixed and laid the three inches of cement, then the inch of cement, all in the most approved fashion, and so have made 700 linear feet of five-foot sidewalk in six weeks.

"Unlike Elmira Reformatory, we receive not only commitments for felony, but for all other offenses, beginning with vagrancy and going up to manslaughter in the first degree. There still remains in the mind of the public a notion that women are sent to reformatories as a punishment, and we constantly hear it said by magistrates and judges, who should know better:—'Is it fair to punish a woman guilty only of vagrancy by sending her away for possibly three years'—for in these two institutions the maximum term is three years. 'Is it fair,' they say, 'to send a woman away for that time for associating with dissolute or disorderly characters, to send her away on that ground for as long a time as a woman convicted of murder?'

"You cannot tell anything about what is necessary in the way of training for a girl or a woman by the character of the specific crime for which she stands sentenced. As a matter of fact, in our experience we have found that the women convicted of murder have been women far less dangerous to the community and far less likely to commit the same offense another time than the women committed for vagrancy. Often the women committed for vagrancy need the greatest amount of training, for they are most dangerous to the community in which they live, and are most likely to become public charges unless trained and sent out reformed.

"You cannot tell by the character of the offense how long it is necessary to have a person remain in a reformatory institution. I wish to point out and emphasize this point in our work, that the institutions are educational. When I say that, I mean in the broadest sense of the word, that the women are sent there to be educated.

"It goes without saying that if for five and six and seven and eight years they have led the lives which are led by the girls



Construction at Bedford Reformatory

who have fallen into these irregular sexual habits while they are so young, their appetites increase and deepen, they run greater danger of disease, their nervous systems become more and more unstrung, and while they may realize, as the little girls cannot, what are the probable consequences of the life they are leading, the habit has become so fixed that in many cases we cannot overcome it. They know what the consequences will be, but when they come out into the world after leaving us they have not the will power. They have acquired the appetite, they have acquired the desire for excitement, and lack the ability to apply themselves steadily when they come back upon their own resources, when they are not under the direction of people of stronger will."

*Population and Commitments.* The capacity of the Reformatory is approximately 400. The average population during 1910-1911 was 362.

Population September 30, 1911.....	332
Women.....	305
Infants.....	27
Committed October 1, 1910 to September 30, 1911....	212
Returned for violation of parole.....	19
Returned for illness.....	2
Returned for change of position.....	43
Infants born.....	7
Infants admitted with mother.....	9
	<hr/>
	625
	<hr/>
Paroled October 1, 1910-September 30, 1911.....	137
Reparoled.....	3
Discharged, expiration of sentence.....	22
Replaced in positions.....	42
Deported.....	5
Died:	
Adults.....	1
Infants.....	2
	<hr/>
Transferred to Matteawan.....	3
Transferred to Sonyea.....	1
Transferred to hospital.....	2
	<hr/>
	2



Discharged.....	6
Returned on request of magistrate.....	1
Infants placed with mothers.....	14
Infants adopted.....	4
Other disposition.....	2
	<hr/>

Population September 30, 1911:	245
Women.....	359
Infants.....	21
	<hr/>
	380
	<hr/>
	625
	<hr/>

*Commitments by Counties.* The commitments to this Reformatory are limited to the counties in the first, second and third judicial districts. Commitments from the other judicial districts of the State are made to the Western House of Refuge for Women at Albion.<sup>1</sup>

Commitments to Bedford Reformatory during the fiscal year, October 1, 1910, to September 30, 1911, were:

From New York county.....	95
From Kings county.....	55
From Richmond county.....	2
From Queens county.....	2
From Westchester county.....	24
From Dutchess county.....	6
From eight other counties.....	28
	<hr/>
Total.....	212
	<hr/>

Most of the women are committed from police courts, i. e., the inferior criminal courts, or by justices of the peace. Thus:

City magistrates, city judges, police justices, Court of Special Sessions, etc.....	179
Court of General Sessions, county courts, Supreme Court.....	33
	<hr/>
Total.....	212
	<hr/>

<sup>1</sup> See pages 147-149.

*The Offenses* leading to commitments were:

Misdemeanors (most frequent offense, petit larceny, 30).....	45
Felonies (most frequent offense, grand larceny, 17).....	29
Other offenses (most frequent offense, common prostitute, 72).....	138
	<hr/>
Total.....	212
	<hr/>

The Superintendent has stated that unchastity underlies a large proportion of the offenses.

The ages of the committed women range from 16 to 30 years. Of the 212 women admitted, 86, or 40.6 per cent. were between the ages of fifteen and nineteen; 79, or 37.2 per cent. between the ages of twenty and twenty-four, and 47, or 22.2 per cent. between the ages of twenty-five and thirty. The average at commitment was 21 years, 2.9 months.

Of the occupations, there were given: General housework, 51; factory operatives, 45; no occupation, 45; day's work, 14. Many other occupations were given by small numbers of inmates. Of the 212, 163, or 77.4 per cent. were born in the United States, mostly in New York State. The Protestant women predominated. Two-thirds of the women were single. More than one-third of the women admitted a previous criminal record.

*Parole.* The institution made recently a study of the first thousand women committed to the Reformatory, showing the following results:

	Per cent.
Of those committed, total paroled.....	66
Ratio total released from parole to total committed.....	39.3
Ratio of those still reporting to total committed.....	12
Percentage of those released from parole to those paroled.....	58.8

In short, six out of ten were released from parole of those paroled. And of the total released from parole, the investigations at Bedford show 32 per cent. doing well, 43 per cent. unknown and 24 per cent. delinquent.

The average length of stay in the institution seems somewhat longer than at Elmira. Of 140 women paroled during the year, 72 or 51 per cent. stayed two years or longer; 45 or 32 per cent. between nineteen months and two years, 23 or 16 per cent. eighteen months or less. The length of parole is also elastic, extending from three months to two years. Over 50 per cent. were held on parole for more than a year. Most of the women, 72 out of 120, went into domestic service.

*Finances.* The total expenditures of Bedford Reformatory in the fiscal year 1910-1911 were \$77,017, or a daily per capita of \$5.83, an annual per capita of \$212.79. This is *net*, for the gross per capita, which included the value of home and farm products consumed, was \$225.68.

*Feeble-mindedness and the Bureau of Social Hygiene.* During recent years the Reformatory has emphasized the prevalence of feeble-mindedness among its inmates. In 1911 a small appropriation was secured from the New York Foundation to equip a small laboratory at the Reformatory and to employ a trained psychologist. In 1912 the need of investigation and treatment of feeble-mindedness, and of the study of the subtle mental and physical causes of criminality drew the attention of Mr. John D. Rockefeller, Jr., who made possible the organization of a Bureau of Social Hygiene. In January, 1913, Mr. Rockefeller gave out the following:

"One of the first things undertaken by the bureau was the establishment at Bedford Hills, adjacent to the reformatory, of a laboratory of social hygiene, under Miss Davis's direction. In this laboratory it is proposed to study from the physical, mental, social, and moral side each person committed to the reformatory. This study will be carried on by experts, and each case will be kept under observation for from three weeks to three months, as may be required. When the diagnosis is completed, it is hoped that the laboratory will be in position to recommend the treatment most likely to reform the individual or, if reformation is impossible, to recommend permanent custodial care. Furthermore, reaching out beyond the individuals involved, it is believed that thus important contributions may be made to a fuller knowledge of the conditions ultimately responsible for vice. If this experiment is successful, the prin-

ciple may prove applicable to all classes of criminals and the conditions precedent to crime, and lead to lines of action not only more scientific and humane, but also less wasteful than those at present followed."

The foundation has national significance, and marks the commencement of a promised wide and thorough investigation of the social evil.

That feeble-mindedness is a serious problem at Bedford is shown by the following quotation:

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

#### THE WESTERN HOUSE OF REFUGE.

The Western House of Refuge for Women is located in Albion, Orleans County, on the Niagara Falls Branch of the New York Central Railroad, 31 miles from Rochester. The institution was established by Chapter 238 of the Laws of 1890, and was opened for the reception of inmates December 18, 1893.

Its object is the following:

For the commitment of any female between the ages of fifteen and thirty years, convicted by any court or magistrate of petit larceny, vagrancy, habitual drunkenness, of being a common prostitute, or frequenting disorderly houses or houses of prostitution, or of a misdemeanor, and who is not insane, nor mentally or physically incapable of being substantially benefited by the discipline of such institution.

The Reformatory is in general principles similar to the New York State Reformatory for Women at Bedford. The institution is on the cottage plan, and has 92 acres of land, of which 60 acres are used for a farm, which is cultivated largely by the inmates under the direction of an agricultural

expert. Aside from the field work, each cottage has its own garden.

*Administration.*<sup>1</sup> The Reformatory is under the control of a board of seven managers, appointed by the Governor, the terms of each manager being six years. The duties of the managers are those usually appertaining to such boards. The chief executive is the Superintendent.

*Commitments and Population.* Commitments are indeterminate, with a maximum of three years. The institution has a capacity for 250 inmates.

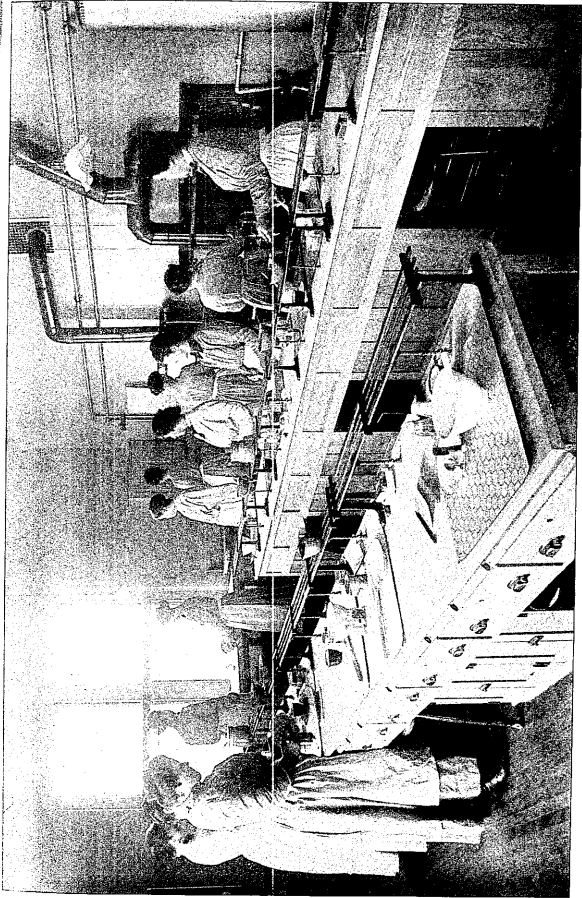
### *Population*

On October 1, 1910.....	215
Received during year:	
Commitments.....	91
Girls returned.....	16
Infants received.....	5
Infants born.....	12
Deaths.....	2
Escapes.....	11
Deported.....	2
Returned to sheriff.....	13
Transferred.....	3
Paroled.....	96
Remaining September 30, 1911.....	208

The commitments are from the fourth, fifth, sixth, seventh and eighth judicial districts. Commitments from the other judicial districts are to the New York State Reformatory at Bedford.

Commitments are in the main from the inferior courts. The principal offense for which the women are committed is immorality. No county furnishes a preponderating number of commitments. According to the eighteenth annual report of the institution most of the women gave their occupations at the time of arrest as servants. The ages of the women were predominantly between sixteen and twenty. Protestants constituted two-thirds of the number committed. Two-

<sup>1</sup> State Charities Law, Article 14, Sec. 220-233.



Albion — Cooking School

thirds of the young women were unmarried. Seventy-seven out of ninety-one of the inmates committed during the fiscal year 1910-1911 were born in the United States. A larger proportion of the parents were born abroad.

*Parole.* The Western House of Refuge maintains a parole system, but the annual report does not give statistics in such completeness as to give the reader a clear understanding of the results of parole.

Paroled October 1, 1910—September 30, 1911..	9
Returned for violation of parole.....	7
Visits made to girls on parole.....	105
Homes investigated.....	6

Each girl, when leaving the institution on parole, is provided with suitable clothing; approximately one-half of the paroled inmates are sent to their own homes. The annual report states that a good home and place of employment are always provided when necessary.

*Finances.* For the fiscal year 1910-1911, the average weekly cost of support per capita, including the value of home and farm products consumed, was \$5.11; excluding this value \$4.85. This means a daily net per capita cost of \$693. This would make the annual per capita cost \$252.20. In general it is a fact that the smaller the number of inmates, the higher the per capita cost.

The total receipts for the year were \$63,071; the total expenditures \$62,638. The receipts from "home products" were \$2,889. The farm manager reported that the value of the farm and garden crops was \$2,055.

The State Prison Commission's report for 1911 states that "this is a well managed institution."

## CHAPTER FIFTEEN.

## REFORMATORIES FOR MISDEMEANANTS.

THE "boy in jail" problem has furnished a basis for the severest criticism of our prison methods of the present century. In this State the imprisoning of youthful first offenders between the ages of sixteen and twenty-one in jails and penitentiaries, where they are forced to associate with debauched tramps and jail-rounders, has brought down scathing condemnation upon this part of our prison system.

For many years the Prison Association, the Prison Commission, and the State Board of Charities have urged the Legislature to provide at least one State reformatory for misdemeanants. In 1912, as the result of a persistent legislative campaign, in which the above mentioned organizations and others united, the State established

THE NEW YORK STATE REFORMATORY FOR MALE MISDEMEANANTS. The reasons for such an institution were cogently set forth in December, 1911, by Hon. Frank E. Wade, Prison Commissioner, as follows:

"The prison system in New York State presents a strange paradox. Training schools are provided for delinquent boys and girls under sixteen years of age. There are reformatories for boys and men from sixteen to thirty years of age who have been convicted of felonies. Reformatories are also available for girls from fifteen to thirty years of age. The wayward boy of over sixteen years, however, who has not committed a felony but who must be sent away for the commission of a minor crime, is denied all reformatory treatment.

"Sixteen years of age is simply an arbitrary division established by law. Many boys of sixteen, seventeen, and eighteen are as immature and susceptible to evil associations as those under sixteen. The boy at sixteen is just beginning to prepare for his future life. He is then young enough to be easily

moulded by environment, and old enough to have some discretion in the selection of his trade or life work.

"During the five years from sixteen to twenty-one the boy is preparing to shape his future career and to become an American citizen. These are formative and more or less restless years. The virile animal propensities are beginning to assert themselves, unaccompanied by maturity and balance of judgment. Many reckless and neglected boys who commit minor crimes are unfit to remain at liberty, even under probation, and are moving in the grooves that lead to confirmed criminality. You all meet the type daily in your courts:—Wrong-headed boys, twisted out of gear by bad habits and associations, stubborn and sullen, generally dissipated, intolerant of advice, sowing the wildest oats of the smart period of life.

"Guardianship of minors has been reserved by the State in law and equity from time immemorial. It follows consequently that, both in morals and in law, the State owes a special obligation to neglected and delinquent minors. How does the great State of New York discharge this moral and legal obligation to boy minors between sixteen and twenty-one years of age who the courts decree must receive institutional treatment for the commission of minor crimes? *It consigns them to penitentiaries and jails.*

"Most of the inmates of the penitentiaries are kept in idleness, with the exception of those in the New York and Onondaga county penitentiaries, and there work should be increased fifty per cent. In some of the penitentiaries, the cell accommodations are unfit for human beings. I could name a penitentiary where most of the inmates are kept in their cells during the twenty-four hours of the day, except for short exercise periods. I could name two other penitentiaries where the inmates are daily marched into workshops denuded of all industries, and are seated on benches, remaining there during the working day doing absolutely nothing. There is not a penitentiary in the state that gives educational instruction, with the exception of New York penitentiary, where the warden is about to institute something in that line. There is not a penitentiary in the State where minors are separated from adults, except in the New York penitentiary. In 1909, 1,560 and in 1910, 1,333 boys between the ages of sixteen and twenty-one were imprisoned in the penitentiaries.

"The conditions in the county jails are even worse. Only a few jails furnish employment, and that of the most rudimentary

<sup>1</sup> Sixty-seventh Annual Report, Prison Association, page 44.

kind, such as breaking stone. Only a few jails have yards, and the inmates of the jails have practically no exercise in the open during the period of confinement. The jail construction is generally a cage affair, the cells opening into corridors where the inmates freely mingle during the whole day, play cards, and loaf away their time. While the county law forbids the mingling of minors and adults in jails, it is constantly violated notwithstanding the most strenuous efforts of the State Commission of Prisons. Abominable practices are reported. There is certainly opportunity enough, because most of the time the inmates are not watched, and degraded characters are confined in the jails. In 1909, 4,294 and in 1910, 3,816 boys between the ages of sixteen and twenty-one were confined in the county jails, a good proportion of whom were time prisoners.

"Now, gentlemen, these conditions constitute a serious indictment against the intelligence and moral sense of the state of New York. For a number of years past the friends of prison reform have been soliciting the Legislature to make provision for a reformatory for male misdemeanants between the ages of sixteen and twenty-one years of age. Conferences of charities and corrections, this conference, and other public and philanthropic bodies have expressed themselves in favor of this proposition in resolutions and by appointment of committees, and yet practically no progress has been made.

"I regard the erection of a reformatory for male misdemeanants between the ages of sixteen and twenty-one as the most necessary and urgent prison reform at present under public discussion. Such an institution should be of the character of the Elmira reformatory, fully as large and fully as well equipped. It would soon be filled by boys who are now being degraded and destroyed in our penitentiaries and jails. The inmates should be committed on an indeterminate sentence, instructed in trades and agriculture, and receive an education at least up to the standard of the common school.

"An institution of this kind will round out the prison system of the State, remove the present stigma of neglect and provide a place where you, as magistrates, can commit the delinquent boy between sixteen and twenty-one years of age with the assurance that he will be surrounded by reformatory and corrective influences and with the chances that he will be saved to usefulness and good citizenship."

Such a State reformatory for misdemeanants has now been established, by chapter 502 of the Laws of 1912, which in substance provides as follows:

1. A State reformatory for the reformation and the educational, industrial and moral instruction and training of males under conviction and sentence for commission of misdemeanors and other minor offenses.
2. Board of seven managers, term of one manager expiring each year.
3. Fifty thousand dollars appropriated toward selection of site, preparation of grounds, water supply, drainage, etc.
4. Term of detention of inmates indefinite, but not to exceed three years.

Governor Dix appointed a board of seven managers in November, 1912.

The managers favor the utilization so far as possible of the cottage system. Ground will hardly be broken for buildings before 1914, the selection of a site being a matter of importance and of considerable time.

#### THE NEW YORK CITY REFORMATORY FOR MISDEMEANANTS.

This institution, now located on Hart's Island in Long Island Sound and 12 miles from the foot of East 26th Street, Manhattan, by boat, was founded in 1902 by the Commissioner of Correction of New York city, Hon. Thomas W. Hynes, who availed himself of a provision in Section 698 of the New York Charter that authorizes the Commissioner to establish such schools and classes for the instruction and training of youthful offenders as may be authorized by the Board of Estimate and Apportionment.

Commissioner Hynes removed the boys between the ages of sixteen and twenty-one from the Workhouse on Blackwell's Island to Hart's Island. Certain buildings formerly used for an insane asylum were fitted up. The limitations of a definite sentence, which at that time all inmates of the Workhouse received, was a leading cause for the introduction of a bill into the Legislature in 1904, providing for the continuation of the school at Hart's Island, and the further classification of

youthful offenders. The age limits were fixed at 16 to 30, to correspond with the age limit for felons who may be committed to Elmira Reformatory. Commitments under the new law were to be indeterminate, but with a maximum of three years, and a parole board was provided for, composed of nine members, of whom two should be from the Courts of Special Sessions respectively of New York and Brooklyn, and one member from each Board of City Magistrates. The Commissioner of Correction also was made a member. The law passed as Chapter 627 of the Laws of 1904, to take effect January 1, 1905.

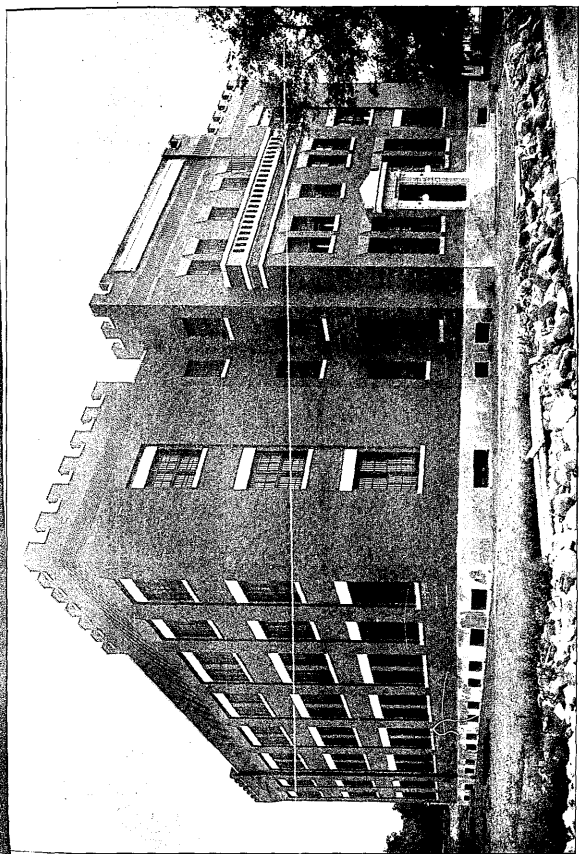
Chapter 516 of the Laws of 1907 provided that only first offenders should be committed to the Reformatory, and further that no commitment before the age of sixteen years to any institution for children should be construed as a first offence.

In 1909, Chapter 565 of the laws of that year provided for the transfer of inmates in certain cases from the Reformatory to the House of Refuge or the Penitentiary.

*Present Conditions and Methods.* The Hart's Island Reformatory has never been a satisfactory institution. From 1905 to 1909 it was hampered by the lack of appropriations and there was little evidence that the Department of Correction was aiming to establish a high-grade modern Reformatory. The dormitory buildings were old; the industrial building was burned in 1909, and not until 1910 was there much evidence that the City of New York could ultimately hope for a modern and satisfactory institution in time. Overcrowding was common; teaching force and facilities were deplorably small, and the proximity of the Branch Workhouse to the Reformatory on the same Island was only one of the many conditions that led the Prison Association to say in its annual report for 1910 that it was a Reformatory only in name.

In 1911 the Board of Estimate and Apportionment appropriated \$450,000 toward the construction of a new Reformatory. The plans for the new Reformatory have passed through several stages, the relative value of inside cellblock, outside cellblock and cottage system having received thorough discussion, with the ultimate result that Commissioner of Correction Patrick A. Whitney has adopted a semi-congre-





The Dormitory, New York City Reformatory

gate, semi-cottage plan, whereby the necessary service, reception and disciplinary buildings, shops, chapel, school, hospital, laundry, dining room, kitchen and power house will be grouped in hollow-square formation for the custodial detention of inmates that cannot be trusted to observe the honor system upon which the life in the various cottages will be based.

The location of the Reformatory has also been a subject of long deliberation. So long as a congregate institution was planned, the northern end of Hart's Island was the selected site. The agitation for a cottage system by the Prison Association and other organizations led to a complete change of plan, and in close cooperation with the Prison Association, the Commissioner of Correction has planned a farm colony reformatory. A site on the Harlem division of the New York Central Railroad proved satisfactory, but after a number of months it was shown that a defective title precluded the purchase of the site, and a half year was thereby lost. Early in 1913 the Commissioner introduced a bill at Albany providing for authority to purchase land for a site for the Reformatory outside of New York City, the Corporation Counsel of the City having rendered an opinion that the City might not legally without further legislation make such a purchase.<sup>1</sup>

Industrial instruction at the Reformatory on Hart's Island is given in tailoring, painting, plumbing, tinsmithing, carpentry, shoemaking and electrical work. A new dormitory providing beds for 240 inmates has recently been completed. Work in cement and concreting is carried on. School facilities are still inadequate. During 1912, military drill has been developed creditably. The whole plant, however, as respects adequacy of methods, supervision, equipment or results falls far below the standard set by the best American reformatories.

*Population:*

Inmates of Reformatory Dec. 31, 1910.....	190
Received during 1911.....	521
Rearrested and returned.....	34
Paroled during year.....	409
Otherwise released or discharged.....	48
Inmates in Reformatory Dec. 31, 1911.....	288

<sup>1</sup>This bill has become law.

*Parole and Other Statistics:*

The following parole statistics of 549 inmates are given in the annual report of the Department of Correction for 1911:

Earned final discharge.....	213
Reporting regularly, and in good standing, and employed.....	190
Reporting regularly, but unemployed.....	44
Enlisted in Army or Navy.....	10
In foreign country.....	1
	<hr/>
	458 or 78%
	<hr/>
Returned for violation of parole.....	33
Ordered rearrested, but not yet apprehended.....	51
Under investigation.....	7
	<hr/>
	91 or 16%
In other prisons.....	33 or 5%
Discharged by board.....	2 or 3%

It should be noted that the 78 per cent. of apparent success is "conduct on parole," not advertised as "permanent," or even "probable reformations." About 40 per cent. of the inmates were still on parole when the figures were compiled.

The inmates are on the whole children from poor or poverty-stricken families. Over half the inmates are Catholic, 22 per cent. Protestant, and 21 per cent. Jewish. The character of the associations of nine out of ten boys has been bad. Fifty-seven per cent of the boys had carried their schooling as far as the grammar grade. The principal occupations are classified in the annual report of the Department of Correction for 1911 as follows:

Worked at trades.....	32 per cent.
Messenger, errand, cash, tool, wagon boys, news-boys, bootblacks and elevator runners.....	21 per cent.
Laborers, drivers, etc.....	19 per cent.

Offenses against property bring 58 per cent. of the boys, the predominating crime being petty larceny. Offenses against the person bring 13 per cent., the most frequent con-

viction being for assault, third degree. Offenses against the peace bring 28.79 per cent., the principal charges being disorderly conduct and vagrancy.

The average age on admission is 18 years, 8½ months. The admission by ages was as follows:

14 years.....	1
15 ".....	1
16 ".....	55
17 ".....	129
18 ".....	95
19 ".....	67
20 ".....	40
21 ".....	36
22 ".....	20
23 ".....	15
24 ".....	14
25 ".....	4
26 ".....	3
27 ".....	4
28 ".....	1
29 ".....	4
30 ".....	1
32 ".....	1

Although 75 per cent. of the inmates were born in the United States, only 24 per cent. of the parents were born in the United States. In 9 per cent. additional, one of the parents was born in this country. In short, the bulk of the inmates are American-born children of foreign-born parents.

It is stated that 85 per cent. of the inmates were never convicted of previous crime. However, serving time in a juvenile institution before the age of 16 is not regarded as a previous conviction.

As to previous commitments to institutions in the case of inmates admitted during 1911, the following figures give an idea:

New York Catholic Protectory:	
One term.....	56
Two terms.....	8
Jewish Protectory.....	8

<sup>1</sup>Annual Report, Department of Correction, 1911, p. 72.

New York Juvenile Asylum.....	8
Truant School.....	7
House of Refuge.....	10
Workhouse, Blackwell's Island.....	29
Training School.....	7
Parental School.....	5
New York City Reformatory.....	11
Elmira Reformatory.....	3
Previously paroled.....	50
Fined.....	34

Of the inmates, 57 per cent. had no parents or only one parent living.

*Finances.* The expenditures for maintenance in 1911 were:

Provisions.....	\$14,535 11
Clothing and bedding.....	7,012 81
Salaries.....	25,464 37
Drugs and liquors.....	195 12
Surgical instruments, etc.....	129 33
Miscellaneous.....	12,355 29
Total.....	\$59,692 03

The per capita per diem cost of maintenance in 1911 was \$ .397 a per capita annual cost of \$144.90.

## CHAPTER SIXTEEN.

### REFORM SCHOOLS AND THE JUVENILE DELINQUENT.

THE State of New York has for generations concerned itself in a commendable manner with the treatment of the juvenile offender in institutions. The value of early and modern institutional treatment becomes clearer each year in the case of those for whom probation and lighter measures will not work the best results. Several of our State institutions hold high rank among similar institutions throughout the country.

This chapter will devote itself primarily to a description of the following institutions: The State Agricultural and Industrial School at Rush; the State Training School for Girls at Hudson; the New York Catholic Protectory in Westchester; the New York Jewish Protectory at Hawthorne, Westchester county; the New York Juvenile Asylum at Dobbs Ferry, and the House of Refuge on Randall's Island. With the exception of the Catholic Protectory and the House of Refuge, the above institutions are upon a more or less definite cottage plan. The Catholic Protectory has an exceptionally large population, but nevertheless plans are being completed for the development of the cottage system in a country location for this institution. The Protectory at present maintains the Lincolndale Farm, under the efficient supervision of Brother Barnabas.

The child is the father of the man in a special sense in connection with crime. The full-fledged criminal is often under the age of twenty. Despite most careful methods, the young delinquent still progresses only too often from truant school to protectory, from the protectory to reform school and from reform school to reformatory. Beyond all other admonitions to-day, emphasis should be laid upon the necessity of swerving early the young delinquent from the wrong path into the right path.

The day of the old congregate institution for children is rapidly passing in this State. The typical cottage institution

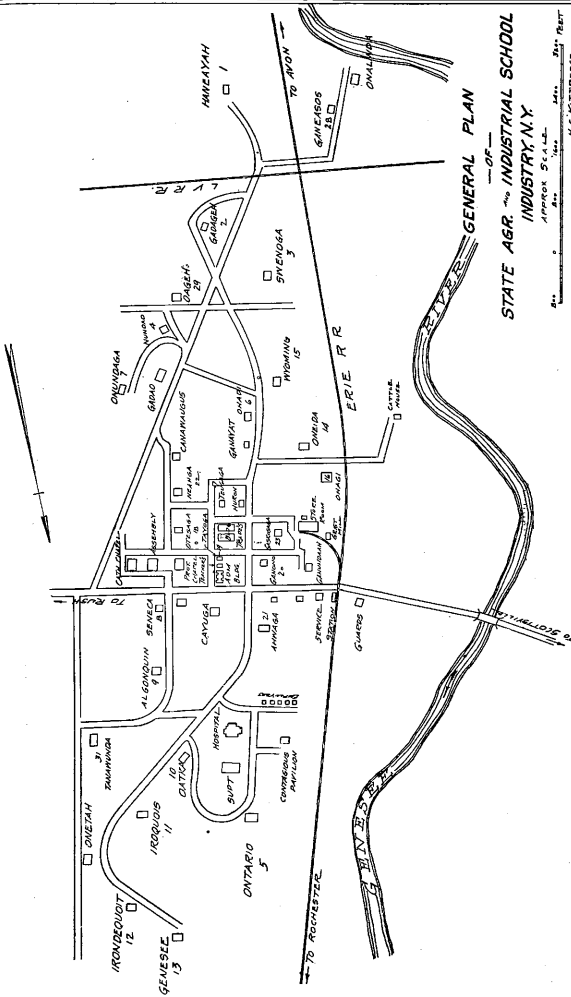
for children comprises a certain number of cottages, housing on the average from 25 to 30 inmates. The children attend school together, assemble together at chapel service and at entertainments, and more often than not, have their meals and most of their daily life within the limits of their own cottage or the cottage farm. General methods of juvenile reformatories are herewith summarized, from Chapter I of "Preventive Treatment of Neglected Children," by Dr. Hastings H. Hart, director of the Department of Child Helping of the Russell Sage Foundation.

The juvenile reformatory of the twentieth century represents a radical departure from the penological methods that prevailed seventy-five years ago. Many juvenile reformatories were at first juvenile prisons, with prison bars, prison cells, prison garb, prison labor, prison punishment and prison discipline generally. The juvenile reformatory of the twentieth century abandons entirely the prison method and the idea of retributive punishment. It is designed to create and establish right character in delinquent children. It is no longer the instrument of first aid to erring children, but it is now recognized as the last resort. This view of the juvenile reformatory at once elevates and depresses it. The children who are sent to the institution are of a more difficult class than formerly, because the most amenable and reformable children are now dealt with through the probation system.

The juvenile reformatory is not designed as a permanent institution in which to bring up children to manhood and womanhood. The child ought to be returned at the earliest practical moment to the more natural environment of the family home. Many juvenile reformatories have visitors or parole agents, to find homes and care for children who are sent out from the institution.

Every inmate upon admission should be subjected to a complete and thorough physical and mental examination. The work of the medical officer in the juvenile reformatory is second in importance only to that of the superintendent. The medical and surgical examination of the child should discover whether he is a moral imbecile.

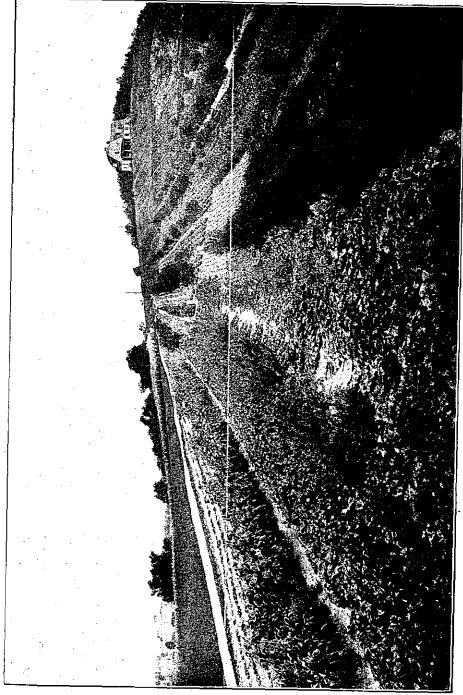
The spirit of the juvenile reformatory centers in the one purpose of developing the highest character which the young wards of the reformatory are capable of attaining. To this end there



—OF—  
**STATE AGR AND INDUSTRIAL SCHOOL**  
**INDUSTRY, N. Y.**

APPROX SCALE  
 1" = 200'  
 1/4" = 50'  
 1/8" = 25'  
 1/16" = 12.5'

H. C. WYLLIAMS  
 ARCHT  
 ROCHESTER, N. Y.



Nundio Colony Gardens — With Orundaga Cottage in the Background

should be an absence of prison features. For instance, there are generally no cells, no high fences, no barred windows, no cells; the grounds are open to all comers; the cottages are built like ordinary dwelling houses; the boys are sent freely to all parts of the large farm or sent on errands to a distant village; the inmates live in families in the care of a house-father and house-mother; and boys of all ages attend school under the charge of women teachers. The model reformatory is marked by encouragement of self-control and self-dependence.

Education in the juvenile reformatory must be religious, intellectual and physical. Religious teaching should be given to the children by those chosen and authorized by the superintendent and trustees. The intellectual training should be of the highest quality. The teachers should be men and women of originality, versatility, tact and patience, and strong belief in the possibilities of human nature. Industrial training should be organized strictly with a view to its value as a means of producing character. This will eliminate productive industries except in the agricultural department. The training of the boy for agriculture fits the boys for farm life, which is a wholesome and happy life. In order to meet the diverse needs of the pupils, it is necessary to diversify the industrial training, which tends to create character by developing the steady hand, the true eye, the obeying of orders, the fulfillment of design, delight in a perfect and finished job and other characteristics.

The plan of the juvenile reformatory should be that of a large farm of not less than 300 acres, conveniently near a good-sized town. The buildings should be of substantial and enduring character, and the reformatory should be planned for not more than 500 boys or girls. Institutions on the cottage plan have been built at a varying cost of from \$500 to \$2,000 a bed. Cottages should be built for not more than 25 children each. The school buildings of a reformatory should pattern after the best ward schools in cities. The farm buildings should be planned with as much thought and care as the other buildings.

The after care of the children is of the highest importance, a duty equally important with that of the child's care in the institution. Agents of the reformatory should be diligent in maintaining close relations with the children after they have been released from the institution on parole. Upon the directors of the institution, who should be persons of practical experience, devolves the duty of choosing the superintendent, who should



be a person of extraordinary qualifications both as educator, as to personality and as a master of industry. Similar methods should obtain in the appointment of the other members of the staff of the institution.

#### THE STATE AGRICULTURAL AND INDUSTRIAL SCHOOL.

The State Agricultural and Industrial School consists of a tract of 1,433 acres of land located twelve miles south of Rochester in the town of Rush, on the Erie Railroad. This school is a successor of the State Industrial School at Rochester, where on a tract of twelve acres, enclosed by a high stone wall, from 250 to 500 boys were for many years imprisoned on the congregate plan.

"Industry," as the State Industrial and Agricultural School is called, lies along the eastern bank of the Genesee River on beautiful, rolling uplands. The cottages at the two extremes of the farm are two miles and a half distant from each other. The school has twenty farm colonies, nine industrial colonies, two detention colonies and one disciplinary colony. The farm colonies are occupied by the better class of boys, who cultivate the farm. The industrial colonies are occupied by boys not so reliable, and who are employed in the more easily supervised shops. The disciplinary colony is occupied by boys who are thoroughly unreliable and must have constant supervision, both day and night. They do the hardest work, such as digging trenches and sewers. The two detention houses are used for housing boys just received, where they are under observation for three weeks. No cottages are less than 400 feet apart. The tract of land is nearly three miles long and a mile wide at its widest point.

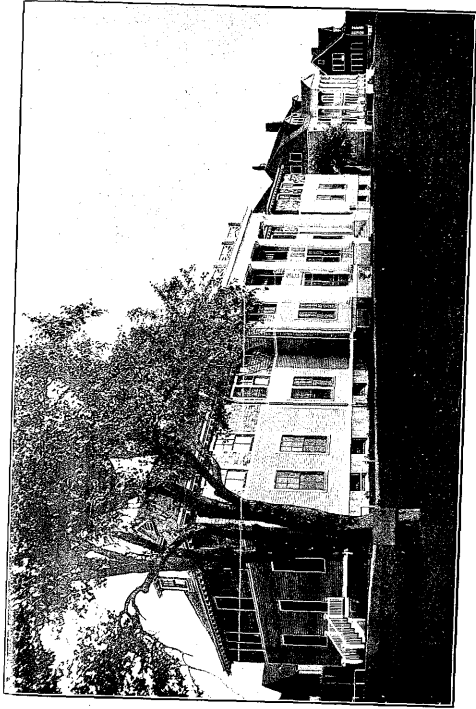
A supervisor and his wife are assigned to each cottage. In each cottage are housed twenty-five boys. They sleep, play and attend school at the cottage where they live, and do not congregate with other boys of the school at any time except when called to chapel service. The farm produces all the vegetables, butter, cheese and eggs needed for the consumption of the inmates, and also operates its own flourmill.

Prominent features of this institution are the following:

- (a) The extensive acreage. Whereas in the old congregate institution at Rochester all the buildings save one were located



State Agricultural and Industrial School, Industry — Employees' Cottages



Administration Building, Teachers' and Toyoga (Boys') Cottages

within the walled enclosure, 12 acres in extent, Industry has over 1,400 acres. In the city institution as many as 235 boys lived in a building, 150 feet long and 42 feet wide. At Industry only 25 boys live in a cottage, which is placed at a minimum distance of 400 feet from any other cottage. At the city institution the boys lived in 4 great groups. At Industry they live in more than 20 groups. In the city no stock was kept. At Industry each of the farms is provided with horses, cattle, sheep, swine and poultry.

(b) The general division into two distinct sets of colonies, the farm colonies being for the more trusted boys, the industrial colonies for the less trusted boys.

(c) Classification of the boys into two groups, the older and the younger boys, the two general groups being again subdivided on the basis of mentality, after which further subdivisions are made, with the purpose of eliminating the evils arising from the coming together of boys of all degrees of moral depravity.

(d) The farm unit plan whereby each farm is, so far as possible, an entity.<sup>1</sup>

*Population:*

Inmates in school, October 1, 1911 .....	746
Admitted during year .....	601
Received on new commitments .....	435
Recommitted .....	8
Returned for violation of parole .....	66
Discharged during fiscal year .....	619
Of which paroled .....	499
Escaped and not returned .....	15
Inmates in school, October 1, 1912 .....	728

*Commitments from Counties:*

Erie .....	62
Onondaga .....	49
Broome .....	33
Cayuga .....	14
Chautauqua .....	14
Chemung .....	12
Columbia .....	10

<sup>1</sup>For treatment of the juvenile delinquent with special reference to Industry, see "Juvenile Delinquent," by F. H. Briggs, Seventh N. Y. State Conference of Charities and Correction, pages 188-201.

*Commitments from counties — (Continued):*

Dutchess.....	15
Rensselaer.....	10
Saratoga.....	14
Schenectady.....	11
Monroe.....	15
Nassau.....	15
Westchester.....	15
Other counties.....	174
Total.....	443

There were no commitments from New York City.

*Offenses:*

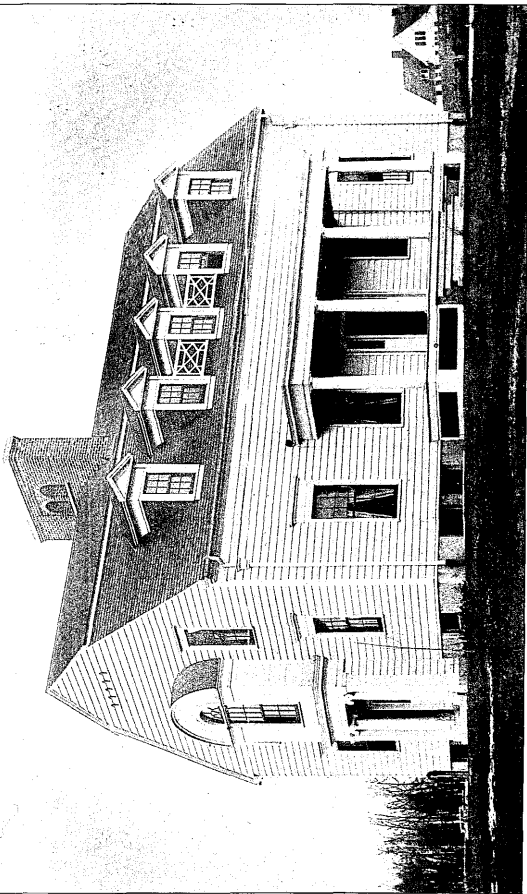
Juvenile delinquency.....	245
Ungovernable.....	149
Disorderly.....	19
Improper guardianship.....	15
Vagrancy.....	15
Total.....	443

*Commitments:*

Under age of 10.....	16
Under age of 11.....	19
Under age of 12.....	31
Under age of 13.....	64
Under age of 14.....	73
Under age of 15.....	105
Under age of 16.....	135
Total.....	443

*Parental relations:*

Lost father.....	72
Lost mother.....	71
Lost both parents.....	31
Parents living separately.....	49
Parents living together.....	220
Total.....	443



State Agricultural and Industrial School, Industry, Cayuga — Reception Cottage

*Religion:*

Protestant.....	230
Catholic.....	201
Hebrew.....	12
Total.....	<u>443</u>

*Nativity:*

American.....	376
Other.....	67
Total.....	<u>443</u>

*Nativity of parents:*

American.....	212
Other.....	231
Total.....	<u>443</u>

*Character of home:*

Good.....	25
Fair.....	175
Poor.....	125
Very poor.....	3
Bad.....	76
Very bad.....	7
No home.....	25
Boarding house.....	6
Unknown.....	1
Total.....	<u>443</u>

The statistics further show a large number of cases in which some relative of the boy had been arrested, had suffered from a physical or mental infirmity, or had been intemperate or immoral. A large number of the boys had been in other institutions prior to commitment to Industry.

## FINANCE.

Receipts, fiscal year, 1911-12.....	\$189,229 09
Disbursements.....	185,751 49
Balance.....	\$3,477 09
Special receipts.....	\$33,042 40
Special disbursements.....	33,042 00
Per capita cost of maintenance.....	\$247 53
Average daily population.....	744.

## EDUCATION.

The superintendent of schools reports that of the 601 entering the schools

Could neither read nor write.....	60
In second grade.....	46
In third grade.....	106
In fourth grade.....	141
In fifth grade.....	105
In sixth grade.....	85
In seventh grade.....	37
In eighth grade.....	10
In high school.....	11
Total.....	601

## THE HOUSE OF REFUGE.

(Society for the Reformation of Juvenile Delinquents in the City of New York.)

The New York House of Refuge, located on Randall's Island within the City of New York, was established in 1824, and was the first juvenile reformatory in the United States. It was also the first institution in the United States in which the time sentence (or definite sentence) was discarded and in which children were placed under the guardianship of the board of managers during their minority. This legislation was the beginning of the indeterminate or indefinite sentence in the United States, and the New York House of Refuge became the forerunner both of the juvenile reformatory and of the reformatory for adults.<sup>1</sup>

<sup>1</sup> Correction and Prevention, vol. 4, p. 2.

The House of Refuge was incorporated under chapter 126 of the Laws of 1824. It is an institution under private management, although the funds for its support are derived from State appropriations. It is a reformatory for children under sixteen years of age, charged with and convicted of crime, vagrancy or disorderly conduct. The Board of Managers consists of twenty-four members, of which Board the Governor, Comptroller and Attorney-General are ex-officio members.

The institution is on the congregate plan, and is walled. The inmates are committed from the first, second, third and ninth judicial districts of the State, which embrace the Long Island counties, the City of New York and the Hudson River counties. The boys on arrival are classified into divisions according to their age and size. The curriculum embraces not only day schools, but manual and vocational training, military drill, and religious training. The boys do all the cooking, laundry and housework of the institution. The carpentry, mason work, painting, and printing are also done by the inmates. They also cut and make all their own clothing and repair the same.

Time is allowed for games and athletics. An annual exhibit of school and industrial work is held. The institution is one of the lecture centers of the New York City Board of Education.

The parole system of the institution is particularly complete and serviceable.

## Population:

## Since opening of institution:

Boys.....	27,083	
Girls.....	5,006	
		32,089

## On October 1, 1911:

Males, white.....	364	
Males, colored.....	82	
		446

## Received during year:

Males, white.....	336	
Males, colored.....	57	
		393

Total in house during year.....	839
Disposed of during year.....	433



## THE PRISON ASSOCIATION OF NEW YORK.

On October 1, 1912:			
Males, white.....		323	
Males, colored.....		83	
			406

<i>Commitments:</i>			Returned	
	New	Recom-	other-	Total
		mitted	wise	
New York county.....	111	7	165	283
Kings county.....	29	1	22	52
Other counties.....	26		32	58
	<u>166</u>	<u>8</u>	<u>229</u>	<u>393</u>

<i>Percentage of new children received during year:</i>		
American.....		20
American, colored.....		27
Austrian.....		22
Irish.....		17
Italian.....		27
Russian.....		25
Others.....		28
		<u>166</u>

Protestant, 43; Catholic, 78; Hebrew, 45.

*Chief offences:*

<i>Non-criminal:</i>		
No proper guardianship.....		25
Disorderly child.....		13
Disorderly conduct.....		13
Ungovernable.....		8
		<u>59</u>

*Criminal:*

Burglary, third degree.....		16
Juvenile delinquency.....		30
Petty larceny.....		26
Others.....		35
		<u>107</u>
Total.....		<u>166</u>

## REFORM SCHOOLS AND THE JUVENILE DELINQUENT. 169

*Social conditions:*

Temperate fathers.....	86 per cent.
Temperate mothers.....	98 per cent.
Irregular school attendance.....	8 per cent.
Previously arrested.....	82 per cent.
Previously in other institutions.....	51 per cent.

*General facts:*

The average time of inmates in house, committed for first time, was 18 months, 18 days. Average time of recommitted inmates, 5 months and 27 days. Average daily attendance in house, 435 boys.

*Previous records:*

28	Were never arrested.		
41	Were arrested once	or 41	Individual arrests.
36	" " twice	" 72	" " "
32	" " three times	" 96	" " "
16	" " four "	" 64	" " "
7	" " five "	" 35	" " "
5	" " six "	" 30	" " "
1	" " seven "	" 7	" " "
<u>166</u>	Total	<u>345</u>	

*Recommitted boys:*

Were on parole, less than 6 months.....	67 or 29.91 per cent.
Were on parole, more than 6 months and less than 1 year.....	60 or 26.79 per cent.
Were on parole, more than 1 year and less than 2 years.....	57 or 25.44 per cent.
Were on parole, more than 2 years.....	40 or 17.86 per cent.
	<u>224</u>

*Summary of parole statistics:*

Whole number released from January 1, 1905, to September 30, 1912.....	3,727
Total number released without parole obligations.....	317
Total number released from parole obligations through death, insanity, feeble-mindedness or returned to home country.....	48
Number of reparaes.....	1,148
	<u>1,513</u>
Total individual boys paroled.....	<u>2,214</u>

	Supervision expired		Still under 21 years of age		Total	
	Total	Per cent	Total	Per cent	Total	Per cent
Doing well.....	466	21.05	764	34.51	1,230	55.56
Not doing well.....	51	02.30	.....	.....	51	02.30
In other institutions.....	209	09.43	180	08.13	389	17.56
Returned and still in house.....	.....	.....	115	05.20	115	05.20
Under arrest awaiting trial.....	.....	.....	14	00.64	14	00.64
Whereabouts unknown.....	239	10.79	176	07.95	415	18.74
Total.....	965	43.57	1,249	56.43	2,214	100.00

## RECAPTULATION.

	Doing well		Not doing well				Totals
	Supervision expired	Still reporting	Supervision expired	Delinquents	In other institutions	Returned and still in house	
Have been in corrective institutions.....	174	250	232	68	112	45	881
Have been in noncorrective institutions.....	27	38	32	12	10	13	132
Have been in both corrective and noncorrective institutions.....	23	9	19	5	5	0	61
Have not been in any institution.....	242	467	216	91	67	57	1,140
Total.....	466	764	499	176	194	115	2,214

## REFORM SCHOOLS AND THE JUVENILE DELINQUENT. 171

## FINANCES:

Receipts October 1, 1911-September 30, 1912	\$148,293 40
Expenditures same period.....	143,553 12
Balance September 30, 1912.....	4,740 28
Per capita annual cost, daily average population of 435 inmates.....	329 46

## THE NEW YORK CATHOLIC PROTECTORY.

This is the largest institution of its kind in the country and the largest institution for children in the world. Its objects are: The protection of destitute, and the reformation of wayward, Roman Catholic children from two to sixteen years of age. The governing board is a board of managers. It is situated in Westchester, New York City, and was incorporated by chapter 448 of the Laws of 1863. The value of the property is now over two million dollars.

The capacity of the New York Catholic Protectory is about 3,000 beds. The average population is about 2,500, and includes both girls and boys. During the year 1911, the institution cared for 4,283 children.

The institution maintains a home for children (both sexes), the Lincoln Agricultural School at Lincolndale, St. Philip's Home for Industrious Boys, and a Placing-out Department.

Terms and qualifications for admittance: Destitute children under sixteen years of age, intrusted by parents, committed by magistrates, or transferred by the Commissioner of Public Charities, are received at \$2.25 per week; reformatory cases at \$135 per annum.

The chief characteristic of the Catholic Protectory, apart from its size, is its very detailed organization. The industrial department is efficiently organized. The boys are taught actual working trades, including the following: Printing, bookbinding, electrotyping, blacksmithing, carpentry, sign-painting, house painting, plumbing, bricklaying, masonry, machine work, the wheelright's trade and telegraphing. This institution has always been administered on the congregate plan, with large dormitories containing as many as 200 children in a single room, with congregate playrooms and playgrounds where 200 or 300 have been assembled.

A half dozen years ago the institution acquired a farm at Somers Center, N. Y., where it has established the Lincoln Agricultural School. This school has provided for an average

of 200 boys and the Protectory states its regret that it has not been able to offer the facilities of the school to more of its children.

*Population:*

On September 30, 1910.....	2,646
Received on commitment during year.....	1,509
Received otherwise.....	128
	<hr/>
Discharged, absconded or died during year.....	4,283
	1,936
	<hr/>
Remaining September 30, 1911.....	2,347
Of which at Lincoln Agricultural School.....	199
	<hr/> <hr/>

*Average population :*

Males.....	1,475
Females.....	546
Juniors.....	303
Lincolndale (boys).....	176
	<hr/>
	2,500
	<hr/> <hr/>

*Parole :*

On examination of 764 cases of children paroled there were found:

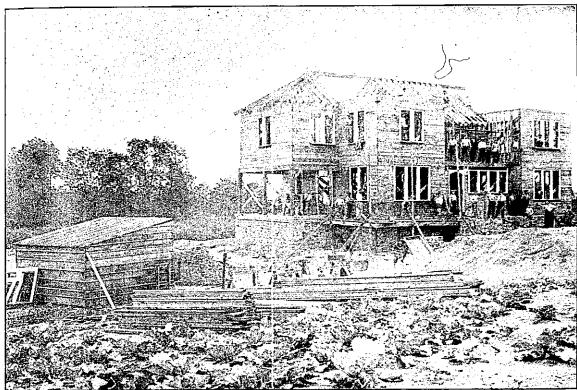
Doing well.....	570
Doing fairly well.....	43
Doing poorly or doubtful.....	31
Returned to Protectory.....	52
Committed to other institutions.....	39
Not found.....	28
Died.....	1
	<hr/> <hr/>

In short, 80 per cent. were found to be doing well or fairly well.

*Nativity:*

Of 1,637 children received, 1,366, or 83 per cent. were born in the United States, but the parents of only 271, or 16 per cent. were natives of this country.

Receipts for the year ending September 30, 1912, \$552,355; expenditures, \$513,745.



Cottage under Construction, New York Juvenile Asylum



Kingsley Cottage, New York Juvenile Asylum

## THE JEWISH PROTECTORY.

*(The Jewish Protectory and Aid Society.)*

This institution, on the cottage plan, is located in Hawthorne, Westchester county, New York, on the Harlem division of the New York Central Railroad, twenty-eight miles from New York. The society was incorporated by chapter 489 of the Laws of 1902. "The objects of this corporation shall be to receive and take charge of such children between the ages of five and sixteen years, both male and female, who are of Jewish parentage, as shall be committed to its charge, after conviction, for any delinquency, by a competent authority \* \* \* ; to provide for the care, maintenance, and support of such children; to impart to them religious training, in accordance with the tenets of the Jewish faith, and to bestow upon them moral, intellectual and industrial training; to establish and maintain a reformatory for the religious, moral and intellectual amelioration of males and females of Jewish descent between the ages of sixteen and twenty-one years, who shall be lawfully committed to its custody."

The governing body is a board of managers. The number of boys, all supported by public funds, cared for during the year of 1911 was 447, and 290 remained on December 31, 1911. It is planned that ultimately the institution will accommodate 500 inmates.

During the year, 135 boys were committed to the protectory by the courts, and 153 boys were discharged on parole. Of the 321 boys paroled since the opening of the school, 245 are reported as doing well. The society is now considering the possibility of making institutional provision for Jewish girls committed by the courts.

The cost of the site, buildings, equipment and furnishings to date has been \$567,656. The income for the year ending December 31, 1911, was \$80,360, of which the City of New York paid \$53,847. The net maintenance expense of Hawthorne School was \$67,482.

## THE NEW YORK JUVENILE ASYLUM.

This institution, situated at Dobbs Ferry, twenty miles from New York on the Hudson Division of the New York Central and Hudson River Railroad, is known as the "Children's Village." It is a juvenile reformatory, on the

cottage plan, "to receive and take charge of such children between seven and sixteen years of age as may be voluntarily entrusted to the Board of Managers by parents or guardians, or committed to their care to provide for their support, and to afford them the means of moral, intellectual and industrial education. The institution provides homes in the country for friendless, destitute, homeless or surrendered children. The training is industrial, educational and moral. There are to be ultimately accommodations for 500 in the twenty-five cottages of the children's village, and fifteen at the reception house."<sup>1</sup>

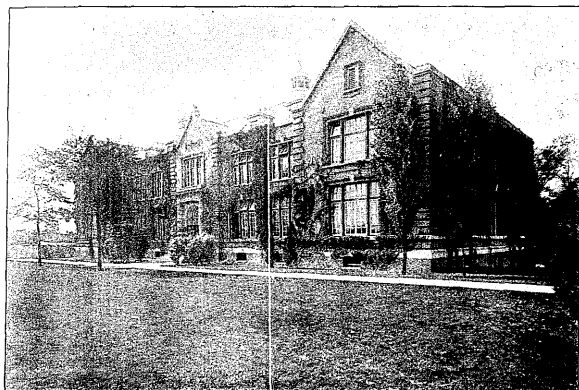
The New York Juvenile Asylum was incorporated in 1851. The asylum was opened in 1853 on Bank Street, New York and was moved in 1853 to the foot of East 55th Street. Again, in 1856, the institution was moved to Washington Heights. In 1901 a farm of 277 acres was purchased at Dobbs Ferry, and in 1905 the institution moved to the country. The total number of children received by the institution from the opening until December 31, 1911, was 40,554.

The children's village is attractively located and the cottages and other buildings are of harmonious though varied architecture. Farming, gardening, industries, schools and ethical training are characteristics of the institution.

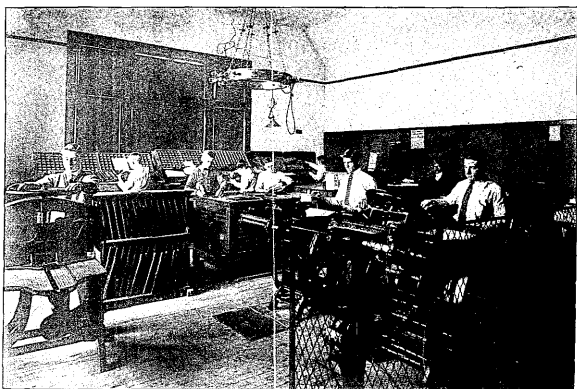
*Population:*

On school register January 1, 1911.....	533
Received in 1911.....	230
Total enrollment for year.....	763
In western homes January 1, 1911.....	122
Grand total under care and control, 1911....	885
Sent to private homes.....	2
Sent west.....	9
Discharged.....	170
Transferred to other institutions.....	2
Died.....	2
	185
On school register December 31, 1911.....	578
Temporarily absent, escaped and under supervision.....	56
Present in village December 31, 1911.....	522

<sup>1</sup>Charities Directory, 1913.



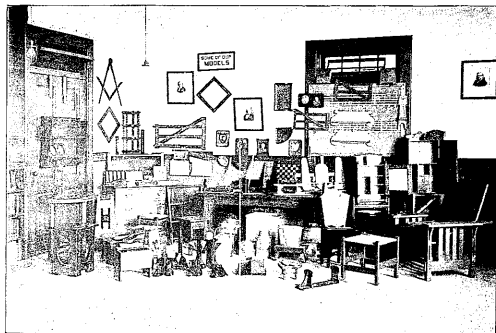
Administration Building, New York Juvenile Asylum



Printing Shop at New York Juvenile Asylum



Sloyd Class, New York Juvenile Asylum



Industrial Products, New York Juvenile Asylum



*Commitments:*

New:

White.....	194
Colored.....	22
Second:	
White.....	12
Colored.....	2

230

Committed by magistrate.....	148
Committed by magistrate at request of parents or friends.....	80
Surrendered by parents or friends.....	1
Received from other institutions.....	1

230

*Age at time of commitment:*

Eight years or under.....	9
Nine years.....	13
Ten years.....	16
Eleven years.....	22
Twelve years.....	23
Thirteen years.....	55
Fourteen years and over.....	92

Total..... 230

*Habits when committed:*

Unfortunate.....	80
Pilfering.....	55
Vagrant.....	1
Bad or disorderly.....	54
Disobedient and truant.....	34

*Education previous to commitment:*

Read, write and cipher.....	188
Read and write.....	10
Read only.....	1
Could not read.....	30

*Parents:*

Living.....	109
Father living.....	51
Mother living.....	54
Both parents dead.....	14
Unknown.....	2

*Nativity of children:*

United States.....	216
Other countries.....	14

The receipts for 1911 were \$106,892, and the disbursements were \$107,707.

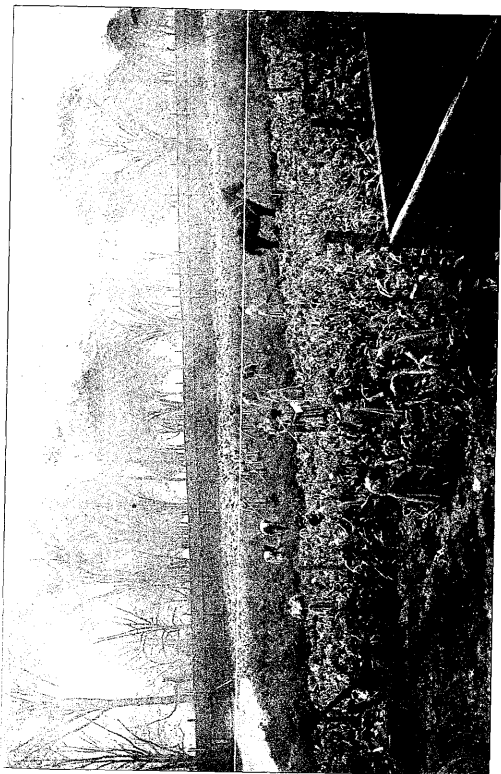
## THE NEW YORK STATE TRAINING SCHOOL FOR GIRLS.

This institution is situated at Hudson, 29 miles south of Albany, and 114 miles north of New York, on the Hudson River Division of the New York Central and Hudson River Railroad. The institution is on the cottage plan, and is for the training of destitute, neglected and delinquent girls under the age of sixteen years. They are received from all parts of the State. It is the only State institution to which delinquent girls under sixteen years of age can be committed. It is wholly supported by the State.

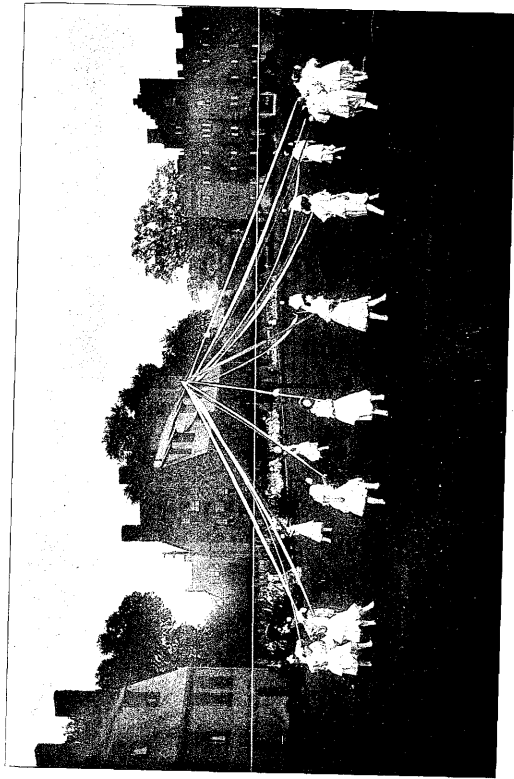
The present buildings include seven three-story and two two-story brick cottages, each of which provides dining-room, sitting-room, laundry, kitchen, sanitary bath and toilet accommodations, and separate sleeping rooms for an average of twenty-six pupils and three officers. Besides the cottages, there are seven large buildings and seven smaller ones, including chapel, administration building, cottage-hospital building, and school building.

The institution is governed by a board of seven managers, appointed by the Governor in accordance with the State Charities Law. The Board appoints the Superintendent, who is the paid executive officer.

The methods include primarily the development of the individuality of the child. Classification is carefully planned, the cottage work is done by the girls, and there is necessary



N. Y. S. Training School for Girls at Hudson — Gardening



Hudson — May Pole Dance — May Carnival

school work, as well as instruction in cooking, laundry, sewing, dressmaking, music, physical culture, religion and gardening. This institution is overcrowded.

*Population:*

October 1, 1910.....	331
Received during year.....	109
Discharged during year.....	110
October 1, 1911.....	330

*Age, at admission, of committed girls:*

Eleven years.....	1
Twelve years.....	14
Thirteen years.....	21
Fourteen years.....	24
Fifteen years.....	26

*Nativity:*

American born.....	79
Foreign born.....	7

*Nativity of parents:*

American born.....	44
Foreign born.....	22
Unknown.....	20

*Education:*

Illiterate.....	5
Primary.....	16
Intermediate.....	52
Grammar.....	3

*Occupation:*

School girl.....	44
Domestic.....	19
None.....	16
Other occupations.....	7

*Religion:*

Protestant.....	73
Catholic.....	8
Jewish.....	4
None.....	1

*Finances:*

The receipts for the fiscal year ending September 30, 1911, were \$180,302, the disbursements \$177,636. The disbursements for maintenance were \$94,278. The total weekly per capita cost was \$5.474, or an annual per capita cost of \$284.65.

## NEW YORK STATE TRAINING SCHOOL FOR BOYS.

This institution is not yet built. The Legislature of 1911 placed the management of the school in the hands of a Board of Managers, under the provisions of the State Charities Law. The site of the institution is at Yorktown Heights, thirty-seven miles from New York on the Putnam Division of the New York Central and Hudson River Railroad. The site embraces 490 acres. The institution will be on the cottage plan and will receive male children under the age of twelve years, convicted of a crime amounting to felony, or between the ages of seven and sixteen if deemed guilty of juvenile delinquency, in the first, second, third or ninth judicial districts.

The State Board of Charities, in its latest report, says regarding this institution:

"The new institution will have ample provision for life in the open, for the boys will be employed upon the farms and at work in the gardens. They will receive instruction in the care and breeding of farm stock; observe the growth of vegetables, fruits and grains; learn through the actual life of the farm the necessity for work, order, persistence and thrift, and by this training, form new ideals of life and acquire an intelligent appreciation of the privileges and responsibility of citizenship. The full equipment of this institution will cover the needs of different types of boys, for the farm is not suitable for all. Shops and trade schools with their opportunities in the arts and crafts are to be established and these will open the way to honest livelihood for such of the boys as are best fitted for trades, but more than all else, the discipline of the institution will encourage the boys to self-respect and thus by education and association with teachers and supervisors, the work of the school will be reflected in the moral power and determined character of the graduates. The need is so great that everything possible should be done to expedite the opening of this institution at the earliest possible date."

## THE GEORGE JUNIOR REPUBLIC.

This institution, or rather "village" has no "inmates," but "citizens." The Republic is playing a very interesting and in many cases important part in the reformatory work of the State.

The George Junior Republic was founded by William R. George in the summer of 1895, at Freeville, Tompkins county, nine miles from Ithaca, on the Lehigh Valley Railroad. It is a town or colony for young people; "an organization that aims to instil into the minds of boys and girls the principles of self-reliance and self-government, by giving them actual powers and duties of citizenship in a miniature state wherein are operating the same economic, social and civic conditions that they will find outside on leaving the Republic."

The Republic is an all-the-year-round home for children, founded upon the belief that

*First:* A boy may break a law, or commit an offense, and still not be necessarily what is known as "bad" or "criminal."

*Second:* As a rule, a boy or girl who commits an offense against civic or social laws is possessed of many of the qualities, courage, leadership, self-reliance, which will, if rightly directed make the strongest character and the best citizens.

*Third:* That to commit a child at an impressionable age to an institution where he is thrown into contact with the hardened criminal and restrained from acting upon his own initiative by rigid discipline, and where his individuality is lost in numbers — will never prepare him for the responsibilities of life and citizenship.

*Fourth:* To develop a sense of responsibility the child must have responsibility placed upon it; to overcome pauperism the child must learn self-support; to respect law and order, the child must practice self-government.

The Association owns and controls over 350 acres of land, whereon is a little village of some twenty-five buildings. Ten are cottages in which citizens live; the other buildings are necessary industrial and administrative buildings. The boys and girls live in families of ten or twelve in a cottage, under the supervision of a woman, or a woman and her husband.

<sup>1</sup>"Nothing Without Labor," pamphlet published by the Republic, p. 1, from which subsequent statements are taken.

The motto of the Republic is "Nothing Without Labor," and each citizen, male or female, works for what he receives, although the Republic is not self-supporting, the annual expenses according to the Republic's statement, amounting to about \$45,000 a year, of which \$40,000 is secured through contributions. The statement of the Republic is that it costs about \$250 annually for each child at the Republic. Boys and girls over fourteen and under eighteen, of sound mind and body, are accepted. Parents or relatives pay what they can toward the maintenance of the children. The Republic believes that the reformatory results are excellent, and states that very few of the citizens have proven failures.

According to the report of the State Board of Charities for 1911, the estimated value of the property of the Republic on October 1, 1911, was \$168,848. On October 1, 1910, there were 137 citizens in the Republic; there were received during the year 106; total in Republic during year, 243; discharged during year, 93; remaining on October 1, 1911, 150.

Of those received during the year, 16 were received by judicial commitment for delinquency; 5 by judicial commitment for improper guardianship; 1 by commitment of poor law official; 72 from parents and guardians, and 11 of their own application. In addition, 34 boys from 16 to 21 years of age were received, a total of 106. Of these, 58 were supported by public funds, 185 by private funds. The average number of citizens during the year was 144.

#### THE BERKSHIRE INDUSTRIAL FARM.

Founded twenty-six years ago, three miles from Canaan, four hours from New York city on the Harlem Division of the New York Central and Hudson River Railroad. The farm has an area of 1,000 acres. Its purpose is to give the "bad city boy" another chance. It takes boys from six to sixteen years of age, committed by the courts or surrendered by parents or guardians. The term of commitment or surrender is four years. The average stay is three years. The institution is Protestant, but non-sectarian. The plan is a modified cottage system. At present there are accommodations for eighty boys.

A half day's schoolwork alternates with a half day's industrial or agricultural work. More than five hundred boys have graduated from the farm.

The farm is valued with buildings, stock, etc., at approximately \$50,000, and is partly self-supporting. The approximate cost of maintaining a boy at the farm is \$250 annually. Parents are required to pay in proportion to their ability.

## CHAPTER SEVENTEEN.

### THE DEPARTMENT OF CORRECTION OF NEW YORK CITY.

THE prisons of New York City are administered by the Department of Correction, the Commissioner of Correction being the chief official of the Department. He is appointed by the Mayor, and serves during four years, or until his successor is appointed. The chief offices of the Department are at 148 East 20th street, New York. The present Commissioner is Hon. Patrick A. Whitney.

The following institutions are included in the Department:

1. Seven district prisons for cases pending trial.
2. The City Prison (Tombs), Manhattan, for cases pending trial.
3. The City Prison, Brooklyn (Raymond Street Jail), for cases pending trial; also for short-term prisoners.
4. The Workhouse, on Blackwell's Island, for convicted misdemeanants, and those violating city ordinances.
5. The New York County Penitentiary, on Blackwell's Island, for convicted misdemeanants and felons.
6. The Branch Workhouse, Riker's Island, for Workhouse or Penitentiary prisoners.
7. The Branch Workhouse, on Hart's Island, for Workhouse prisoners (male and female).
8. The New York City Reformatory, on Hart's Island, for male prisoners between 16 and 30 years of age.
9. The Queens County Jail, in Long Island City, for cases pending trial, and for convicted prisoners.<sup>1</sup>

There is no distinctly modern prison among all these buildings. The Tombs (City Prison) is the most recent building, having been first occupied in 1902.

The buildings fall, therefore, into two groups, those for the detention of prisoners prior to and during trial, and those for convicted prisoners. In the first group are the district prisons, the Tombs, the Raymond Street Jail, and the Queens County Jail. The other institutions are for the imprisonment of convicted persons.

The procedure in the detention, trial and imprisonment of offenders in New York City (Manhattan) is in general as follows; and is typical of the other boroughs of the city.

<sup>1</sup> Came under Department of Correction in 1912.

### THE DEPARTMENT OF CORRECTION OF NEW YORK CITY. 183

The prisoner is taken from the station-house to the magistrate's court. If held for further trial, he is placed in a district prison adjacent to the court. The district prisons in New York City are as follows:

District	Prison	Location
Second	Jefferson Market	10th St. and Sixth Ave.
Third	Essex Market	Second Ave. and Second St.
Fourth	Yorkville	57th St., bet. Third and Lexington Aves.
Fifth	Harlem	121st St. and Sylvan Place.
Sixth	Morrisania	161st St. and Brook Ave.
Seventh	West Side	53d St. bet. Eighth and Ninth Aves.
Eighth	Westchester	Main St.

#### CENSUS, MARCH 13, 1913.

	Capacity of Institutions.		
	Male	Female	Total Prisoners
City Prison, Manhattan (Women's prison, 58 cells)	494	58	552
City Prison, Brooklyn	420	60	480
City Prison, Queens	137	70	207
Penitentiary, B. I.	984	120	1,104
Workhouse, B. I.	600	400	1,000
Branch Workhouse, Riker's Island	300		300
Branch Workhouse, Hart's Island	485	35	520
New York City Reformatory	240		240
District Prisons, Manhattan and The Bronx:			333
Second, Jefferson Market	80	60	140
Third, Essex Market			50
Fourth, Yorkville	68	15	83
Fifth, Harlem	74	16	90
Sixth, Morrisania	12		12
Seventh, West Side	49	16	65
Eighth, Westchester	12		12
			<hr/>
			4,855
			5,139

If the prisoner is to be tried in the Courts of Special or General Sessions, he is soon transferred to the City Prison known as the Tombs. He awaits trial here. There is a woman's division in the Tombs. Convicted prisoners may be sent to the Department prisons for convicted persons, or to other correctional institutions within or without the city.

#### THE CITY PRISON.

The City Prison (The Tombs). Located at 101 Center Street. It is an elliptically shaped building with eight tiers; it contains 320 cells for male prisoners and in the winter has frequently a population of over 700. Doubling-up of prisoners is necessary in practically all the cells in the winter, and in many of the cells at all times. There are two annexes, one being the women's prison, with a capacity of 58 cells, and the other the so-called "boys' annex" of similar type, with 174 cells in which young men awaiting transfer to Elmira Reformatory and other prisons are confined.

The congestion in the City Prison has been the cause of much public criticism, and the Department has requested an appropriation for an extension to the City Prison sufficiently ample to afford a separate cell for each prisoner, and also an adequate hospital and psychopathic ward.

The City Prison offers no employment to prisoners awaiting trial, it being forbidden by law.

*Statistics.* The average population of the City Prison during 1911 was 655, varying from an average of 569 in January to 747 in October. There were received, during 1911, 13,403 males and 1,242 females. The per capita per diem cost of 1911 was \$.537, a total expenditure of \$128,125.

#### DISTRICT PRISONS.

The district prisons are relatively old prisons with small capacity, for the temporary imprisonment of those awaiting trial. The cells are often large enough to give sleeping room for four or more prisoners. The locations of the prisons are often such as to afford little sunlight. The prisons are kept clean and in general as sanitary as possible. New district prisons are greatly needed.

These prisons assume an enormous importance, in view of the small army of persons received during the year. In 1911,





The City Prison Manhattan

33,166 males and 10,082 females passed through the prisons, of whom 13,172 were transferred to the Workhouse, and 7,323 were transferred to the City Prison. The number of prisoners discharged totalled 22,309.

The total disbursements of the district prisons in 1911 were \$78,291.

#### THE PENITENTIARY.

The Penitentiary, located on Blackwell's Island, is the most imposing, externally, of the institutions of the Department, and is the best organized industrially, and the most productive. The capacity of the Penitentiary is 1104. It is built on the inside cellblock plan, two wings being old and with small cells, while a west wing of 270 cells of larger size has recently been completed.

To the Penitentiary are committed both felons and misdemeanants. The sentence of imprisonment shall not exceed one year, but if the prisoner is sentenced to pay a fine in addition, he must serve one day for each dollar of the fine unpaid. A fine of \$500 is the maximum that may be imposed. Commutation of five days for each month of imprisonment is allowed for good conduct on sentence of six months or more. There is no parole system.

The Penitentiary was first occupied in 1832. It is in no sense a reformatory. So inadequate has been the equipment for the education of the inmates that not until 1911 were any teachers appointed. Stripes are worn, although the lockstep is not used. The industries are the most progressive feature of the institution. The warden and all other officers are appointed by the Commissioner of Correction.

By an act of the legislature in 1895, it was provided that no more buildings should be built by the Department of Correction upon Blackwell's Island, and that as soon as practicable the buildings owned by the said department should be vacated and become the property of the Department of Public Charities. For many years therefore the Department of Correction has only made "repairs," which have sometimes extended almost to new structures. This law has seriously hampered the development of the industries.

The purpose of the law was and is to force the removal of the correctional group of buildings now upon Blackwell's Island to other islands or locations. The City plans to make of Blackwell's Island a hospital park, under the admin-

istration of the Department of Public Charities. Therefore plans have been made, which will be further outlined on page 198, for the occupation by the Department of Correction of Riker's and Hart's Island by modern prison buildings.

The industries of the Penitentiary fall under the Prison Law, in the same manner that the sale of the product of the State prisons is controlled. No penitentiary-made products may be disposed of in the open market. The products are sold to other city departments. A recent inspection made by the Prison Commission showed the division of inmates among the industries as follows:

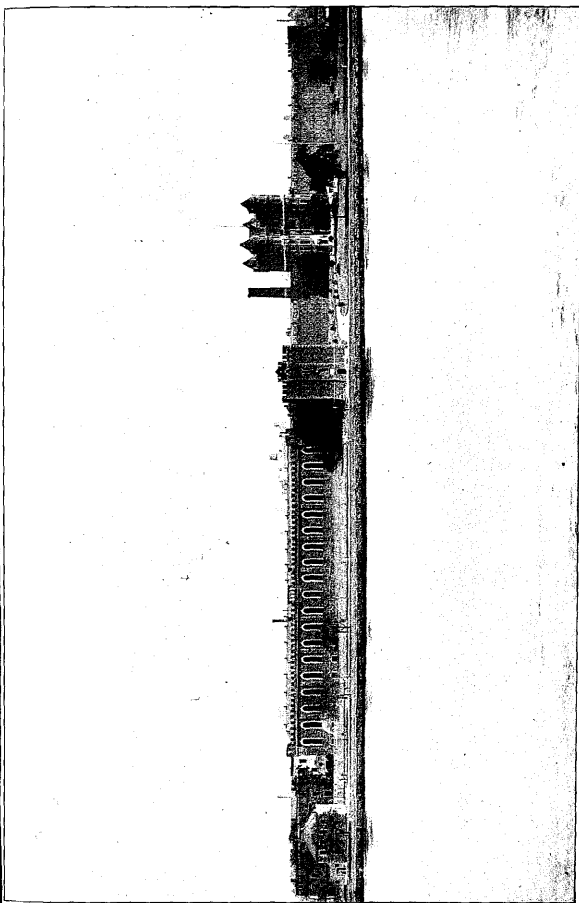
Bedsteads.....	39	Barbers.....	6
Brooms.....	36	Bakers.....	37
Brushes.....	36	Boiler room.....	8
Carpenter work.....	10	Halls, kitchen, etc.....	100
Painters.....	15	Laundry.....	40
Printers.....	11	Outside.....	120
Shoemakers.....	76	Quarry.....	66
Tailors.....	73	Stone shed.....	113
Masons.....	34		

"In the shops the men were not fully employed," states the report, "caused by lack of orders, and from which I infer that the various public departments are purchasing in the open market too many of the goods manufactured here."

The latest report of the Department, for 1911, shows that "substantial progress has been made during the year, both in extent of production and breadth of work accomplished. The aggregate shipments for 1911 were \$143,679, against \$116,927 for the preceding year. The refilling of cylinder blocks for the Street Cleaning Department increased the output considerably. The net earnings are given as \$44,470."

The following recapitulation is given for 1911:

24,113 pairs of shoes and slippers.....	\$28,572	50
39,461 brushes.....	21,617	51
26,457 corn brooms.....	6,266	24
58,741 street brooms.....	39,243	67
96,443 clothing and knit goods.....	15,483	54
1,145 hair mattresses and pillows.....	2,777	00
2,859 iron beds and wire mattresses.....	7,931	55
1,441 cylinder brooms.....	15,898	00



The Penitentiary, Blackwell's Island

THE DEPARTMENT OF CORRECTION IN NEW YORK CITY. 187

4,000 paper bags.....	\$20 00
1,469,866 printing.....	5,879 46
<hr/>	
Total sales.....	\$143,679 47
Inventory.....	82,768 78
Charges against Manufacturing Industry	
Inventory of Dec. 31, 1910.....	\$92,370 97
Purchases, requisition, 1910.....	43 12
Purchases, requisition, 1911.....	89,563 62
	<hr/>
	181,977 71
Earnings or surplus.....	\$44,470 54

The principal departments of the City to which the Department of Correction furnished supplies were in 1911:

Department of Public Charities, Manhattan.....	\$29,809 63
Department of Public Charities, Brooklyn.....	3,995 50
Department of Education.....	16,680 90
Department of Correction.....	22,581 98
Department of Street Cleaning.....	53,832 17

In addition, the annual report shows a considerable amount of goods not charged, as well as a large number of goods repaired. All of which suggests the great need of a careful balancing of the maintenance costs of the Penitentiary as compared with the earning capacity.

The per capita per diem cost of maintenance seems to be for 1911, \$.528. The total maintenance disbursements for 1911 were \$240,625. Deducting the net earnings of \$44,470, we have a per capita per diem net cost of \$.479.

The Commissioner of Correction states that the industries could be considerably increased, were the appropriations forthcoming from the city government.

*Population:*

The average number of inmates during 1911 was 1,121. The following statistics show the movement of population:

	Male	Female	Total
Remaining, Dec. 31, 1910.....	1,080	59	1,139
Received, 1911.....	2,635	174	2,809
	<hr/>	<hr/>	<hr/>
During year.....	3,715	233	3,948

Discharged.....	2,711	158	2,869
Died.....	10	1	11
Escaped.....	1		1
	<hr/>	<hr/>	<hr/>
	2,722	159	2,881
	<hr/>	<hr/>	<hr/>
Remaining, Dec. 31, 1911.....	992	75	1,067

The ages of the convicts seem to run considerably higher than those of convicts sent to the State prisons:

	Male	Female	Total
15 to 20 years.....	219	6	225
20 to 25 years.....	550	39	589
25 to 30 years.....	534	33	567
30 to 35 years.....	384	26	410
35 to 40 years.....	280	29	309
40 to 45 years.....	215	18	233
45 to 50 years.....	172	10	182
50 to 55 years.....	113	8	121
55 to 60 years.....	73	2	75
60 to 65 years.....	62	3	65
Over 65 years.....	33		33
	<hr/>	<hr/>	<hr/>
	2,635	174	2,809

A large proportion of the prisoners are illiterate, and are recorded in the Penitentiary statistics as "uneducated." Two thirds of the men give their social status as "unmarried." About 60 per cent. claim to have been born in the United States. The Italians are the second largest national group, but register only 377 out of a total of 2,809.

The terms of commitment were the following:

	Male	Female	Total
30 days.....	102		102
60 days.....	156	4	160
90 days.....	36	3	39
1 month.....	77	6	83
2 months.....	107	10	117
3 months.....	545	43	588
4 months.....	103	15	118

	Male	Female	Total
6 months.....	612	44	656
9 months.....	55	3	58
10 months.....	44	2	46
11 months, 29 days.....	194	19	213
1 year.....	496	21	517

The principal causes of commitment were:

Assault, 3d degree.....	377
Concealed weapons.....	204
Grand larceny, 2d degree.....	107
Intoxication.....	152
Petit larceny.....	732
Tramp.....	133
Unlawful entry.....	126

By far the largest number of persons giving an occupation were those designated as "laborers." This is an ambiguous term, probably embracing those who gave no definite occupation.

Seventy-five per cent. of the prisoners had not previously been received at the Penitentiary. Nine per cent. had been received once before. Six hundred of the inmates received had been convicted before and sent to other institutions.

#### THE WORKHOUSE.

The Workhouse, located on Blackwell's Island, has at all times a large and floating population of "short-termers," no commitment to the Workhouse being for more than six months. The institution receives mainly those convicted of public intoxication, vagrancy and disorderly conduct.

The Workhouse has been severely criticized and condemned by penologists and the more intelligent part of the public for years. Built in 1852, the dormitories of various sizes; the un-modern construction, the necessity of putting even as many as thirty prisoners in one large room, the character of the population, and the relative absence of hard work, have again and again brought down the severest criticism upon the institution and the Department.

It should be borne in mind that all modern penologists are agreed that the unsupervised association of prisoners at night is likely to be attended by most deplorable forms of

vice. Particularly in a prison like the Workhouse is the population likely to contain a considerable proportion of immoral or vicious characters. The enforced association of all kinds of prisoners in the dormitories and cells, even though the prison authorities seek to make some sort of a classification, is harrowing in its possibilities. One receives an idea of the vicious nature of the construction of the Workhouse cells from the following list of cells in the male prison and their capacity:

1 cell.....	31 inmates.
1 cell.....	29 inmates.
2 cells.....	27 inmates.
2 cells.....	23 inmates.
1 cell.....	18 inmates.
3 cells.....	16 inmates.
5 cells.....	14 inmates.
2 cells.....	13 inmates.
2 cells.....	9 inmates.
1 cell.....	8 inmates.

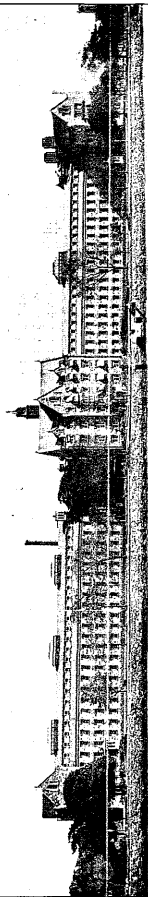
etc., etc.

The cells in the female prison are not so large, but there are few cells that contain less than three inmates. For instance:

50 cells.....	5 inmates.
42 cells.....	4 inmates.
14 cells.....	3 inmates.
3 cells.....	2 inmates.
8 cells.....	1 inmate.
4 cells.....	0 inmate.

The female prisoner is thus forced into the most intimate association with others, even against her will. And as will be seen from the population statistics, the proportion of women sent to the prison for intoxication and for prostitution is large. Nor have the cells modern toilet conveniences.

Under such conditions, and in view of the industrially inferior population, it can hardly be expected that the record or the reputation of the Workhouse can be satisfactory. There is capacity for 583 male prisoners, and for 528 female prisoners. Three branch workhouses, of which one is on



The Workhouse, Blackwell's Island



THE DEPARTMENT OF CORRECTION IN NEW YORK CITY. 191

Riker's Island, and two are on Hart's Island, will be described later in this chapter.

*Commitments and Population.* To the Workhouse are committed misdemeanants and those who have violated City ordinances. The term of imprisonment shall not exceed six months. Certain categories of inmates may be discharged after twenty days on order of the committing magistrate. There is no parole system.

	Male	Female	Total
Remaining December 31, 1910.....	527	383	910
Admitted during year.....	9,467	6,351	15,818
Returned from other institutions.....	520	209	729
<b>Total.....</b>	<b>10,514</b>	<b>6,943</b>	<b>17,457</b>
Discharged.....	7,504	6,034	13,538
Transferred to other institutions.....	2,390	446	2,836
Died.....	28	16	44
<b>Total.....</b>	<b>9,922</b>	<b>6,496</b>	<b>16,418</b>
Remaining, Workhouse, Dec. 31, 1911..	592	447	1,039
Remaining, other institutions.....	470	99	569
<b>Total remaining on register, Dec. 31, 1911.....</b>	<b>1,062</b>	<b>546</b>	<b>1,608</b>

In short, nearly sixteen thousand people were received at the Workhouse during 1911. If the early stages of criminality offer the greatest chance of reformation; and if the lesser prisons can easily become under improper administration or equipment schools of crime for the Reformatory and the State Prison later, what can be said about the Workhouse maintained by the City of New York?

Nearly 600 other prisoners of the Workhouse were assigned on December 31, 1911, to other institutions of the city. To each of the district prisons are sent "helpers" to do the ordinary cleaning and other unskilled work.

The ages of the Workhouse prisoners run high, as compared to the ages of Reformatory and State prisoners.

	Males	Females	Total
17 years and under.....	421	6	427
18 to 21 years.....	1,317	251	1,568
21 to 25 years.....	1,333	1,486	2,819
26 to 35 years.....	2,343	2,557	4,900
35 to 50 years.....	2,631	1,452	4,083
51 to 65 years.....	1,189	452	1,641
66 and over.....	233	147	380
	<u>9,467</u>	<u>6,351</u>	<u>15,818</u>

Several significant facts are shown above. Sixty-three per cent. of the male inmates admitted during the year were over 25 years of age, and 73 per cent. of the female inmates admitted during the year were over 25 years of age. But there were nearly 40 per cent. of male inmates under 26 years of age, and over 25 per cent. of female inmates under 26 years of age. In short, the Workhouse offers a distinctly menacing school for vice and crime, because of the necessary association of prisoners in the large cells and rooms.

Throughout the civilized world penologists condemn the custom of short sentences, many saying: "Better no sentence at all than one of a few days." Yet the following was the record at the Workhouse for 1911:

	Males	Females	Total
3 to 5 days.....	2,919	2,750	5,669
10 days.....	1,601	1,165	2,766
15 days.....	1,154	953	2,107
2 to 3 months.....	750	400	1,150
2 to 6 months.....	2,917	1,083	4,000
Over six months.....	126	.....	126
	<u>9,467</u>	<u>6,351</u>	<u>15,818</u>

Sixty-seven per cent. therefore of the inmates served fifteen days or less. This refers to the sentence, and not to the fact that in not a few cases the order of the magistrate discharged the inmate before the expiration of his or her sentence.

The record of "times committed" is serious enough to be an indictment of the short sentence system. The following table is illustrative:

	TIMES COMMITTED.							Total
	1	2	3	4	5	6-10	11-20	
Males...	6,328	1,566	557	513	123	276	3	9,467
Females...	2,184	1,143	762	733	235	1,294	.....	6,351
	<u>8,513</u>	<u>2,709</u>	<u>1,419</u>	<u>1,246</u>	<u>358</u>	<u>1,570</u>	<u>3</u>	<u>15,818</u>

To the Workhouse are sent mainly those convicted of disorderly conduct, which also includes prostitution, intoxication, and vagrancy. Indeed intoxication, vagrancy and disorderly conduct are three of the four chief causes of commitment to penal institutions throughout the United States. More than half the Workhouse population claim to have been born in the United States, those born in Ireland occupying the second place in the list.

As to the kind and amount of labor performed by Workhouse prisoners at the Workhouse, the Department presents the following statistical table:

Total number days' work performed by male prisoners of Workhouse.....	215,581
Total number days' work performed by female prisoners.....	158,329
Total number of days' work performed by Workhouse prisoners at other institutions during fiscal year 1911.....	<u>99,622</u>

Were these working days of eight hours' duration and of relatively hard work, this would be an imposing total. In practice, however, the working days are of very varying lengths and the work is of very varying laboriousness. The industries at the Workhouse are, in proportion to the possibilities of labor, slight and it is generally felt that the output both as to the product and as to hours could be increased many fold. One activity of the Workhouse population is the handling of articles for the Department of Public Charities and for the Department of Correction, the island being served by steamboats. Three hundred and sixty thousand pieces were handled for the Department of Public Charities and 254,000 for the Department of Correction.

In a word, a most serious need is an accounting system whereby the Workhouse would be able to show the relative financial value of the activity of the Workhouse inmates.

*Finances.* The total expenditures for maintenance for the Workhouse during the fiscal year of 1911 were \$194,871. The total per capita per diem cost averaged \$5.22. Nothing in the report of the Department credits the Workhouse with any financial product. Hence the figure \$5.22 represents gross per capita per diem cost. This figure is considerably greater than the per capita per diem cost of State prisons.

#### BRANCH WORKHOUSES.

The Department of Correction maintains also two branch Workhouses, one on Riker's Island and one on Hart's Island. Riker's Island is situated but a short distance above Hellgate, and in proximity to North Brother Island. Hart's Island is opposite City Island, and is a sail of several hours from the Department's Dock at the foot of East 26th Street. At the Branch Workhouse on Riker's Island are employed Workhouse prisoners and Penitentiary prisoners, chiefly in grading, completing the sea wall, building roads, excavating, filling in and to a limited extent gardening.

Riker's Island is City property. The original island had an area of some 80 acres. A number of years ago the City determined to fill in Riker's Island, and erected a sea wall to serve as the limits of the Island. When entirely filled in, nearly 500 acres will be available, of which more than 400 acres will be made-land. The Street Cleaning Department is furnishing the filling from the street sweepings and refuse of the streets. The prisoners are employed in the unskilled work of filling, grading and the like. Later in this chapter mention will be made of the intention of the Department of Correction to use this island for the purpose of a municipal farm.

Hart's Island is much smaller, having an area of approximately 100 acres. Upon Hart's Island are located not only the buildings of the Branch Workhouse, but of the City Reformatory (see page 153) and the Branch Workhouse for Women. The Potter's Field, with an area of 20 acres, occupies the middle section of the Island. Here 172,569 bodies have been interred, the labor being done by inmates of the Branch Workhouse.

To the Branch Workhouse at Riker's Island are sent able-bodied prisoners, who live in shacks. To the Hart's Island Branch Workhouse are sent mainly the crippled and the aged, so that it resembles in large measure an almshouse with powers of detention. At the northern end of Hart's Island is a Branch Workhouse for Women, with small shacks for buildings. Here women with babies are sent.

The statistics regarding the Branch Workhouse population, so far as ages, social conditions, etc., are concerned, are similar to those cited for the main Workhouse. The maintenance cost of the Branch Workhouse on Riker's Island in 1911 was \$29,201, an average daily per capita of \$834. While this per capita cost is large, the labor of these inmates is probably as profitable as that of any prison labor to the city. The average daily population at the Riker's Island Workhouse was 98.

At the Branch Workhouse on Hart's Island the average population is much larger, numbering 474. The Branch Workhouse cost of maintenance in 1911 was \$163,579, an average per capita per diem cost of \$967. This is probably the most unproductive group of City prisoners. At the Branch Workhouse, the leading industries, apart from the general work at the Potter's Field and in the halls and kitchens, was the stone-she'd work, the manufacture of ice and the raising of vegetables.

At the Potter's Field, from the opening of the cemetery in 1869 to the close of the fiscal year of 1911, the total burials were 172,569. During 1911 there were 5,571 interments and 66 disinterments. The bodies are those of paupers. The Foundling Hospital furnished of the 5,571 bodies, 1,115 or 20 per cent.

The Outdoor Poor Department (Department of Public Charities) furnished 2,156 bodies, or approximately 40 per cent.; Bellevue 620 bodies, or about 9 per cent.

In the Branch Workhouse at Hart's Island are found a relatively large proportion of inmates serving from two to six months. Over 50 per cent. of the inmates had been previously committed. Most of the commitments are for vagrancy. The Hospital at Hart's Island is naturally quite active, the total number of cases treated during 1911 being 7,733.

## THE CITY PRISON, BROOKLYN.

In Brooklyn the Department of Correction has control and administration of the City Prison which is located at 149 Raymond Street. This prison is commonly known as the Raymond Street Jail. It serves both as a remand prison for prisoners awaiting trial and as a prison for convicted offenders. In the absence of district prisons in Brooklyn adjacent to the courts, prisoners awaiting trial, even in the lesser courts, must be brought from the City Prison and returned to the City Prison after trial. The prison occupies approximately a city block and has only a small yard for exercise purposes. There are no industries at the prison. In this respect it compares with many county jails where unemployment and idleness prevail.

*Population:*

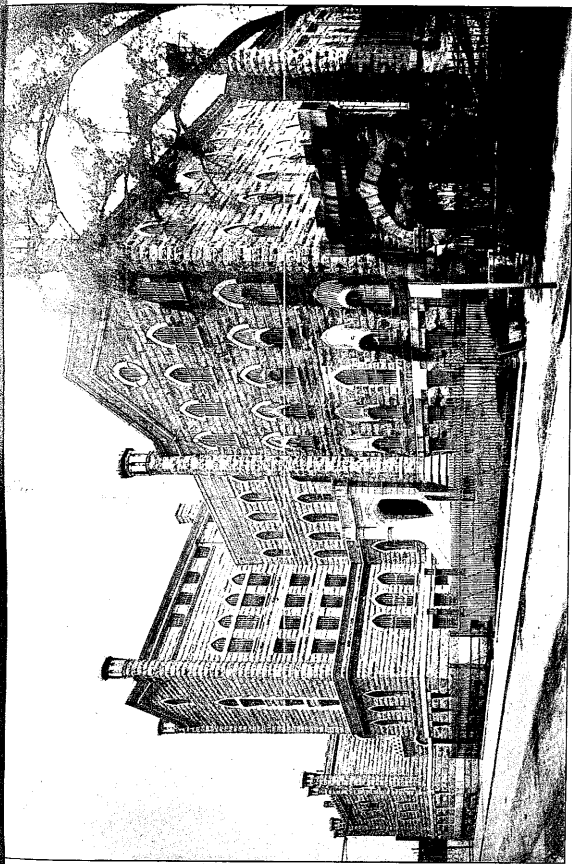
	Male	Female	Total
Remaining at City Prison December 31, 1911.....	226	31	257
Received during year.....	16,973	1,815	18,788
Transferred during year.....	1,915	377	2,292
Discharged during year.....	14,949	1,383	16,332
Died.....	2	1	3
Escaped.....	2	.....	2
Remaining December 31, 1911.....	257	32	289

The daily average census for prisoners for the year 1911 was 274. The total maintenance cost of the City Prison for the year 1911 was \$90,962, the average per capita per diem cost being \$.919.

Nothing could speak more loudly for the constant and active employment of prisoners, to reduce the cost of prison maintenance, than a per capita per diem cost of nearly \$1.00.

*Population; Summary.* Summarizing the population statistics of the New York City institutions under the Department of Correction for the year 1910-11 we have the following:

	Male	Female	Total
Admissions during year.....	76,286	18,945	95,231
Discharges during year.....	76,025	18,924	94,949



The City Prison, Brooklyn

*Future of the Department of Correction.* At the Third City Conference of Charities and Correction, held in New York City in May, 1912, O. F. Lewis, the General Secretary of the Prison Association of New York, stated the principal needs of the Department of Correction. The following paragraphs are quoted from his report:<sup>1</sup>

"The principal deficiencies of the Department of Correction are in my opinion the following:

1. The liability that in the future, as too often in the past, the department will be made a political plum. I am glad to commend highly the attitude of the present Commissioner of Correction toward improvements in this department.
2. The doubling-up system, that is, two or more prisoners in a single cell, necessitated by the excess of population over cells. This occurs particularly in the District Prisons, the Tombs, the Workhouse and to some extent in the Penitentiary.
3. The antiquity of the buildings and their inadequacy for the general purpose of modern prison and reformatory treatment.
4. The location of the Workhouse and the Penitentiary on Blackwell's Island, admitting of inadequate farm space.
5. The inadequacy of industrial equipment in all the institutions for convicted prisoners.
6. The unprogressiveness in the past in relation to the Hart's Island Reformatory, whereby after seven years the Reformatory is manifesting practically the first inkling of the reformatory system.
7. The absence of industrial training and effort to develop the industrial side of the institutions.
8. The general low average grade of officials in the prisons.
9. The absence of modern prison methods of administering the prisons of the Department, in connection not only with labor, but with health, recreation, education and rehabilitation.
10. The absence of any clear knowledge on the part not only of the general public, but even of those especially appointed to estimate and pass upon the needs of the Department of Correction, a situation arising from the indifference or the inability of the Department in the past to present the necessary facts relating to the Department.
11. The absence of any coordinated system which would enable prisoners released from institutions of the Department of Correction to find friends or help on their release.

<sup>1</sup>Proceedings Third New York City Conf. Charities and Correction, 1912, pp. 29-31.

"Suggestions, therefore, as to the development of the Department of Correction are in general the following:

1. The general cooperation between the Department of Correction, the Prison Association, the Bureau of Municipal Research and other organizations on the one hand, and the City government on the other in all questions involving important appropriations or important movements in the administration of the Department of Correction.

2. The development of a plan of institutional and administrative improvement in the Department.

3. As part of this plan the establishment of the following institutions:

(a) The City Reformatory for Misdemeanants to be relocated on a combination congregate and cottage plan, in the country, with accommodations for 500 inmates.

(b) The establishment of a new Workhouse on Riker's Island to accommodate approximately 1,200 male inmates; Riker's Island to be filled in as soon as possible; top soil to be added to the necessary depth, and the island to be made ultimately a great municipal farm, cultivated by the work of male inmates of the Workhouse.

(c) The women inmates of the Workhouse to be removed to Hart's Island as soon as the inmates of the City Reformatory are removed to the country; ultimately the women to be moved from the Hart's Island City Reformatory buildings to a separate institution in the country for women misdemeanants of the City of New York.

(d) A Penitentiary to be established on the southern portion of Hart's Island, to be an Industrial Penitentiary, manufacturing as large an output as possible for the City departments, the products to be mainly those which the City needs in large quantity, such as school furniture, boots and shoes, beds, etc.

(e) The Tombs to be added to, to the extent of a new building built upon most modern lines, probably south of the present Tombs, thereby providing a separate cell for each prisoner.

(f) A Detention Prison for Women, to be erected in a central part of Manhattan to take the place of the women's prison in the City Prison and to afford adequate opportunity for observation purposes; but not to be a prison for women convicted of crime.

(g) The gradual but not neglected renovation of the District Prisons, to conform to modern theories of the housing of offenders.

"I have not by any means exhausted the important needed improvements in the Department of Correction, but have offered a skeleton for immediate consideration. So far as the work and equipment of the Department of Correction in this city is concerned as compared with similar institutions here and abroad, my experience shows that we are by no means obtaining from our prisoners the amount of industrial return that we might; that we are in little or no way giving our convicted prisoners the advantages of education or of reformation; and that in general our institutions are regretted if not ridiculed by modern penologists in this country and elsewhere."

## CHAPTER EIGHTEEN.

## PENITENTIARIES AND JAILS.

## PENITENTIARIES.

THE word "penitentiary," in New York, means a county prison, not a State prison. To penitentiaries are committed felons as well as misdemeanants, but in no case for longer than one year, although the convicted prisoner may also be visited with a fine. In case the fine is not paid, the prisoner must serve one day for each dollar remaining unpaid at the time that his sentence expires. Felons sentenced to over one year are sent to a State prison. The county penitentiary therefore is an institution that has come to have partly the attributes of a State prison and partly those of a county jail.

There are five county penitentiaries in New York:

- New York County Penitentiary, Blackwell's Island.
- Albany County Penitentiary, at Albany.
- Onondaga County Penitentiary, at Jamesburg, near Syracuse.
- Monroe County Penitentiary, at Rochester.
- Erie County Penitentiary, at Buffalo.

Dissatisfaction with the continuance of county penitentiaries is increasing, and in the Legislature of 1913 a bill will undoubtedly be introduced by the Prison Commission providing that the county penitentiaries shall be acquired by the State, and become State district workhouses. Strong arguments have been advanced against the county penitentiaries as centers of idleness, slothfulness and non-reformative influences. And with the exception of the New York County Penitentiary, industriousness such as can be found in the State prisons is often conspicuously absent. Sentences to the penitentiaries are in general short. The cost of the maintenance of the institutions is not at all compensated for by returns from prisoners' labor. The population of the institutions is naturally largely of a slothful nature, and at present the absence

of reformatory agencies or comprehensive plans for the maintenance of industries makes specialists believe that the only solution of the "county penitentiary problem" is that they be taken over by the State.

More specifically, it can be stated that "prisoners at the New York county institution are kept fairly busy; at Albany a deplorable condition of idleness prevails; at Erie, while the board of supervisors has been seriously considering the matter of work for prisoners, nothing of a permanent nature has as yet been put into operation. Monroe county continues to do a large amount of farm work, which furnishes very considerable employment during the farming season, but there is still great idleness during the winter, at a time when the population is the greatest. In Onondaga, in addition to the farm and quarry work heretofore carried on during the summer, an experiment has been made in road building, with fairly satisfactory results."<sup>1</sup>

The State Commission of Prisons has been the leader in the agitation for the taking over of the county penitentiaries by the State, with the following arguments:

*First:* Inmates have been sentenced thereto for the violation of some State law. It is unwise to farm out the punishment of these offenders to any institution or local authority not exclusively under the control of the State.

*Second:* There is no real economy to the taxpayer in maintaining these institutions by the county. The State is contributing every year from its own treasury a very large amount for the maintenance of these penitentiaries, in paying for the maintenance of all tramps and also of persons convicted of felony and sentenced thereto. The State in 1911 paid \$86,926 for 3,498 persons thus committed.

*Third:* The institutions under county management afford practically no facilities for the mental, moral and industrial improvement of the prisoner; all our State institutions now furnish opportunities for instruction in letters and trades.

Large numbers of these prisoners are boys between the ages of sixteen and twenty-one, who should be receiving industrial and reformatory instruction.

The maintenance of penitentiaries by counties is voluntary. Providing necessary institutions for the care of persons sentenced to imprisonment for violating of State law is an imperative State function.

<sup>1</sup> State Commission of Prisons, Annual Report, 1911, p. 71



The following statistical tables are reprinted from the report of the Prison Commission for 1911.

COUNTY	Total Number of Prisoners in Custody September 30, 1910			Total Number of Prisoners in Custody September 30, 1911		
	Male	Female	Total	Male	Female	Total
	Albany.....	219	9	228	190	16
Erie.....	318	40	358	320	27	347
Monroe.....	325	33	358	277	28	305
New York.....	983	55	1,038	971	70	1,041
Onondaga.....	359	31	390	369	27	396
Total.....	2,204	168	2,372	2,127	168	2,295

COUNTY	Number of Prisoners Received During the Year Ending September 30, 1911			Number of Prisoners Discharged During the Year Ending September 30, 1911		
	Male	Female	Total	Male	Female	Total
	Albany.....	1,046	46	1,092	1,075	39
Erie.....	4,924	328	5,252	4,922	341	5,263
Monroe.....	1,957	118	2,075	2,005	123	2,128
New York.....	2,666	167	2,833	2,678	152	2,830
Onondaga.....	1,500	88	1,588	1,490	92	1,582
Total.....	12,093	747	12,840	12,170	747	12,917

AVERAGE DAILY NUMBER OF PRISONERS IN CUSTODY DURING THE YEAR ENDING SEPTEMBER 30, 1911.

COUNTY	Male	Female	Total
Albany.....	236	9	245
Erie.....	402	30	432
Monroe.....	340	26	366
New York.....	1,080	66	1,146
Onondaga.....	407	28	435
Total.....	2,465	159	2,624

CELL CAPACITY OF INSTITUTIONS—NUMBER OF CELLS.

COUNTY	Single	Double	Total
Albany.....	40	256	296
Erie.....	693	.....	693
Monroe.....	552	.....	552
New York.....	843	263	1,106
Onondaga.....	4	306	310
Total.....	2,132	825	2,957

AGE OF PRISONERS ADMITTED DURING THE YEAR ENDING SEPTEMBER 30, 1911.

	ALBANY		ERIE		MONROE		NEW YORK		ONONDAGA		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
	Under sixteen years of age.....											
Sixteen and not over twenty-one years of age.....	69	751	3	198	3	217	5	116	1	1,351	12	
Over twenty-one and not over thirty years of age.....	306	1,468	108	584	25	1,109	64	382	18	3,849	230	
Over thirty years of age.....	671	31,275	217	13,775	90	1,340	98	1,002	69	6,893	593	
Total.....	1,046	40,494	328	1,937	118	2,666	167	1,500	88	12,093	747	

TERMS OF SENTENCE OF PRISONERS ADMITTED DURING THE YEAR ENDING SEPTEMBER 30, 1911.

	ALBANY		ERIE		MONROE		NEW YORK		ONONDAGA		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
	Under six months.....	917	31	4,687	335	1,717	98	4,300	75	1,153	66	9,694
Six months and under one year.....	120	15	115	3	206	20	944	70	70	22	1,061	126
One year and under two years.....	9	2	22	12	12	522	24	47	4	612	26	
Two and under three years.....		1			2							
Three years and under four years.....												
Total.....	1,046	49	4,825	328	1,937	118	2,666	167	1,500	88	12,094	747

In Erie county 2,554 males and 297 females were sentenced for nonpayment of fines, ranging from \$1.50 to \$400. These are included in the above table, computing one day for each dollar. Ninety-nine prisoners were held for failure to give bond.

SHOWING THE NUMBER OF TIMES THE PRISONERS ADMITTED DURING THE YEAR ENDING SEPTEMBER 30, 1911, WERE DETAINED IN THE INSTITUTION IN WHICH THEY WERE CONFINED ON SEPTEMBER 30, 1911.

	ALBANY		ESSEX		MONROE		NEW YORK		ONONDAGA		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
First time.....	623	15	2,989	89	1,224	54	2,282	148	682	30	7,786	316
Second time.....	139	1	395	45	166	9	268	11	469	16	1,569	85
Third time.....	57	2	161	10	98	0	98	1	269	10	1,009	35
Fourth time and over.....	226	23	950	176	231	35	98	2	383	30	1,838	266
Total.....	1,046	45	4,924	328	1,857	118	2,656	167	1,500	88	12,091	747

*General facts.*—The cost of the five county penitentiaries to their respective counties in the fiscal year 1910-1911 was \$494,798, the great bulk of which was net cost. It has been impossible to figure the per capita cost of maintenance in the several institutions.

Single men predominate in the ratio of three to one. Most of the prisoners are able to read and write. In the ratio of two to one the prisoners are intemperate. Native born predominate over foreign born two to one. More than one half the prisoners are Catholics, and about one third are Protestants.

The most frequent causes of commitment are the following for the fiscal year in question.

Assault, third degree and attempts.....	753
Begging.....	227
Burglary, third degree and attempts.....	153
Carrying concealed weapons.....	323
Disorderly conduct.....	636
Grand larceny, second degree and attempts.....	233
Intoxication.....	3,711
Petty larceny and attempts.....	1,636
Riding on railroad trains illegally.....	509
Tramps.....	2,193
Vagrancy.....	860
All other causes.....	1,606

12,840

The very significant fact in the above statistics is that the following causes of commitment gave the percentages of commitments cited therewith:

Intoxication.....	29 per cent.
Tramps.....	18 per cent.
Vagrancy.....	7 per cent.

A total of 54 per cent, or more than one in every two commitments.

#### COUNTY JAILS.

No correctional institution has been so severely criticised in this country as the county jail. "In the State of New York the law contemplates that a jail shall contain both those

detained for trial and those convicted, and it must necessarily continue to do so until either the State or the counties provide a large number of workhouses for the housing of prisoners now sentenced for short terms to county jails."<sup>1</sup>

"Our jail system is a survival of former times. It has been adapted to various uses through the pioneer period. It is now a curious remnant of the past, not adapted to present conditions or needs."<sup>2</sup>

At the National Conference of Charities and Correction in Boston, June, 1911, Frederic H. Wines, a life-long opponent of the American jail system, delivered a ringing arraignment of the jail, which is herewith summarized:

The average county or municipal jail in this country is a school for crime, a cesspool of moral contagion, a propagating house of criminality, a feeder for the penitentiary, a public nuisance and a disgrace to modern civilization. The public indifference to the situation is attributed partly to ignorance. The county officials do not know what a jail should be and the people do not know what their jails really are. In plain Anglo-Saxon, the truth is that wherever there exists local graft and political dishonesty the county prison is its center and its stronghold. The sheriff or the jailor makes a personal profit from crime by charging a per diem for board for prisoners and by the receipt of fees for locking and unlocking the jail doors. That profit is a live wire. No local politician, possibly no member of the Legislature or even of the State administration dares monkey with it.

We have substantially won the fight for the reformatory State prison and the indeterminate sentence because we concentrated our fire upon a vulnerable point and made every shot tell. In attacking the county jail system we have pursued the opposite policy. We have addressed our arguments and remonstrances to the county authorities, of whom there are in round numbers, 2,500 sets, instead of to the legislative bodies, of which there are less than fifty. We have pleaded for new jails, better jails, when we should have demanded their replacement by prisons owned and controlled by the State and their emancipation from local political control with its petty and selfish interests.

<sup>1</sup> Geo. McLaughlin, in *Delinquent*, Feb., 1913.

<sup>2</sup> Amos W. Butler, in *Delinquent*, Feb., 1913.

There was a time when local control was necessary and proper but that was long ago. Today the county prison is an anachronism. We imported it with other institutions from England, but conservative England has outgrown it and dates the dawn of its regenerative prison system from the year of its abolition. There is no good and sufficient reason why the State which enacts a criminal code with its definition of crime, its prohibitions and its penalties should assume the custody and care of the man committed to prison for three years and refuse to recognize its responsibility for the man sentenced for three months, abandoning him to the haphazard mercies of the inferior jurisdiction which is certainly ignorant, often brutal and sometimes dishonest. It is not the majesty of the county but that of the State which calls for vindication. The supervision of crime, let it take what form it may, is the business of the State. The State should name, and it should have exclusive authority, over the executive agents to whom it entrusts the discharge of this supreme governmental function.

The one hope of enlightened progress in dealing with the problem of crime is the overthrow of the county jail system. To this end we must direct our energy. With the State once in command, there can be no question but it will find a way to right the wrong and remedy the evils which inhere in the present organization and management of minor prisons.

In the State of New York there are 65 county jails. On September 31, 1911, there was a total population of 1,782 men and 103 women. The population ranged on that date from 121 persons in the Westchester county jail to 1 inmate of the Schuylcr county jail. The jail population is a very rapidly changing group. During the fiscal year from October 1, 1910 to September 30, 1911, the admissions to the county jails numbered 35,351 males and 1,958 females. These figures do not include the institutions of New York city under the Department of Correction.

Returning now to the consideration of the number of inmates in jails on September 30, 1911. Of the total number, which was 1,782 males and 103 females, over half were awaiting trial. The figures were as follows.

Awaiting trial:

Males .....	927
Females .....	42

Convicted of crime:	
Males.....	805
Females.....	51
Witnesses:	
Males.....	18
Females.....	9
Debtors:	
Males.....	32
Females.....	1

These figures should be carefully studied, in the light of the following question. What kind of surroundings, what kind of bed, of cell, of food, of sanitary conveniences should be provided for those who, arrested on the charge of crime, are legally to be considered presumptively innocent? Should they be treated as guilty and forced to mingle with those convicted of crime? Should they be denied all chance of exercise, of employment? Should they be forced to herd with the demoralizing rouser, the habitual vagrant, the filthy tramp? Yet that is exactly what happens. And, still more outrageously — the “suspects,” those arrested and held for trial, often have to await for a quarter of a year or more the sitting of the grand jury, the function of which is to pass upon the question whether there is enough evidence of the commission of a crime to warrant holding the prisoner further for trial.

The typical county jail is a two-story structure, with interior cell blocks, or with cell blocks affording a corridor between the blocks and the building wall, as well as an interior corridor. The cells have only indirect light. In the central corridor or in the outside corridors the inmates of the jail often loaf the entire day. Most of the jails provide no work, even for the convicted prisoners. The jails are under county management, and arrangements are seldom made for the marketing of any products. So idleness and often debauchery prevails. To be sure, the “juveniles” are by law separated from the older inmates, and the women have separate quarters.

The Prison Commission has given for a number of years its special attention to the betterment of jail conditions, through fairly rigid inspection and persistent recommendations to counties to improve their faulty jails. A number of new jails have been built and counties have been forced to consider

the problem of employing their prisoners. In recent years new jails have been built in Kings, Suffolk, Essex, Tioga, Goshen and Rensselaer counties. Since 1905, when the present Prison Commission was created, forty-five counties of the State have either built entirely new jails, or enlarged and modernized their jails.

*General facts.*—Of those admitted to county jails during the fiscal year 1910-1911, 25,347 were native born and 11,962 were foreign born. Of those committed to the jails during the year, less than half were sentenced to imprisonment after conviction. The persons giving their social status as “single” as distinguished from “married” outranked the “married” in the proportion of two and one-half to one.

*Ages:*

Under sixteen years:	
Male.....	176
Female.....	35
Sixteen and under twenty-one:	
Male.....	4,258
Female.....	289
Twenty-one and not over thirty:	
Male.....	10,397
Female.....	717
Over thirty:	
Male.....	20,493
Female.....	917
Total:	
Male.....	35,351
Female.....	1,958

## CHAPTER NINETEEN.

### PROBATION AND THE PROBATION COMMISSION.

**P**ROBATION is generally called a substitute for imprisonment. This is erroneous. Probation is a *suspension* of imprisonment during good behavior. Sometimes probation is accompanied by the requirement that so far as possible compensation shall be made by the probationer for the injury that he has caused, and which led to his trial and conviction.

The principle of probation is easy to understand. Probation 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 without the stigma of imprisonment and the attendant possibility of becoming a criminal through the criminal associations of the prison?"

Therefore the State Probation Commission gives the following definition of probation:

Probation is a system used in suitable instances to discipline and improve the conduct of convicted adult offenders and juvenile delinquents, without commitment to an institution, by release on good behavior, and under the authoritative, helpful oversight of an official known as a probation officer.

Those placed on probation are usually required — for a period varying from a few months to a year or two — to report regularly to the probation officer, and to observe certain restrictions and regulations as to their actions and behavior. The probation officer, besides receiving reports from these probationers, tries to win their confidence and friendship, visits them in their homes, makes inquiries from other sources concerning their conduct and manner of life, and aids them in practical ways to become rehabilitated as orderly, useful members of society. If any probationer fails to satisfy the conditions laid down by the court, he may be returned to court for commitment or other treatment.

In short, John Doe, convicted of grand larceny, and standing before the judge for sentence, may hear these words:

"Doe, you have been found guilty of grand larceny. The penalty that might be imposed upon you is so-and-so many years in State prison, or a sentence to Elmira Reformatory. The probation officer has made a careful investigation of the circumstances of your deed, and of your home surroundings, your employment, and has also with much care learned what your employers, your people, and others who know you well have to say about you. The reports that come to me are in the main very favorable. It appears that you committed this very serious crime when you were intoxicated, and in the company of a number of young fellows, two of whom have already served a term in the Elmira Reformatory. I believe that you were led astray by your associates, and that this trial, and the ignominy of this appearance in court as a criminal will teach you a sufficient lesson. Sentence is therefore suspended upon you during your good behavior. You are placed in charge of Mr. Kimball, the probation officer of the Prison Association, to whom you are to report weekly until he tells you that you need no longer do so. If you do not observe carefully the rules that Mr. Kimball lays down to you, he will return you to this court, and I shall impose sentence upon you. You have one more chance to make good. Profit by it."

What are the essentials of a good probation system? Briefly:

1. A wise judge, discriminating in his choice of probationers.
2. An adequate and experienced corps of probation officers, preferably chosen from civil service lists.
3. Systematic supervision and assistance of probationers.
4. An adequate period of probation.
5. Regular reports to the judges as to the conduct and other circumstances of probationers.
6. No overcrowding of probation officers, through the assignment of too many cases.
7. Rigorous prosecutions of delinquent probationers.
8. Cordial and considerate appreciation of the difficulties attending a wise administration of the probation system by judges, by district attorney's office and by the public.

Probation, although only twelve years old in its present form in New York State, has "come to stay." It is an

inherent right of the court to suspend sentence, but a suspended sentence without a period of supervision of the recent prisoner by a probation officer is largely futile.

The State of Massachusetts took the lead in the direction of creating probation officers in 1869 by passing an act requiring the governor of the State to appoint a "visiting agent." This act was confined to juvenile probation. In 1878 an act was passed in Massachusetts, applicable only to Boston, providing for probation officers for adults. Some important dates in the development of probation throughout the United States are the following:<sup>1</sup>

1891. Judges of each municipal and police and district court, Massachusetts, required to appoint at least one probation officer.

1898. Probation organization extended to the superior court, Massachusetts.

1899. Rhode Island adopted probation in a limited form.

1900. New Jersey and Vermont followed.

1901. First adult probation in New York State enacted. Drafted by Samuel J. Barrows, secretary of the Prison Association of New York. Authorized all courts having original criminal jurisdiction to use probation practically without restriction.

1903. California, Connecticut, and Michigan adopted adult probation.

1905. Maine adopted adult probation in Cumberland county.

1907. Indiana established adult probation, excluding specific crimes.

1908. Ohio.

1909. Colorado, Kansas, Minnesota, North Dakota, Oregon, Pennsylvania, Wisconsin.

1910. District of Columbia.

1911. Delaware.

Mr. Wade states that while adult probation has made great progress during the past ten years, it has not kept pace with juvenile probation in the number of States adopting it or in its general use in many States in which both systems have been established.

<sup>1</sup>The Present Status of Probation. Frank E. Wade in Sept., 1912, Review.

In New York State the milestones in probation have been the following:

1901. Adult probation established.

1902. Authorization to place children on probation, and extension of probation system throughout State, instead of applying solely to cities.

1905. Appointment by Legislature of a commission to investigate the workings of the probation system.

1906. Report of that commission.

1907. Establishment of the State Probation Commission. Thirty-five salaried probation officers employed in State.

1910. Number of salaried officers has increased to 100. About 2,000 children each year placed on probation.

Probation therefore can be considered firmly established in principle in this State. The center of the probation movement in the State is the State Probation Commission, established in 1907. This Commission has its offices at Albany (Address: State Probation Commission, The Capitol, Albany), and its duties are as follows:<sup>1</sup>

1. To exercise general supervision over the work of probation officers, and to keep informed as to their work.

2. To collect and publish statistical information and other information as to the operations of the probation system.

3. To inquire into the conduct and efficiency of probation officers, and when advisable, to conduct a formal investigation of the work of any probation officer.

4. To secure the effective application of the probation system, and the enforcement of the probation law in all parts of the State.

5. To inform magistrates and probation officers of legislation directly affecting probation, and to publish a list of probation officers.

6. To make an annual report to the Legislature.

The Probation Commission is an indispensable part of the correctional system of the State. The following statistics and paragraphs are summarized from portions of the fifth annual report of the Commission.

There was a marked growth in the use of probation during the year ending December 31, 1911. There were 14,748 persons

<sup>1</sup>Fifth Annual Report, State Probation Commission, p. 9.

on probation during part or all of the year. Of this number, 10,669 were placed on probation during the year. This is an increase of 25 per cent. as compared with the preceding year.

The following statement summarizes the more important statistical facts as to the use of probation in the State during 1911.

	Children	Adults	Total
On probation during year.....	3,849	10,899	14,748
Placed on probation during year....	2,622	8,047	10,669
Remaining on probation, December 31, 1911.....	1,176	3,816	4,992
Percentage of persons passed from probation reported as improved.....	80%	79%	80%
Number of cities using probation.....			35
Counties in which the supreme or county court, or both, used probation.....			34
Towns and villages using probation, about.....			50
Probation officers holding appointments, Dec. 31, 1911:			
Salaried, publicly.....			109
Salaried, privately.....			5
Detailed from other branches.....			2
Volunteers.....			624
Probation officers appointed during the year:			
Salaried.....			40
Volunteers.....			102

The Probation Commission during 1911, according to its annual report, completed a manual and directory, revised a system of forms, prepared and published a uniform system of receipts, cashbooks, ledgers and other documents, assisted in securing a municipal juvenile detention home in Syracuse, made an extended investigation and made recommendations concerning the probation work in the Buffalo city court, and made investigations in other parts of the State. Conducted competitive examinations for probation officers, a conference for probation officers, and assisted in arranging for the annual conference of magistrates. Many other activities of the Commission will be found in the annual report.

Five annual State conferences of probation officers have been held under the auspices of the State Probation Com-

mission. At the fourth conference, at Watertown, in October, 1911, the following topics were discussed:

How to deal with boy probationers under sixteen years of age.

How to deal with girl probationers under sixteen years of age.

Requiring probationers to pay moneys for family support, restitution, reparation and fines.

The probationary treatment of drunkenness.

The difficulties in the administration of probation today lie principally in the attitude of judges toward the system and in the securing of properly qualified probation officers. Judges should keep in close touch with the working of the system in their court. Probation officers should be persons of integrity and experience. It has been demonstrated that civil service examinations for probation officers are not only advisable but very feasible. A disposition has frequently been shown to appoint policemen, sheriffs and officers attached to police stations, jails and prisons as probation officers. Friends of politicians have been suggested, and persons with warm hearts and deep sympathy, as though these were the only qualifications necessary. Mr. Wade's recommendations before the National Probation Association were:<sup>1</sup>

FIRST: That the most constructive and effective adult probation system is one in which the judicial discretion is unrestricted in selecting defendants to be placed on probation and in which all persons released on probation are placed under the supervision of qualified probation officers appointed by judges.

SECOND: That the appointment of probation officers be made from competitive civil service examinations in which at least 50 per cent. be allowed for personality and experience, to be tested so far as possible through an oral examination.

THIRD: That State probation commissions be established.

FOURTH: That probation can safely be used for the public good in selected cases of felonies in many states where its use is now restricted or disallowed.

FIFTH: That domestic relations courts be instituted in all large cities, and that more attention be paid to the use of probation in non-support cases in all places.

<sup>1</sup> The Present Status of Probation, Review, Sept., 1912, p. 9.



SIXTH: That there be cooperation among the courts and probation officers in regard to absconders from probation, the transfers of probationers and the interchange of investigations.

SEVENTH: That the enactment of a federal probation law be urged.

EIGHTH: That the National Probation Association take a more active part in the extension and improvement of adult probation laws and methods; that it compile and publish the adult probation statutes of the various states; that it prepare and publish a set of standard forms and record blanks and a book-keeping system for use in adult probation work.

## CHAPTER TWENTY.

### VAGRANCY AND THE STATE INDUSTRIAL FARM COLONY.

IN January, 1913, the State took title to some 825 acres situated in the town of Beekman, Dutchess County, for the purpose of erecting and maintaining thereon a State Industrial Farm Colony for Tramps and Vagrants. The Colony station is Green Haven, 19 miles southeast of Poughkeepsie on the Western Division of the New York, New Haven and Hartford Railroad. This is the most important single step yet taken by the State or a political division of the State in combatting the problems of intentional vagrancy.

The act creating the State Industrial Farm Colony is of sufficient importance to quote in full, in view of a widespread movement in many States to establish so-called tramp farms.

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

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

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

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

Sec. 2. *Board of managers; appointments, powers and duties.* The said colony shall be under the control and management of a board of seven managers to be appointed by the governor by and with the advice and consent of the senate, in accordance with the provisions of sec. 51 of the state charities law. Such managers shall serve without compensation but shall be entitled to their actual and necessary traveling expenses in the performance of their official duties. The governor shall have power to remove any member or members of the said board of managers

for cause after an opportunity to be heard. The said board's control of the said colony shall include among other things:

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

Sec. 3. The said board of managers shall ascertain whether any lands now owned by the state are suitable for use as a site for the said farm and industrial colony and available therefor. If the said board of managers shall find that any lands now owned by the state are suitable and available for such purpose, the state authorities having charge and control of such lands are hereby authorized, with the approval of the governor, to transfer said lands to the board of managers hereby established, and the said board shall thereupon cause such lands to be made ready for use as a site for such farm and industrial colony. In case no lands now owned by the state are found to be suitable for said farm and industrial colony, the board of managers hereby established shall, with the approval of the governor, select a site therefor of not less than 500 acres, and may enter into options in behalf of the state for the purchase of such lands at a price not to exceed sixty thousand dollars, and shall make full report thereon to the legislature on or before March first, nineteen hundred and twelve. The said board shall cause to be made by the state engineer and surveyor a map or maps of the lands selected, which shall be certified by a majority of them, and filed in the office of the secretary of state and duplicates thereof in the office of the clerk of the county wherein such lands are located. It shall be the duty of the said board to prepare such site as may be required for the use by the said colony, to provide a water supply and a system of drainage therefor, to determine what buildings are necessary to be erected thereon for the proper housing and educational and industrial training of not less than five hundred inmates and to act as a board of managers in the erection of said buildings and in the expenditure of the moneys herein or hereafter appropriated for the purchase and improvements of the said site. In all the work of construction and improvements, the labor of inmates of the said colony shall be employed wherever and so far as practicable.

Sec. 4. *Commitment; term of detention.* When the said colony shall be ready to receive any inmates, the said board shall notify the several county clerks of all the counties of the state of that fact. It shall be the duty of the said county clerks immediately on receipt of the said official notification to transmit a copy thereof to each and all of the several courts in their respective counties and to each and all of the several justices of the supreme court and other judges, justices and magistrates, residing or sitting in their respective counties. Thereafter any such court or magistrate may commit to the said colony to be there detained under the provisions of this act any male over the age of twenty-one who shall be adjudged by such court or magistrate to be a vagrant or tramp; but no person shall be so committed who shall satisfy the said court or magistrate that he habitually supports himself through lawful employment. It is the intent and meaning of this act that reputable workmen, temporarily out of work and seeking employment shall not be deemed tramps or vagrants nor be committed as such to the said colony, nor shall any person be committed to the said colony for any other cause than herein provided. Any person who shall be committed to the said colony shall be detained therein according to this act and not otherwise, anything in the penal law to the contrary notwithstanding. Such commitment shall not be for a definite term but any such male, at any time after his commitment, may be paroled or discharged by the said board of managers, and shall not in any case be detained longer than two years and unless he shall since reaching the age of sixteen have been previously committed to a penal institution, he shall not be detained longer than eighteen months. If through oversight or otherwise any male be committed to the said colony for a definite period of time, such commitment shall not for that reason be void, but the person so committed shall be entitled to the benefit and subject to the liabilities of this act, in the same manner and to the same extent as if the commitment had been made according to the terms described by this act.

Sec. 5. *Provisions of code of criminal procedure to be followed.* In the commitment of tramps and vagrants to the state industrial farm colony the provisions of the code of criminal procedure with relation to such classes shall so far as consistent with the provisions of this act, be observed and followed. Persons committed as vagrants shall be local charges as pro-

vided in such code, and those committed as tramps shall be maintained at the expense of the state as at present, but in no event shall any locality be charged a greater amount for the care of vagrants than the actual per capita cost of their maintenance in such state industrial farm colony.

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

Sec. 7. This act shall take effect immediately.

In the Prison Association's annual report for 1911 a separate chapter was given to the reprinting of an article by the General Secretary of the Prison Association entitled "The Tramp Problem in the United States"<sup>1</sup> and the reader is referred to that reprint. We summarize herewith the main recommendations of the article.

Vagrancy is a national problem.

Vagrancy ranked second among causes of commitment to penal institutions, according to the census of 1904.

We must deal with the tramp evil along broad and national lines, not by federal laws, but with a keen sense of the national character of the problem.

Foremost in such methods should be the establishing of farm colonies for the compulsory detention of tramps and vagrants.

We must use our best energies to the reduction of railway trespass.

Make the cost of maintenance of vagrants and tramps in correctional institutions a state charge.

Almshouses should not be used as the abode or resting-up place for able-bodied work-shys.

It is desirable and even necessary that certain state officials should be delegated to arrest and prosecute vagrants.

Persistent effort should be made in all states to do away so far as possible with the short sentence and the idle jail.

A national vagrancy committee should be organized.

Some comprehensive system of free employment bureaus should be established.

Lodgings for honest work-seekers should be provided, at frequent intervals, where they may eat and sleep in return for work done.

<sup>1</sup> Sixty-seventh Annual Report, Prison Association, pp. 179-187.

The low common lodging houses in the cities should be cleaned up.

Begging on the streets or in public places should be prosecuted.

The very most effective check on vagrancy is the proper kind of education between the years from ten to twenty.

*Recent Conditions in New York State.* For many years the Prison Commission, the State Board of Charities and the Prison Association have campaigned for a State farm for the detention and care of tramps and vagrants. Conditions in this State were—and still are—approximately as follows.

It has been estimated that the cost to the taxpayers of the State from tramps and vagrants amounts to at least two million dollars annually. It is fair to assume that from seven to nine thousand different tramps and vagrants are committed in any one year to correctional institutions in this State. Their terms are short and they are sent to institutions like workhouses, county jails and county penitentiaries that have no facilities for giving them the kind of treatment, instruction and discipline likely to restore them to normal citizenship.

COMMITMENTS OF TRAMPS AND VAGRANTS TO CORRECTIONAL INSTITUTIONS, NEW YORK STATE.

October 1, 1910—September 30, 1911.

Penitentiaries	Tramps	Vagrants
Albany.....	446	86
Eric.....	838	373
Monroe.....	356	226
New York.....	121	146
Onondaga.....	432	29
Total.....	2,193	860
County jails.....	815	5,552

Total committed as tramps or vagrants to county penitentiaries or county jails, October 1, 1910—September 30, 1911, 9,410.<sup>1</sup>

<sup>1</sup> Annual report, Prison Commission, 1908, p. 8. Not including commitments to New York city institutions.

Numerical arguments for a state industrial colony are therefore strong. Let us turn now to the legal definitions of tramps and vagrants.

Title VI of the Code of Criminal Procedure provides that:

The following persons are vagrants:

(1) Persons who, having no visible means of support, live without employment; (2) those who are habitual drunkards and are guilty of non-support of family; (3) those who, having an infectious disease, require charitable aid; (4) common prostitutes; (5) those who wander about and beg; (6) those who wander about and can give no good account of themselves; (7) pickpockets, thieves or burglars, loiterers in public places, who cannot give good accounts of themselves.

The tramp differs from the vagrant in that he has not resided in the county in which he may be at any time for a period of six months prior thereto. (1) He has no visible means of support, lives without employment, or (2) wanders about and begs. . . . or (3) wanders about and cannot give a good account of himself.

*Commitments.* Until the State Industrial Farm Colony is ready to receive inmates committed thereto, commitments of vagrants or tramps may not exceed six months in penitentiary or county jail.

Commitments to the State Industrial Farm Colony may be for not to exceed eighteen months for the first commitment, and not to exceed two years on subsequent commitments.

*Administration of State Farm.* Announcement has not yet been made by the board of managers as to their policies, but a general forecast may be made. The colony will aim to rehabilitate its inmates so far as possible for honest labor and industry. While the honor system will be developed at the colony, the inmates will be guarded adequately for the protection of the neighborhood.

The agricultural possibilities of the Colony are excellent. A variety of soils makes possible the growing of practically all fruits and grains that can be grown in this latitude. The

<sup>1</sup> Code of Criminal Procedure, Sec. 887a.

managers will aim to provide the widest possible classification of inmates, and by the most modern systems of treatment and awards will aim to stimulate the inmates to industry, honesty and sobriety. The management is aiming to receive inmates at the earliest possible moment. The site has been warmly approved by agricultural experts.

*The Future.* The State Industrial Farm Colony should not be regarded as a panacea for the vagrancy evil. In this connection we repeat paragraphs from the Sixty-seventh Annual Report of the Prison Association:<sup>1</sup>

"What will be the result? Prophecy is dangerous. It is believed that the best weapon with which to fight vagrancy is compulsory work, just as there is nothing like water after all with which to fight a large fire, although chemicals may do with small blazes. Wherever work is announced at workhouses, jails, almshouses and other institutions and organizations, the attendance of the loafing vagrant falls off. Wherever in cities the mendicancy squads are active and persistent, the city is relieved of the influx of the panhandler and the whining, shuffling man who has work to go to on Monday.

"The farm colony will combine compulsory work with a long enough term of imprisonment (even under restricted liberty) to make the predatory vagrant careful about traveling through the State or seeming to be for a considerable time without employment. And I would say here that the law expressly states that the colony is not meant for 'reputable workmen, temporarily out of work and seeking employment.' The courts will be instructed by the board of managers of the colony when it is ready to receive inmates, that the colony is meant not for those tramps who can be readily swung back into industrial life and self-support, but for those 'customers,' as the Germans call them, who have purposely and persistently defied the efforts of the law and the customs of the community.

"Hence it is reasonable to expect that the total number of vagrants in the State will be reduced. But, says the inhabitant of New Jersey, you are simply throwing the tramps into New Jersey and Connecticut. True; but the advice of New York is that both New Jersey and Connecticut establish farm

<sup>1</sup> Pages 180-181.

colonies. Then, in two ways, the deterrent influence of the colony will be more or less potent. For those who pass through the colony the idea of giving another year or more to the service of the State at hard work, if again convicted of vagrancy, will not be agreeable. For those who have shunned the colony by staying in another State the deterrent effect of the New York colony is obvious.

"In short, the farm colony is simply typical of what in general the methods must be of counteracting vagrancy. The tramp is the most volatile of all dependents or delinquents. Pages of proof can be presented of this fact, and perhaps most striking of all would be the facts gathered from juvenile institutions.

"Will the colonies reform the shiftless, work-shy tramp? Probably not to any great extent. In individual cases, yes. But I am firmly of the opinion that to reduce vagrancy we need to employ strong and persistent corrective measures. I have this last summer visited the leading labor colonies of Belgium, Holland and Germany. Everywhere the testimony is the same, although some of the colonies have been in existence nearly one hundred years. The foreign vagrant, in four cases out of five, is a repeater, not permanently reclaimable. The great service rendered by foreign compulsory labor colonies is to act as a segregating center for the half-efficient and intentionally idle, and as a deterrent for those who can foresee that a life of vagrancy will mean frequent compulsory segregation in the colonies. The European countries would not think of giving up the forced labor colonies, but they do not make claims that they are reformatories. We must not allow ourselves in this country to hail the new farm colonies as reformatories or as strong factors in the elimination of the tramp, for I have no belief at all that the tramp can be eliminated so long as the world takes summer vacations, and rich people follow their bent and go to Florida in the winter, and so long as Cook's tours find a justification for being. The tramp has the same desires, but not the same means. Being without means, he tramps, or as I have already said, he rides."

In short, vagrancy can be reduced only as it is attacked along the many lines indicated on page 222 of this report. The Farm Colony will be a very important factor in such a campaign.

## CHAPTER TWENTY-ONE.

## INTOXICATION AND THE BOARD OF INEBRIETY.

THAT there is an important direct connection between drunkenness and crime is apparent. The special census of 1904 showed that 22 per cent. of all commitments to penal institutions in that year in the United States were for intoxication. The annual report of the Prison Commission of this State for 1911 gives the following statistics:

Total admissions to county jails, year ending September 30, 1911	
Males.....	35,351
Females.....	1,958
Of these, commitments for intoxication	
Males.....	11,386
Females.....	582
Percentage of commitments for intoxication to total admissions	
Males.....	32 per cent.
Females.....	29 per cent.

State prison statistics show that of prisoners admitted to the four State prisons during the fiscal year 1910-1911, 722 out of 2,282, or 31 per cent., were intemperate. During the same period 746 prisoners out of 1,778, or 12 per cent., in Elmira and Napanoch Reformatories were classified as intemperate.

Most women prisoners over 30 years of age are committed for public intoxication. Because of this the State has recently established the State Farm for Women. (See p. 100) The Prison Commission states that it is not unusual to find that 75 per cent. of the inmates of a county jail have been committed for public intoxication and kindred offences.

The public intoxication problem in New York city has been conspicuously serious. The Committee on Hospitals of the

State Charities Aid Association has for several years conducted a systematic campaign for the better treatment of inebriates and public intoxication.<sup>1</sup> That Association showed a startling proportion of "rounders" or "recidivists" in the alcoholic wards of Bellevue Hospital and in the Workhouse on Blackwell's Island. The vital defects of the present system (or rather lack of system) were thus outlined.

1. A short sentence accomplishes nothing either in reforming the individual or in protecting society.
2. A fine, if paid at all, is usually paid by relatives to save themselves and the person arrested from further disgrace. These, in most instances, can ill afford to pay it.
3. An ordinarily self-respecting citizen who becomes intoxicated loses not only his self-respect but frequently his employment by being publicly exposed and brought before the court, and perhaps sentenced to prison to associate with the most vicious type of criminal classes.
4. There is no differentiation in treatment of the occasional and the habitual drunkard.
5. There is no institution to which an inebriate can be committed for treatment and there is no provision for commitment.
6. The "rounder" in the hospitals, the police stations, the courts, the prisons and workhouses is an inevitable consequence of short term commitments and petty fines.
7. Punitive rather than remedial measures are emphasized.
8. The courts are crowded with many cases that ought never to appear before them and cases that require careful attention are hurriedly disposed of. The cases that properly come before them should not come repeatedly.
9. A large percentage of the cost of the police force, of the magistrates' courts, of the city prisons and workhouse and of the municipal hospitals is due to the "rounder."

Through the activity of the State Charities Aid Association, and with the cordial support of other organizations, a comprehensive plan for the establishment of a Board of Inebriety and hospital and industrial colony for inebriates

<sup>1</sup> See the following publications of the State Charities Aid Association, 105 East 22d St., New York City:  
 The Alcoholic Repeater and the Chronic Drunkard, 1910.  
 Treatment of Public Intoxication and Inebriety, 1910.  
 Reprint of Law Authorizing Establishment of a Board of Inebriety, 1910.

was realized through the passage of the bill in 1910 that became Chapter 551 of the Laws of 1910. The purpose of the act was:

1. To establish a board which shall have general control of the problem of dealing with public intoxication and inebriety.
2. To provide a graded series of remedies dealing appropriately with the first offender, the occasional offender, the helpless inebriate and the confirmed inebriate.
3. To release first offenders after their case has been investigated, without bringing them to court.
4. To provide a central bureau of records of persons arrested for public intoxication, in order that the first offender may be separated from the "rounder."
5. To provide that a person who has been arrested within twelve months may be:
  - a. Released on probation.
  - b. Released on probation with an additional fine to be paid in instalments.
  - c. Committed to the Board of Inebriety for treatment, the commitment to be indeterminate, but not to exceed three years.
6. To provide a hospital and industrial colony in which persons committed may be treated, the treatment to be directed by expert medical authorities and to include work for able-bodied patients.
7. To provide for commitment of habitual drunkards who do not appear before the courts for intoxication upon their own application, or upon the application of friends or relatives and upon proper medical certification.
8. To provide field officers to act as probation and parole officers, and to investigate all cases of arrest for intoxication.
9. To provide for the parole of persons from the institutions at the discretion of the Board; a person so paroled to be under the supervision of a field officer.
10. To provide for commitment to the workhouse of persons who prove refractory and do not yield readily to the discipline of the institution established by the Board of Inebriety, such commitment to be for at least one year.
11. To provide for commitment to the Board of Inebriety, of "rounders" in public hospitals.

In 1911, the Mayor of the City of New York appointed a Board of Inebriety. Offices have been opened at 300 Mulberry Street, New York, an executive secretary has been engaged, but the probation system prescribed by the act has not yet been put into operation. The Board has centralized its main efforts on the acquisition of a proper site for the industrial colony. Eight hundred acres of land in Orange County, near Greycourt, have been purchased at approximately \$75.00 per acre. It is proposed to fit up buildings for fifty inmates, as quickly as possible, who will be used in the construction of new buildings, and in the necessary clearing and grading. The soil of the colony is said to be excellent. A lake of 200 acres is partly on the property. The architects for the industrial colony are Warren and Wetmore, of New York.

In 1911 a law was passed<sup>1</sup> making possible the establishment of colonies for inebriates and boards of inebriety by cities of the first or second class. The act of 1910 had applied solely to New York City. Buffalo is now agitating the establishment of a farm colony for inebriates. Bills providing similarly for "inebriate farms" have been introduced in other States.

The ultimate success of the industrial colony as a reclaimer of men is, of course, problematical. Little experience has been had in this or other American states with inebriate hospitals on a comprehensive scale. In this State, the United States Inebriate Hospital at Binghamton, and the Kings County Hospital for Inebriates were not permanently successful, partly because the period of detention was not long enough.

In Massachusetts, a State institution for dipsomaniacs was founded at Westboro, in 1891. The board of trustees was reorganized in 1907. Its experience to date has not justified any strong belief in the permanent reclamation of a large proportion of its inmates. On the other hand, the results in Massachusetts and in Iowa, where a State hospital for inebriates was established in 1904, warrant hope for the future.

England maintains several State reformatory hospitals for inebriates, and licenses a number of private hospitals. To the State hospitals are committed, or transferred, those inebriates who are the least helpable. English experience of

<sup>1</sup> Chapter 700 of Laws of 1911.

a number of years is outlined in Dr. Branthwaite's report to the International Prison Congress of 1910.<sup>1</sup>

Quoting from Dr. Branthwaite's report to the International Prison Congress of 1910, we find that "the promoters of the inebriates' act of 1898 had two purposes in mind — reform when possible, and when this should prove impossible, detention of 'irreformables' for the benefit of the community.

... It has been found that the majority of persons included in groups 1, 2 and 3 of the above classification are more or less unable to exercise the will power which is necessary to enable a victim to throw off his fetters — a struggle which in some cases has to be sustained through a long life in order to maintain sobriety when it has been attained. From 10 to 15 per cent. of class 3 recover a fair amount of mental stability after long continued detention and treatment. But with the exception of this 10 or 15 per cent., all persons in these three classes are too mentally impaired to appreciate that they are inebriates or that there is any necessity for amendment. So our probability of producing good results has been limited to inmates in class 4 — those of average mental capacity — in addition to the 10 or 15 per cent. of class 3 above referred to. This estimate, based on scientific ground, has been amply confirmed by practical experience during the last ten years, efforts to reform the mentally defective have proved valueless, and all the persons who have done well have been those gifted with the possession of a fairly well-balanced mind. Only about 40 per cent. of all cases sent to reformatories have been possibly reformable, and of this number about half have done reasonably well. . . . From a reform standpoint, therefore, the experiment has been successful, not so much in the actual number of reformations that have been produced, as in demonstrating the possibility of reform even in bad cases, and the certainty of being able to produce a large number of good results under more favorable conditions.

"Considered from the second standpoint — the benefit to the community resulting from the segregation of irreformable inebriates — there is no doubt as to the success of the act. Our ten years' experience has taught us the advantage of removing such persons from the streets, the peace resulting from this action, and the safety to the public. The public

<sup>1</sup> Sixty-seventh Annual Report, Prison Association, pages 166-167.

has a right to claim protection from the unpleasant effects of inebriates that have their freedom, and detention is therefore justifiable, apart from any question of reformation. A recent official inquiry into the working of the acts in England has been held with a view of deciding whether or not they have served their purpose. The verdict is a favorable one; the departmental committee has recommended amendment of the acts to enable not only continuance but also extension of the work."

## CHAPTER TWENTY-TWO.

### BOARDS, COMMISSIONS, AND OTHER ORGANIZATIONS DEALING WITH DELINQUENCY.

THE State of New York is well equipped with public and private boards and organizations whose purpose is the care of the delinquent or the inspection of institutions, or the betterment of conditions relating to the treatment of crime. The limits of this report will enable us to touch only upon the more important.

*The State Commission of Prisons.* (Offices at the Capitol, Albany, N. Y.) The laws governing the appointment and activities of the Prison Commission are contained in Chapter 43 of the Consolidated Laws, known as the Prison Law, paragraphs 40 to 53. The State Commission of Prisons is composed of seven members, appointed by the Governor by and with the advice and consent of the Senate. The members hold office for four years and elect a president and vice-president from their own members. The executive officer of the Commission is the secretary, who holds office during the pleasure of the Commission. Each commissioner is entitled to receive \$10 for each day's attendance at meetings of the Commission, or of any of its committees, and also his actual expenses incurred in the performance of the duties of his office. Meetings of the Commission shall be held at least as often as once each month. The Commission publishes an annual report. The powers and duties of the Commission are as follows:

The State Commission of Prisons shall visit and inspect all institutions used for the detention of sane adults charged with or convicted of crime, or detained as witnesses or debtors, excepting such reformatories as are subject to the visitation and inspection of the State Board of Charities; and shall:

1. Aid in securing the just, humane and economic administration of all institutions subject to its supervision.



2. Advise the officers of such institutions or in control thereof in the performance of their official duties.
3. Aid in securing the erection of suitable buildings for the accommodation of the inmates of such institutions, and approve or reject plans for their construction or improvement.
4. Investigate the management of all institutions made subject to the visitation of the Commission, and the conduct and efficiency of the officers or persons charged with their management.
5. Secure the best sanitary conditions of the buildings and grounds of all such institutions, and protect and preserve the health of the inmates.
6. Collect statistical information in respect to the property, receipts and expenditures of said institutions and of any department of the State or any subdivision thereof in charge of the same, and the number and condition of the inmates thereof.
7. Ascertain and recommend such system of employing said inmates as may, in the opinion of said Commission, be for the best interest of the public and of said inmates and not in conflict with the provisions of the constitution relating to the employment of prisoners.

The Commission has large powers of visitation and inspection. It may take proof and hear testimony upon any such visit or inspection, and it has full access to the grounds, buildings, books and papers relating to any institution. Refusal to admit any member or employe or to give required information constitutes a misdemeanor.

Orders of the Commission requiring changes may be directed to institutions or to officers in charge thereof, and any person to whom such an order is directed who shall refuse to obey the same shall be adjudged guilty of a misdemeanor.

The Commission on Prisons publishes an annual report addressed to the Legislature. This report contains voluminous information regarding the correctional institutions of the State. The rights and powers conferred upon the Commission of State Prisons may be enforced by an order of the Supreme Court or by indictment of the grand jury of a county. The Prison Commission therefore is the representative of the State and of the public. Its purpose is to guard the rights of the prisoner, the rights of the public, and the rights of the administration of the several correctional institutions.

*State Board of Charities.* (Offices at the Capitol, Albany, N. Y.) The State Board of Charities has powers and duties in relation to institutions of a charitable, eleemosynary, correctional and reformatory character, similar in general to the powers and duties possessed by the Prison Commission. The general difference is that the Prison Commission has jurisdiction over all institutions used for the detention of sane adults charged with or convicted of crime, or detained as witnesses or debtors, excepting such reformatory as are subject to the visitation and inspection of the State Board of Charities. The State Board of Charities has jurisdiction over all reformatory except those in which adult males convicted of felony are confined.<sup>1</sup>

The Board consists of one member from each of the nine judicial districts of the State and three additional members from the City of New York, making a total of twelve members. They are appointed for a term of eight years. Each commissioner is paid actual expenses necessarily incurred while engaged in the performance of the duties of his office, and receives as compensation \$10 for each day's attendance at meetings of the Board or of any of its committees, not exceeding in any one year the sum of \$500. The Board is required to report to the Legislature annually. Its chief officers are a president and a vice-president elected annually from its members; its paid executive officer is a secretary.

The duties of the board are as follows:<sup>2</sup>

1. Aid in securing the just, humane and economic administration of all institutions subject to its supervision.
2. Advise the officers of such institutions in the performance of their official duties.
3. Aid in securing the erection of suitable buildings for the accommodation of the inmates of such institutions aforesaid.
4. Approve or disapprove the organization and incorporation of all institutions of a charitable, eleemosynary, correctional or reformatory character, which are or shall be subject to the supervision and inspection of the board.
5. Investigate the management of all institutions made subject to the supervision of the board, and the conduct and efficiency of the officers or persons charged with their management, and the care and relief of the inmates of such institutions therein or in transit.

<sup>1</sup> Constitution of the State of New York, Article 8.

<sup>2</sup> Con. Laws, Chapter 55.

6. Aid in securing the best sanitary condition of the buildings and grounds of all such institutions, and advise measures for the protection and preservation of the health of the inmates.

7. Aid in securing the establishment and maintenance of such industrial, educational and moral training in institutions having the care of children, as is best suited to the needs of inmates.

8. Establish rules for the reception and retention of inmates of all institutions which, by section 14 of article 8 of the Constitution, are subject to its supervision.

The State correctional institutions reporting to the Board and under the supervision of the Board are the following:

State Agricultural and Industrial School, Industry; New York State Training School for Girls, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford; New York House of Refuge, Randall's Island; New York State Training School for Boys, Yorktown Heights; State Industrial Farm Colony, Beekman; State Reformatory for Misdemeanants.

The Board publishes a very voluminous annual report generally in three volumes, which contains invaluable data, statistical and otherwise, regarding the institutions reporting to it.

*Fiscal Supervisor of State Charities.* Article 4 of Chapter 55 of the Consolidated Laws, known as the State Charities Law, provides for the office of Fiscal Supervisor of State Charities. The powers and duties of the Fiscal Supervisor are as follows:

The fiscal supervisor shall, as to the State institutions reporting to him:

1. Visit each of such institutions at least twice in each calendar year.

2. Examine into the condition of all buildings, grounds and other property connected with any such institution, and into all matters relating to its financial management, and for such purpose, he or his representatives shall have free access to the grounds, buildings, and all books, papers, properties and supplies of any such institution; and all persons connected with any such institution shall give such information and afford such facilities for such examination or inquiry as the supervisor may require.

3. Appoint, in his discretion, a competent person to examine the books, papers and accounts of any institution to the extent deemed necessary.

4. Annually report to the Legislature his acts and proceedings for the year ending September 30 last preceding, with such facts in regard to the conditions of the buildings, grounds and property, and the financial management of the State institutions reporting to him as he may deem necessary for the information of the Legislature, including estimates of the amounts required for the use of such institutions and the reason therefor. The fiscal supervisor shall also on the first days of January and July in each year report to the governor the condition of the buildings, grounds and property on such date, together with such suggestions in regard to the financial management of such institutions as he deems proper. He shall also on request of the governor or of any committee of either house of the Legislature make a special report in relation to the condition of the buildings, grounds and property, or the financial management of such institutions or any of them.

The term of the office of the Fiscal Supervisor of State Charities is five years. An office and clerical force is provided. To the Fiscal Supervisor report the State charitable institutions; those of a correctional nature are the Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford; New York State Reformatory, Elmira; New York State Training School for Girls, Hudson; State Agricultural and Industrial School, Industry; Eastern New York State Reformatory, Napanoch; New York House of Refuge, Randall's Island; New York State Training School for Boys, Yorktown Heights (not yet in operation); New York State Industrial Farm Colony (not yet in operation); Beekman; New York State Reformatory for Misdemeanants (not yet in operation).

*The Prison Association of New York.* This is a charitable society, supported by voluntary contributions, with offices at 135 East 15th Street, New York. The society was organized in 1844 and was incorporated in 1846. The officers of the society are president, vice-president, recording secretary, general secretary, treasurer and an executive committee, which constitutes the governing board of the Association. The

general secretary is the salaried executive of the Association. The objects of the Association are, according to the charter:

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

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

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

The legal power of the Association is considerable. The executive committee, by such committees as shall from time to time be appointed, has the power and the duty to inspect and examine all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. The authority for such inspection is found in Paragraph 6 of Article 11 of the constitution of the Association. Orders for the purpose of inspection and investigation are issued by one of the judges of the Supreme Court, or by other competent authority.

The record of the Prison Association has been one of honor and of value to the State. The Association was founded at a time when the rights of the prisoner and the duties of the State were very insufficiently guarded or understood. The society grew out of a wave of protest against abuses of prisoners and the low state of prison administration in this State. The activity of the society has been characterized not

so much by a conspicuous declaration of activities as by persistent and quiet cooperation when possible with prison authorities and by consistent propaganda for the betterment of prisoners and the treatment of crime.

Conspicuous among the many results in which the Association shared were the campaign for the establishment of Elmira Reformatory; the study of the Jukes family by Mr. Dugdale, one of the managers of the Association; the development of probation in New York State; the development through many years of the parole system in New York City for the State reformatories and State prisons; the establishment of the National Prison Association (now the American Prison Association) through the activity of Dr. E. C. Wines, corresponding secretary of the Association in 1870; the organization of the International Prison Congress by Dr. Wines after he had laid down his office as corresponding secretary of the Prison Association; the election of Dr. Barrows, corresponding secretary of the Association from 1900 to 1909, as president of the Eighth International Prison Congress; the campaign against the fee system in the case of county sheriffs; the increase of the endowment fund of the Association in 1910 and 1911 from \$9,000 to \$69,000, and the increase in recent years not only of the membership of the Association, but of the income of the Association and the accompanying development of the fields of activity of the Association. In recent years the Association has made a considerable part of its activity the cooperation in development of new institutions, such as the State Industrial Farm Colony, the State Reformatory for Misdemeanants, the farm colony of the Board of Inebriety of New York City and the proposed State Custodial Asylum for Feeble-minded Male Delinquents.

The Prison Association is recognized throughout the country as an important association in its field, and is daily called upon to furnish information to citizens of other States and countries as to the betterment of prison conditions, legislation and other social problems connected with delinquency. The Association cooperates with several foreign associations and has many distinguished criminologists as corresponding members of the society.

*The State Charities Aid Association.*—This Association has its offices at 105 East 22d Street, New York. It was organized

in 1872 and is supported by voluntary contributions. Among its objects are the visitation and improvement of charitable institutions maintained by the State and by counties, cities and towns.

In the summary of its work for the fiscal year of 1911-1912 are the following items relating to corrections:

- (1) Aided materially in securing a site for a hospital and industrial colony for inebriates, and in preparing plans therefor.
- (2) Opposed successfully legislation which would have made it difficult to establish such a colony outside the city limits.

*National Committee on Prison Labor.* The National Committee on Prison Labor is incorporated under the laws of the State of New York, with offices at University Hall, Columbia University. The Committee, which has a membership of approximately thirty-five, has appointed an executive committee, which is the governing board of the Committee. The executive officer is the general secretary.

The object of this organization is to study the whole problem of labor in prisons and correctional institutions with a view to securing legislation among the States of the union to the end that all prisoners may be so employed as to promote their welfare and at the same time to reimburse the institutions for expense of maintenance, while preventing unfair competition between prison made goods and the products of free labor, and securing to their dependent families a fair proportion of the rightful earnings of prisoners.

It has been in existence since 1910. It has devoted its attention exclusively to labor conditions in penal institutions; as the result of an extended study it has declared itself an advocate of the development of the State-use system and has declared its opposition to the contract system. Through the general secretary the Committee has made a number of studies of prison labor conditions in various States. It has published reports of such studies and has recently issued a book entitled "Penal Servitude" by Dr. E. Stagg Whitin, General Secretary, which treats of the prison labor problem.

The Committee, although having offices in New York City, is a national organization.

*The American Prison Association.* This organization was founded in 1870 under the name of the National Prison Association by Dr. E. C. Wines, at that time corresponding secretary of the Prison Association of New York. The American Prison Association is a forum and a conference rather than a society. Its meetings are held annually and in various parts of the United States. The annual meeting in 1910 was held in conjunction with the International Prison Congress at Washington, D. C.; in 1911 at Omaha, Nebraska, and in 1912 at Baltimore, Maryland. The membership of the Association is not restricted, but is made up largely of wardens and other prison officials, members of boards, members of private charitable organizations and others interested in the treatment of the delinquent. The annual meeting of the Association lasts from Saturday until the following Thursday. Committees report at each session, and papers are read and discussed. The Association has had a considerable influence upon prison reform and upon the development of probation, parole, juvenile courts and other modern methods of dealing with the delinquent. The objects of the Association are stated as follows:

To ameliorate the laws in relation to public offenses and offenders and the mode of procedure by which such laws are enforced; improvement of penal, correctional and reformatory institutions throughout the country, and of the government, management and discipline thereof; care of and providing employment for discharged prisoners.

The general secretary and executive officer of the American Prison Association is Joseph P. Byers, Commissioner of Charities and Correction, State House, Trenton, N. J. The proceedings of the American Prison Association are among the most valuable papers on penology and criminology published in this country. The membership fee in the American Prison Association is \$5.

*American Institute of Criminal Law and Criminology.* This society is composed largely of criminologists and penologists, was established in 1909, and incorporated in 1911. The central offices of the Institute are at the Law School of the University of Wisconsin, Madison, Wisconsin. It holds

annual meetings in various parts of the United States. In 1911 it met in Boston and in 1912 in Milwaukee. The objects of the Institute are

to further scientific study of crime, criminal law and procedure, to formulate measures for solving the problems connected therewith, and to co-ordinate the efforts being made to cause the administration of justice to be certain and speedy.

The Institute publishes a bi-monthly journal entitled the *Journal of the American Institute of Criminal Law and Criminology*. Subscription is \$3.00 a year. Membership fee in the Institute is \$2.00 per year. The magazine is becoming particularly valuable as a scientific journal.

*National Prisoners' Aid Association.* This Association is an affiliation of the prisoners' aid societies throughout the country, and holds its annual meeting at the time of the American Prison Association's annual meeting. The object of the Association is to further the work of the prisoners' aid associations. The executive officer of the Association, who is also the editor of the monthly publication of the Association, *The Delinquent*, formerly known as *The Review*, is O. F. Lewis, 135 East 15th Street, New York. *The Delinquent* aims to be an up-to-date monthly summary of modern movements in the field of delinquency. The subscription price is \$1.00 per year, including membership in the Association.

*The Woman's Prison Association and Isaac T. Hopper Home.* This Association was organized in conjunction with the Prison Association of New York, was incorporated in 1854, and has for many years been an independent organization with offices at 110 Second Avenue, New York City. Its objects are to improve the conditions of female prisoners and to support and encourage female convicts after their discharge by aiding them to reform and to obtain an honest livelihood.

The Association maintains the Isaac T. Hopper Home, opened in 1845, at 110 Second Avenue, where discharged women prisoners are given employment and cared for until permanent homes and respectable occupations can be found for them. The Home has a capacity for 40 inmates and in 1912 cared for 653 women. The Home maintains a laundry. The financial support comes from the income of the laundry,

annual subscriptions and the interest on the permanent fund. The Association publishes an annual report. Mrs. William Emerson, Jr., is the first director.

*Volunteer Prison League.* This is an organization under the direction of Mrs. Ballington Booth, and a part of the work of the Volunteers of America. Offices, 34 West 28th Street, New York. The League is established in twenty-six of the leading State prisons. Its purpose is to aid discharged prisoners and the families of men confined in State prison. The statement of the League is that in the last 15 years over 75,000 men from State prisons have been enrolled, and that through the homes maintained by the Volunteer Prison League 8,000 men have passed. To every discharged prisoner who goes at once to the Volunteer Prison League office on the day of his discharge a home is promised until satisfactory employment is obtained. The League supports five homes, one for women and children and four for men. The League maintains Hope Hall at Spark Hill, N. Y. Instruction is given at the home in certain trades. The average number in the home in 1911 was 26.

Other organizations aiding the released or discharged prisoner or concerning themselves with the treatment of crime are the following. In a number of instances a description will be found in the Charities Directory.

*Barrows League* a group of business and professional men meeting at the rooms of the Prison Association, 135 East 15th Street, New York, once a month for individual work with prisoners.

*Big Brother Movement*, and *Big Sister Movement*, both at 200 Fifth Avenue, to develop friendly interest for children arraigned in the Children's Court.

*Gospel Mission to the Tombs*, in existence since 1860, maintained by the Protestant Episcopal City Mission.

*Washington Square Home for Girls*, 9 West 8th Street, organized in 1865, an unsectarian free home for girls and fallen girls.

*Christie Street House*, 77 Horatio Street, aids young men who have been in prison.

*Upanin Club*, 174 High Street, Brooklyn. Temporary home for homeless boys.

*Jewish Big Brothers*, 356 Second Avenue.

*Church Mission of Help*, 37 East 28th Street, work both rescue and preventive. Girls in reformatory institutions are visited and after-care provided.

*National Council of Jewish Women*, sends teachers of religion to certain correctional institutions.

*Door of Hope*, Tappan, N. Y. Organized in 1890 for fallen girls. Has a piece of property of 43 acres at Tappan.

*Florence Crittenton Mission*, 245 West 13th Street, home for the reformation of fallen women and young girls.

*House of Mercy*, incorporated in 1865, Inwood-on-Hudson, N. Y., a Protestant Episcopal institution for the reception and reformation of destitute and fallen women.

*House of the Good Shepherd*. A Roman Catholic institution, incorporated in 1858, located at foot of 90th Street and the East River, for the reformation of inebriates and fallen women. In Brooklyn, Hopkinson Avenue and Pacific Street.

*House of the Holy Family*. Roman Catholic institution at 136 Second Avenue, for the voluntary reformation of young women.

*Margaret Strachan Home for Women*. Incorporated in 1887, 103 West 27th Street, for the rescue and temporary shelter of unfortunate women and unmarried girls who are to become mothers.

*New York Magdalen Benevolent Society*. Organized in 1833. Maintains an asylum at Inwood for intemperate and immoral women under thirty years of age.

*St. Michael's Home*, Mamaroneck. Reformatory for girls maintained by the Midnight Mission, 289 Fourth Avenue.

*Salvation Army Rescue and Industrial Home for Women*, 316 East 15th Street, to educate and train girls and fit them to earn an honest living. In Brooklyn, 1009 Hancock Street.

*Lakeview Home*, for wayward girls and unmarried mothers. Arrochar, Staten Island.

*New York Probation Association*, organized in 1908, located at 38 West 10th Street. Its purpose is to improve the probation system in the courts, and to aid in the reformation of offenders and in the prevention of crime. It maintains a temporary home especially for the care of women who may be referred by the courts, probation officers and individuals. The House maintains classes in sewing, millinery, basket weaving and gymnastics.

It also maintains an employment bureau. This Association has had a rapid and strong development since its organization and is supported entirely by contributions. Miss Maude E. Miner is the Executive Secretary.

*Board of Inebriety*. This is a city board, the members of which are appointed by the Mayor. The board consists of seven members, of varying terms of service. For detailed description see Chapter Twenty-one.

*Criminal Courts Committee of Charity Organization Society*, 105 East 22d Street, to aid the administration of justice in the lower criminal courts. Lawrence Veiller, Secretary.

## CHAPTER TWENTY-THREE.

### REPORTS, PROCEEDINGS, AND BOOKS.

#### ORGANIZATIONS AND REPORTS.

**I**NTERNATIONAL Prison Congress. Meetings every five years. Secretary, Professor Simon van der Aa, Groningen, Holland. Proceedings published in French. No report yet published of Eighth Congress, held in Washington, U. S. A., 1910.

*Union Internationale de Droit Penal.* Next meeting at Stockholm, Summer of 1913.

*Congres International d'Anthropologie Criminelle.* Has held seven congresses.

*United States Census Reports,* Bureau of the Census. Prisoners and Juvenile Delinquents, 1904; published 1907.

*Bureau of Labor.* Convict Labor; bulletin No. 5, 1905; Twentieth annual report, 1908.

*National Prison Association* (now *American Prison Association*). Annual proceedings, from 1876. Address J. P. Byers, The Capitol, Trenton, N. J.

*National Conference of Charities and Correction.* Annual proceedings, 1874. Address Alexander Johnson, Angola, Indiana.

*New York State Conference of Charities and Correction.* Annual meetings since 1900. Secretary, Marcus A. Beeman, Buffalo.

*New York City Conference of Charities and Correction.* Annual meetings since 1910. Secretary, John B. Prest, 105 East 22d Street, New York.

*Annual Conference of New York State Magistrates.* Since 1910. A. W. Towne, Secretary. The Capitol, Albany.

*Annual Conference of New York State Probation Officers.* Since 1911. A. W. Towne, Secretary. The Capitol, Albany.

#### ANNUAL REPORTS.

Prison Association of New York, 135 East 15th Street, New York City.

#### REPORTS, PROCEEDINGS, AND OTHER SIMILAR REPORTS. 247

Massachusetts Prison Association, 25 Pemberton Square, Boston, Mass.

Journal of prison discipline and philanthropy; published annually by Pennsylvania Prison Society.

Maryland Prisoners' Aid Association, 101 West Saratoga Street, Baltimore, Maryland.

Central Howard Association, 157 West Adams Street, Chicago, Ill.

New York Probation Commission, The Capitol, Albany, N. Y.

Massachusetts Probation Commission, Boston, Mass.

New York Probation Association, 34 West 10th Street, New York City.

Committee of Fourteen (social evil and Raines law hotels), 27 East 22d Street, New York City.

Superintendent of State Prisons, The Capitol, Albany, N. Y.

State Commission on Prisons, The Capitol, Albany, N. Y.

State Board of Charities, The Capitol, Albany, N. Y.

Board of Reformatory Managers, Elmira, N. Y.

Annual Reports of other State and local institutions.

Commissioners of Prisons and Directors of Convict Prisons, England.<sup>1</sup>

Reformatory and Industrial Schools in Great Britain.

Howard Association, London, England.

Penal Reform League (also monthly bulletins).

Each European government publishes some form of annual report on its prisons that may be obtained through foreign booksellers.

#### PERIODICALS.

Journal of the American Institute of Criminal Law and Criminology, 187 East Lake Street, Chicago, Ill. Bi-monthly \$3.00 a year.

The delinquent, formerly the review, 135 East 15th Street, New York City. Published by the National Prisoners' Aid Association. Monthly, \$1.00 a year.

The survey, 105 East 22d Street, New York City, weekly, \$2.00 a year.

American journal of sociology, Chicago, Ill.

The star of hope. Monthly. Published by inmates of State prisons. Sing Sing Prison, Ossining, N. Y.

The summary. Weekly. Published at Elmira Reformatory, Elmira, N. Y.

<sup>1</sup> Foreign books may best be ordered through foreign booksellers in New York.

## BIBLIOGRAPHIES.

For foreign periodicals, consult foreign book-sellers, or Wigmore, J. H.; Preliminary bibliography of modern criminal law and criminology.

Drachms, A. Alphabetical list of works upon criminology in the English language, New York, 1900.

National prison association. Index to reports from 1870 to 1904.

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Wigmore, J. H. A preliminary bibliography of modern criminal law and criminology. Chicago. Northwestern University, 1909.

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Bulletin of New York school of philanthropy. 105 East 22d Street, New York.

1. Farm colonies.
4. Juvenile delinquency.
7. Feeble-minded children.

## GENERAL WORKS.

Boies, H. M. The science of penology. New York. G. P. Putnam's Sons, 1901.

Brockway, Z. R. Fifty years of prison service. New York. Charities Publication Committee, 1912.

Drachms, A. The criminal.

Dugdale, R. L. The Jukes, a study in crime, pauperism, disease and heredity. New York. Putnam, 1912.

Ferrero, G. L. Lombroso's criminal man. New York. Putnam, 1911.

Henderson, C. R. Dependents, defectives, delinquents. Boston. D. C. Heath, 1901.

Henderson, C. R. Editor, Correction and prevention.

1. Prison reform. Criminal law.
2. Penal and reformatory institutions.
3. Preventive agencies.

New York charities publication committee, 1910. (This is the most exhaustive recent American compilation on the subject.)

Wines, F. H. Punishment and reformation. New York. Macmillan, 1911.

## CRIMINAL ANTHROPOLOGY AND SOCIOLOGY.

Ellis, Havelock. The criminal. London.

Ferri, Enrico. Criminal sociology. New York. D. Appleton & Co., 35 West 32d Street, New York.

Gross, Hans. Criminal psychology. Boston. Little, Brown & Co.

Lombroso, Cesare. Criminal man.

McConnell, R. M. Criminal responsibility and social constraint. New York. Scribners, 1912.

MacDonald, Arthur. Abnormal man. Washington. Government Printing Office.

Parmelee, Maurice. Anthropology and sociology in its relation to criminal procedure. New York. Macmillan, 1908.

Tarde, Gabriel. Penal philosophy. Boston. Little, Brown & Co., 1912.

## FEMALE CRIMINALS.

Kellor, Miss F. A. Experimental sociology. New York. Macmillan & Co., 1901.

Lombroso, Cesare. The female offender. New York. D. Appleton & Co., 1895.

## JUVENILE DELINQUENCY.

Baernreither, J. M. Jugendfuersorge und Strafrecht in den Vereinigten Staaten v. Amerika. Leipzig. Duncker, 1905.

Barrows, Samuel June. Children's courts in the United States. Washington. Government Printing Office, 1904.

Breckenridge, Sophonisba and Abbott, Edith. The delinquent child and the home. New York. Charities Publication Committee, 1912.

Coulter, Ernest K. The children in the shadow. New York. McBride, Nast & Co., 1913.

Folks, Homer. Destitute, neglected and delinquent children. New York. Macmillan, 1902.

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*Russell, C. E. B., and Rigley, L. M.* The making of the criminal. London. Macmillan, 1906.

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#### HISTORICAL.

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*Wines, E. C.* The state of prisons and of child-saving institutions in the civilized world. Cambridge. 1880.

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*Whitin, E. Stagg.* Penal servitude. New York. National committee on prison labor, 1912.

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#### FARM COLONIES AND OUTDOOR LABOR.

*Henderson, C. R.* Outdoor labor for convicts. Chicago. University of Chicago Press, 1907.

*Kelly, Edmond.* Elimination of the tramp. New York. Putnam, 1909.

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Labor colonies abroad. See sixty-seventh annual report of Prison Association of New York.

*Dawson, W. H.* Vagrancy problem. London. King, 1910.

*Solenberger, Alice.* One thousand homeless men. New York. Charities Publication Committee, 1911.

#### FEEBLE-MINDEDNESS.

*Barr, M. W.* Mental defectives. Philadelphia. Blackeston, 1904.

*Davenport, C. B.* Heredity in relation to eugenics. New York. Holt, 1911.

*Goddard, H. H.* The Kallikak family. New York. Macmillan, 1912.

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## CHAPTER TWENTY-FOUR.

### TREASURER'S REPORT.

FOR NINE MONTHS ENDING SEPTEMBER 30, 1912.

By vote of the Executive Committee of the Prison Association, the fiscal year of the Association ends in 1912 and subsequently on September 30th. The Treasurer's statement for 1912 covers therefore but nine months.

#### SCHEDULE "A."

STATEMENT OF ASSETS AND LIABILITIES AT DATE OF SEPTEMBER 30, 1912.

	ASSETS.
<i>Cash:</i>	
<i>Treasurer's Fund:</i>	
Mechanics & Metals National Bank	\$709 59
<i>General Secretary's Fund:</i>	
Bank of the Metropolis	\$752 07
Petty cash	119 52
Sundry Debtors (Cash items)	53 88
	925 47
<i>Endowment Fund:</i>	
United States Trust Co.	263 74
<i>Reserve Fund:</i>	
New York Life Insurance & Trust Company	2,965 50
<i>Mary H. Brush Fund:</i>	
Union Trust Co.	500 00
Total cash	\$5,364 30
<i>Investments (at cost):</i>	
Endowment Fund	\$65,767 50
Mary H. Brush Fund	2,500 00
	68,267 50

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### TREASURER'S REPORT.

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<i>Real estate (at cost):</i>	
House and lot, 135 East 15th St.	\$22,500 00
<i>Rent due from reformatories:</i>	
New York State,	
Elmira	\$75 00
Napanoch	25 00
	100 00
<i>Interest accrued:</i>	
Investments	1,228 33
<i>Prepaid expenses:</i>	
Insurance Premiums	82 59
Total assets	\$97,542 72

#### LIABILITIES.

Special donations for relief	\$667 36
Funds held in trust	3 85
	\$671 21
Salaries accrued	202 78
<i>Capital:</i>	
Endowment Fund	\$66,031 24
Reserve Fund	2,965 50
Mary H. Brush Fund	3,000 00
Russell Sage Foundation	81 94
Capital account	24,590 05
	96,668 73
Total liabilities	\$97,542 72

#### MEMORANDUM OF UNINVESTED FUNDS.

Endowment Fund	\$263 74
Reserve Fund	2,965 50
Mary H. Brush Fund	500 00
Russell Sage Foundation	81 94
	\$3,811 18

## SCHEDULE "B."

RECEIPTS AND EXPENDITURES FOR THE 9 MONTHS ENDING  
SEPTEMBER 30, 1912.

## CURRENT FUNDS.

Balance, December 31, 1911:

In Mechanics and Metals National Bank.....	\$3,416 90	
Of which, Endowment Funds transferred to United States Trust Co., February 9, 1912.....	59 44	
	<u>\$3,357 46</u>	

In general secretary's hands.....	129 46	
		<u>\$3,486 92</u>

## Donations:

## RECEIPTS.

General.....	\$13,916 04	
Special.....	658 50	
Relief.....	417 48	
	<u>\$14,992 02</u>	

## Interest:

Investments.....	\$1,705 00	
Bank balances.....	146 73	
		<u>1,851 73</u>

## Reformatories:

New York State, Elmira.....	\$750 00	
Napanoch.....	225 00	
		<u>975 00</u>

Funds held in trust.....	70 85	
Refunds.....	64 47	
		<u>17,954 07</u>

Less amount received December 18, 1911, considered as a donation for relief, afterward found to be a private donation to be disbursed by Mr. Rodgers as an individual, therefore transferred on January 8, 1912.

\$21,440 99

200 00

\$21,240 99

## EXPENDITURES.

Special donations for relief.....	\$653 26
Funds held in trust.....	75 00
Exchange on cheques.....	8 49
	<u>\$736 75</u>

## General secretary's bureau:

Salaries.....	\$7,129 19
Printing and stationery.....	1,449 43
Postage.....	1,101 64
Telegrams, telephone and messengers..	247 81
Office supplies.....	196 68
Transportation, hotels and carfares....	149 31
Sundries.....	144 51
Furniture and fixtures.....	129 04
Conferences, membership and organizations.....	95 45
Newspapers and periodicals.....	95 35
Express and cartage.....	60 36
Library.....	59 52
Photos and films (mainly half-tones for appeals).....	47 91
Publicity.....	16 68
	<u>10,922 88</u>

## House:

Salaries.....	\$365 00
Fuel.....	219 60
Light.....	173 25
Supplies.....	117 50
Repairs.....	49 95
Water.....	17 30
Express and cartage.....	50
	<u>943 10</u>

## Parole bureau:

Salaries.....	\$2,840 49
Transportation, agents' expenses and carfares.....	220 51
Sundries.....	1 00
	<u>3,062 00</u>

## Probation bureau:

Salaries.....	\$2,404 52
Transportation, agents' expenses and carfares.....	122 49
	<u>2,527 01</u>

Relief (See also first item under expenditures):

Food and meals.....	\$629 75
Rent, board and lodgings.....	566 00
Goods from pawn.....	47 50
Sundries.....	32 00
Transportation and carfares.....	26 55
Clothing.....	24 55
Medical and surgical.....	23 85
Labor for and by applicants.....	23 50
Agency fees.....	17 75
Laundry.....	5 30
Tools.....	5 00
Gas bills.....	4 12
Telegrams.....	3 82
Stock for business.....	3 00
Coal.....	1 50

\$1,414 19

\$19,605 93

Balance, September 30, 1912:

In Mechanics and Metals National Bank.....	\$709 59
In general secretary's hands:	
Bank of the Metropolis.....	\$752 07
Petty cash.....	119 52
Sundry debtors (cash items).....	53 88

925 47

1,635 06

\$21,240 99

### SCHEDULE "C."

INVESTMENTS AT DATE OF SEPTEMBER 30, 1912.

INVESTMENTS ENDOWMENT FUND:	Rate %	Interest due	Valuation at cost	Interest accrued
Bonds:				
5 C. R. I. & P. Railway...	4	Jan. & July	\$4,823 75	\$50 00
5 C. & N. W. Railway....	4	May & Nov.	4,943 75	83 33

### TREASURER'S REPORT.

INVESTMENTS ENDOWMENT FUND:	Rate %	Interest due	Valuation at cost	Interest accrued
Bonds and mortgages:				
.....	4½	May & Nov.	\$42,000 00	\$787 50
.....	4½	May & Nov.	12,000 00	225 00
.....	4½	Apr. & Oct.	2,000 00	45 00
			<u>\$65,767 50</u>	<u>\$1,190 83</u>
<i>Mary H. Brush Trust</i>				
Fund:				
Bond and Mortgage:				
.....	4½	June & Dec.	2,500 00	37 50
			<u>\$68,267 50</u>	<u>\$1,228 33</u>

### SCHEDULE "D."

CONDITION OF THE VARIOUS FUNDS AT SEPTEMBER 30, 1912.

STATEMENT OF THE ENDOWMENT FUND.

Balance at credit of fund, December 31, 1911.....	\$66,053 63
Transferred to treasurer's fund, interest received from United States Trust Co.....	22 39
<u>Balance September 30, 1912:</u>	
On deposit in United States Trust Co.....	\$263 74
Invested (per Schedule "C").....	65,767 50
<u>\$66,031 24</u>	

STATEMENT OF THE RESERVE FUND.

Balance at credit of fund, December 31, 1911.....	\$3,010 43
Interest received from New York Life Insurance & Trust Co.....	44 56
<u>\$3,054 99</u>	
Interest transferred to treasurer's fund....	\$44 93
Interest transferred to treasurer's fund....	44 56
<u>89 49</u>	

Balance, September 30, 1912, on deposit in New York Life Insurance & Trust Co.....

\$2,965 50

## THE PRISON ASSOCIATION OF NEW YORK.

## STATEMENT OF THE MARY H. BRUSH FUND.

Balance at credit of fund, December 31, 1911.....	\$3,034 85
Interest transferred to treasurer's fund.....	34 85

Balance, September 30, 1912:	
On deposit in Union Trust Co.....	\$500 00
Invested (per Schedule "C").....	2,500 00
	<u>\$3,000 00</u>

## STATEMENT OF THE RUSSELL SAGE FOUNDATION FUND.

Balance at credit of fund, December 31, 1911.....	\$81 94
Receipts and expenditures.....	.....

Balance, September 30, on deposit in Bank of the Me- tropolis.....	<u>\$81 94</u>
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We hereby certify that we have examined the books, accounts and vouchers of the Prison Association of New York, for the period of nine months ending September 30, 1912, and that the above statement is correct.

TOWNSEND AND DIX,  
*Accountants.*

## LIFE PATRONS.

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

Barbey, Mrs. Henry I.	McHarg, Henry K.
Benjamin, Mrs. Eastburn.	Phipps, Henry
Billings, Frederick.	Pyne, Percy R.
Brewster, Robert S.	Rhinelanders, Miss Serena.
Brown, M. Boyard.	Rockefeller, John D.
Clarke, F. Ambrose.	Sage, Mrs. Dean.
Dodge, Cleveland H.	Schiff, Jacob H.
Gold, Cornelius B.	Schiff, Mortimer L.
Harkness, E. S.	Scott, William H.
Harrah, Charles J.	Stetson, Francis Lynde.
James, Arthur Curtiss.	Stewart, Lispenard.
James, Mrs. D. Willis.	Tiffany, L. C.
Lewisohn, The Misses Alice and Irene.	Woerishoffer, Mrs. Anna.
"M. G. S."	

## HONORARY LIFE MEMBERS.

By Contributions of \$100 at One Time.

\*Agnew, A. G.  
Astor, Mrs. John Jacob.  
Baker, George F.  
Bachydt, Mrs. P. Hackley.  
Billings, Mrs. Frederick.  
Bishop, David Wolfe.  
Bliss, Miss Catherine A.  
Bowdoin, George S.  
Bowen, Mrs. Harry S.  
Brokaw, George T.  
Brown, Alexander H.  
Brown, James.  
Brownell, Miss Matilda A.  
Bruce, Miss Sarah E.  
Bull, H. K.  
"C. C."  
"C. P. S."  
Caldwell, Samuel B.  
Carnegie, Andrew.  
Carnegie, Mrs. T. M.  
Caswell, John.  
Chapman, Mrs. John J.  
Chisolm, B. Ozden  
Chisolm, W. E.  
Choate, Joseph H.  
Clark, Edward Severin.  
Clark, Mrs. Stephen C.  
Clyde, William P.  
Conger, A. B.  
Connor, W. E.  
Cooper, James Fenimore.  
Corning, H. K.  
Crimmins, John D.  
Cromwell, James W.  
Crosby, William B.  
Cutting, F. Fulton.  
DeForest, Henry W.  
\*Dickie, E. P.  
Dodge, D. Stuart.  
DuBois, Miss Katherine.  
Duncan, William B.  
Ehret, George.  
Einstein, Edward.  
Emmons, Arthur B.  
Fraser, George S.  
Frazier, Mrs. Clara D.  
Frost, Aaron V.  
Gerry, Elbridge T.  
Gerry, Peter G.  
Gilman, William G.  
Gilman, Winthrop S.

\*Deceased.

Gould, Edwin  
Gould, Miss Helen M.  
Grace Church.  
Hadden, Alexander M.  
Haggin, J. B.  
Halkett, Baroness S.  
Hall, Mrs. Bolton.  
Harkness, Mrs. Charles W.  
Hearn, James A., & Son.  
Hill, Frederick T.  
Howland, Joseph.  
Howland, Mrs. Joseph.  
Howland, Meredith.  
Hyde, Mrs. Clarence M.  
\*Jackson, Samuel Macaulay.  
Jameson, E. C.  
Johnson, Arthur G.  
Johnson, Gilbert H.  
Johnson, James W.  
Jones, James H.  
Juilliard, Mrs. A. D.  
Keene, James R.  
Keteltas, Miss Alice.  
Kunhardt, W. B.  
"L. B. G."  
Langdon, Woodbury, G.  
Lawrence, Mrs. Samuel.  
Lenox, Miss.  
Livingston, Johnston.  
Livingston, Miss Julia.  
Lorillard, Pierre.  
Low, William G.  
McClymonds, Mrs. L. K.  
McCurdy, Richard A.  
McKinney, Price.  
McLanahan, Mrs. C. L.  
McLane, Allen.  
Marshall, Louis.  
Mead, J. H.  
Minturn, Mrs. Robert B.  
Moore, Mrs. William H.  
Morgan, Mrs. Davis P.  
Morgan, George D.  
Murland, Samuel.  
National Humane Alliance.  
\*O'Connor, Thomas H.  
Olmsted, Mrs. C. L.  
Olyphant, Robert M.  
Osborn, William Church.  
Parish, Daniel.  
Penfold, Miss Josephine.

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Perkins, George W.  
Peters, E. D.  
Pratt, Herbert L.  
Pullen, John A.  
Rand, George C.  
Reed, Latham G.  
Rhinclander, W. C.  
Richardson, Mrs. C. Tiffany.  
Robb, J. Hampden.  
St. Thomas Church.  
Sage, Mrs. Russell.  
Sage, Dean.  
Sage, William H.  
Sampton, Joseph.  
Schermerhorn, F. Augustus.  
Scoville, Miss Grace.  
Seaman, Lloyd W.  
Seigman, J. & W. Co.  
\*Sellew, T. G.  
Shaw, Mrs. Francis George.  
Sheafe, Mrs. Mary.  
Shipman, C. H.  
Slayback, John D.  
Sloan, Samuel.  
Smith, Eugene.  
Spencer, Mrs. Catherine.  
Stillman, Miss Charlotte R.

Stillman, Mrs. T. S.  
Stokes, Amos Phelps.  
Stone, Miss Annie.  
Tarbell, H. S.  
Thomas, Seth E.  
Thorne, Jonathan.  
Trevor, Mrs. John B.  
Van Dyke, Henry J.  
Van Gerbig, Mrs. B.  
Van Ingen, E. H.  
Van Rensselaer, Alexander.  
Warburg, Felix M.  
Ward, George C.  
Ward, John Seely.  
Webb, William Seward.  
Westinghouse, Church, Kerr & Co.  
Weston, R. W.  
Whitney, Henry P.  
White, Alfred T.  
White, Mrs. Joseph M.  
Wilson, Mrs. H. S.  
Wingate, George W.  
Wood, J. Walter.  
Wood, William.  
Woodin, William H.  
Zabriskie, Mrs. George.

## LIFE MEMBERS.

By Contributions of \$50 at One Time.

A Friend.  
Adams, Thacher M.  
Adler, Felix.  
Andrews, Constant A.  
Arnold, Edward W. C.  
Astor, W. W.  
Belmont, August.  
Bigelow, Mrs. Lucius H.  
\*Bliss, Cornelius.  
Bliss, Ernest C.  
Bliss, Mrs. Robert W.  
Booth, W. A.  
Borg, Simon.  
Brown, Stewart.  
Bulkeley, Mrs. Edwin M.  
Campbell, Mrs. Henry G.  
Chisolm, Mrs. William E.  
Collin, C. A.  
Coffin, Edmund.  
Coleman, N. T.  
Colgate, William.  
Corse, Israel.  
Coster, Mrs. Charles Henry.  
Coxe, Mrs. Davies.  
Crane, Albert.  
Crossman, W. A., & Brother.  
Cutting, R. Bayard.  
"Crown."

\*Deceased.

Davies, Mrs. Dora A.  
Dean, Miss E. A.  
Dinsmore, Mrs. W. B.  
Dodge, Miss Grace H.  
Dodge, William E. Jr.  
Douglas, James.  
Ellis, William D.  
Emmet, Miss Lydia F.  
Engs, F. W.  
Evans, Hartman K.  
Ferguson, Mrs. Farquhar.  
\*Field, B. H.  
Foster, James, Jr.  
Fraser, Mrs. George S.  
Gallatin, Albert.  
Gallatin, Mrs. Albert H.  
Geer, Mrs. Walter.  
Gilman, Arthur.  
Goodwin, James J.  
Gray, Horace.  
Hackley, Mrs. C. B.  
Hall, Mrs. John.  
Halliday, E. C.  
Halliday, Mrs. E. C.  
Halsted, Miss A. B.  
Hamilton, Frank.  
Harkness, Mrs. Stephen V.  
Havemeyer, J. C.

Hawley, John S.  
 Healy, A. Augustus.  
 Heinstheimer, Alfred M.  
 Hencken, Mrs. Albert C.  
 Herrick, E.  
 Holden, James C.  
 Horn, James  
 Hosmer, Mrs. Edward Sturgis.  
 Hubbard, Thomas H.  
 Hunt, Thomas  
 Huntington, Henry  
 Hurd, Richard M.  
 Hutchinson, John William.  
 Hyde, Frederick E.  
 Irvin, Richard  
 Jardine, Dudley.  
 Jesup, Mrs. Morris K.  
 Johnson, Alexander S.  
 Jones, Edward.  
 Jones, James J.  
 Kelsey, Clarence H.  
 Kidder, Mrs. A. M.  
 Kissam, Samuel H.  
 Landon, Francis G.  
 Langton, John.  
 Leffingwell, R. C.  
 LeRoy, J. R.  
 Lichtenstadter, Samuel.  
 Lobenstein, William C.  
 Lockwood, Homer N.  
 Lowery, J. S.  
 Lydig, David.  
 McMillin, Emerson.  
 Maghee, Mrs. S. P.  
 Maxwell, Mrs. Robert M.  
 Metcalf Bros. & Co.  
 \*Milbank, Mrs. Joseph.  
 Milbank, Joseph.  
 Mitchell, Mrs. Edward.  
 \*Moore, W. H. H.  
 Moore & Schley.  
 Morgan, Miss Caroline L.  
 Morgan, Mr. & Mrs. J. P., Jr.  
 Morris, Henry Lewis.  
 Mortimer, Mrs. W. Y.  
 Mott, William F.  
 Nelson, Charles N.  
 Nelson, Mrs. Charles N.  
 \*Newstader, Mrs. Caroline.  
 Olyphant, David.  
 Osborne, Thomas W.  
 Parish, Henry.  
 Parish, Miss Susan D.  
 Packer, Leighton.  
 Parsons, Mrs. Edwin.  
 Pavenstedt, Hugo.  
 Peabody, George F.  
 Pearl, Mrs. Frederick W.  
 Phelps, Mrs. William W.  
 Philbin, Eugene A.  
 Potter, Howard  
 Prosser, Thomas.  
 Rahr, Charles.  
 Randolph, Edmund & Charles.

Ray, Robert.  
 \*Richard, Mrs. Auguste.  
 Richard, Miss Elvina.  
 Rises, G. H.  
 Robbins, George A.  
 Roberts, Miss Elizabeth W.  
 Robertson, R. H.  
 Roland, Thomas F.  
 Root, Charles T.  
 Rothschild Bros. & Co.  
 Satterlee, Herbert L.  
 Satterlee, Mrs. Herbert L.  
 Schenck, Frederick B.  
 Schermohorn, W. C.  
 \*Scott, George S.  
 See, Alonzo B.  
 Sellierre, Baroness.  
 Sigman, Isaac M.  
 Sheldon, James O.  
 Sherman, Austin.  
 Sherman, B. B.  
 Sieber, Dudley F.  
 Simpson, John W.  
 Skougard, Jens.  
 Sloane, William D.  
 Sloane, Mrs. William D.  
 Smith, Cornelius.  
 Speyer, Leo.  
 Steers, James R.  
 Stevens, Frederick K.  
 Stewart, John.  
 Stewart, Mrs. P. H.  
 Stokes, J. G. Phelps.  
 Stokes, Oliver E. P.  
 Stone, Miss Ellen I.  
 Straight, Mrs. D. Willard.  
 Sutton, Charles F.  
 Talbot, Charles W.  
 Taylor, Lloyd.  
 Terry, I. L.  
 Thompson, Mrs. Frederick F.  
 Thompson, Mrs. Joseph T.  
 Trumbull, Frank.  
 Tucker, Allen.  
 Tucker, Samuel A.  
 Van Nest, Abram.  
 Van Orden, Warner.  
 Van Wagenen, Bleecker.  
 Van Winkle, Miss Mary D.  
 Virgin, S. H.  
 Walker, W.  
 Ward, Artemas.  
 Watson, Mrs. James S.  
 Wetmore, Samuel.  
 White, John J.  
 Willard, Mrs. Laura.  
 Winthrop, Mrs. E. V. S.  
 Winthrop, Egerton L.  
 Wood, W. H. S.  
 Woolsey, E. J.  
 Woolsey, Mrs. E. J.  
 Wurts-Dundas, Ralph.  
 Zabruskie, Andrew C.

\*Deceased.

## CONTRIBUTORS' LIST.

FOR NINE MONTHS ENDING SEPTEMBER 30, 1912.

The Fiscal Year of the Prison Association has been changed. Beginning in 1912, it ends on September 30th. Therefore, only those contributions given between January 1, 1912, and September 30, 1912, will be found in this list.

Contributions preceded by name only are for the General Fund. Other contributions are marked as follows: C for Century Fund, G, R. General Relief Fund, S for Special Fund.

A		B	
Abbe, Miss Harriet C.....	\$ 5 00	Atocha, Miss Alice Lansing G. R.	\$ 5 00
Abbott, Lyman.....	5 00	Atwood, Mrs. Eugene.....	G. R. 10 00
Achelis, Fritz.....	10 00	Auchincloss, Charles C.....	G. R. 5 00
Achelis Mrs. Fritz.....	G. R. 10 00	Auchincloss, Mrs. Edgar S.	5 00
Achelis, Fritz G.....	G. R. 10 00	Auchincloss, Mrs. Edgar	20 00
Achelis, John.....	S. 10 00	Auchincloss, Mrs. Edgar	S. 20 00
Adams, Mrs. C. Thayer.....	G. R. 2 00	Auchincloss, Mrs. Hugh D.	25 00
Adams, Thatcher M.....	S. 50 00	Auerbach, Joseph S.....	25 00
Adler, Felix.....	10 00	Austin, Mrs. Francis B.....	2 00
Adler, Mrs. Felix.....	G. R. 2 00	Austin, Nichols & Co.....	10 00
Adriance, Harris Ely.....	G. R. 5 00		
Adriance, Miss Marion C. G. R.	5 00		
Agnew, Mrs. Cornelius Rea	10 00		
Aikman, Walter M.....	5 00		
Alden, Mrs. Charles L.....	G. R. 5 00		
Aldrich, Mrs. James H.....	S. 5 00		
Aldrich, Mrs. James Her-	5 00		
man.....			
Alexander, Mrs. Andrew J.	1 00		
Alexander, Eugene D.....	G. R. 2 00		
Alexander, Mrs. Frederick	10 00		
B.....	S. 10 00		
Alexander, George.....	2 00		
Alexander, Mrs. Ludwell B.	5 00		
Alexandre, J. H., Jr.....	G. R. 5 00		
Alexandre, Mrs. J. Joseph.	G. R. 2 00		
Allen, Francis Bellows.....	G. R. 2 00		
Allen, George Marshall.....	5 00		
Allen, Mrs. George Mar-	5 00		
shall.....	G. R. 5 00		
Allen, Mrs. Paul.....	10 00		
Anderson, A. J. C.....	5 00		
Andrews, William Loring.....	G. R. 5 00		
Archbold, J. F.....	G. R. 10 00		
Armstrong, Mrs. D. Mair	5 00		
land.....	5 00		
Arnold, Mrs. B. Walworth.	G. R. 10 00		
Arnold, Edward W. C.....	25 00		
Arnold, Mrs. Edward W. C. G. R.	5 00		
Arnold, Mrs. Glover C.....	5 00		
Arthur, Miss L. Louise.....	2 00		
Baird, Miss Jaqueta F.....	G. R. 25 00		
Baker, Mrs. Henry M.....	G. R. 25 00		
Baldwin, Mrs. Charles H.....	G. R. 10 00		
Balfour, Williamson & Co.....	25 00		
Banger & Whitton, The	2 00		
Misses.....	2 00		
Banks, James Lenox.....	5 00		
Banks, Lenox.....	10 00		
Barber & Co.....	G. R. 10 00		
Barclay, Miss Sylvia H.....	2 00		
Barclay, Miss Sylvia H.....	2 00		
Barclay, Archibald.....	1 00		
Barnes, Mrs. H. W.....	10 00		
Barnett, Maurice.....	10 00		
Bartlett, Mrs. B. E.....	5 00		
Bartlett, Charles E.....	1 00		
Bartlett, Mrs. Henry Paine.	5 00		
Bates, Abraham.....	5 00		
Bates, Mrs. B. E.....	5 00		
Batjer, Henry.....	10 00		
Batjer & Co.....	10 00		

Battelle & Renwick	5 00	Bowne, Edgar	G. R.	5 00
Battery, Trull & Co.	1 00	Boyd, M. Francis	S.	1 00
Battle, George Gordon	5 00	Boyan, Miss Carrie L.		1 00
Baylies, Edmund L.	10 00	Boynston Furnace Co.		1 00
Baylies, Mrs. N. E.	10 00	Braden, William		10 00
Bayne, Lawrence P.	10 00	Bradford, Mrs. John Henry	G. R.	5 00
Beard, Curtis J.	2 00	Bradford, Mrs. W. H.		20 00
Beckstein, Augustus E.	25 00	Bradley, Miss Mary Tre-		
Beebe, Mrs. C. E.	1 00	main	G. R.	10 00
Beer, Mrs. Julius	5 00	Brazier, Mrs. Emma J.		5 00
Belais, David	10 00	Brennecke, George		5 00
Bement, Mrs. George W.	G. R.	Brettel, George W.		2 00
Bend, Mrs. George H.	5 00	Brewster, Mrs. S. D.	S.	10 00
Bendheim, Adolph D.	5 00	Breckinmaier, J. B.		5 00
Bendheim, Henry	10 00	Bridgham, Miss Emily G.		5 00
Benjamin, Mrs. John	5 00	Bridgman, Mrs. Charles		
Benjamin, Mrs. William H. G. R.	5 25	De Witt		1 00
Benson, Mrs. Claudine M.	5 00	Bridgman, Oliver B.		10 00
Benson, Miss Mary A.	1 00	Bristol, John L. D.		5 00
Bentley, Mrs. John	1 00	Brookav, George T.	G. R.	100 00
Bentley, Miss Meta E.	2 00	Brooker, Mrs. Charles F.		5 00
Benton, Andrew	5 00	Brown, Addison		5 00
Benzer, F.	1 00	Brown, Mrs. Charles S.	G. R.	5 00
Berringer, Jacob	1 00	Brown, Mrs. Franklin Q.		5 00
Bertschman, J.	2 00	Brown, Mrs. J. Wright	G. R.	2 00
Betts, Edward H.	2 00	Brown, Joseph E.		10 00
Bewler, Julius A.	2 00	Brown, M. Bayard		250 00
Biddle, William C.	5 00	Brown, Mrs. Samuel W.	G. R.	5 00
Big, Mrs. Sylvan	5 00	Brown, Miss Stewart		1 00
Billings, Mrs. Frederick	10 00	Brown, Mr. Waldron P.	G. R.	5 00
Billings, Frederick	25 00	Brown, William A.		5 00
Bingham, Mrs. George F.	5 00	Brown, Mrs. Wm. Harmon		3 00
Bingham, Rutherford	10 00	Brown, Louis L.		2 00
Bingham, Theodore	5 00	Browning, Geo. J. Hull	G. R.	5 00
Bird, Mrs. Stafford	7 50	Bruce, Miss Sarah E.		100 00
Black, Mrs. George P.	G. R.	Brucker, Carl		10 00
Blair & Co.	10 00	Byrce, Miss Edith		5 00
Bliss, Ernest C.	25 00	Byrdes, Mrs. Ralph L.		5 00
Bliss, Miss Lizzie P.	20 00	Bucknell, Miss Emma Ward	G. R.	5 00
Bliss, William H.	10 00	Bulkley Edwin M.		25 00
Boch, Adolph	5 00	Bulkley, Mrs. Edwin M.		25 00
Bloeth, Morris J.	10 00	Bulkeley, Mrs. Jonathan	G. R.	1 00
Bloomthal, George	25 00	Bull, Mrs. Wm. R.	G. R.	1 00
Boardman, Miss Clarinda	G. R.	Bull, Mrs. Wm. Lanman	G. R.	10 00
Bodenheimer, Henry	10 00	Bunting, Miss M. E.		10 00
Bogert, Miss Anna (In		Burling, Mrs. John		10 00
memory of Miss Isabel		Burlingham, Charles C.		10 00
Bogert)	5 00	Burnett, C. H.		5 00
Bohermann, William	G. R.	Burnham, Charles	S.	3 00
Bolling, Mrs. Raynol C.	G. R.	Burns, A. L.		10 00
Bonner, George T.	10 00	Burton, Edward D.		1 00
Boocock, Kenyon	G. R.	Butler, Miss Emily O.		5 00
Bookman, Mrs. Jacob	10 00	Butler, Miss Helen C.		5 00
Boorstein, J. V.	3 00	Butler, Mrs. S. Mrs. Howard		5 00
Borden, Alfred	10 00	Russell		3 00
Borden, Lewis M.	5 00	Butler, Mrs. Robt. Gordon	S.	5 00
Borden, Mrs. George	5 00	Butler, Willard Parker		1 00
Borglum, Mrs. Gutson	G. R.	Butler, Mrs. William Allen		2 00
Boskowitz, Adolph	5 00	Butterick, Miss Mary E.		10 00
Bourne, Miss Emily	10 00	Butterworth, Mrs. George		5 00
Bourne, Frederick Gilbert	G. R.	Forrest		5 00
Boury, Louis J.	G. R.	Byrne, James		5 00

Cady, Lyndon B.	G. R.	5 00	Coles, J. Ackerman	5 1 00	
Cahen, I. J.		5 00	Colfax, Albert E.	1 00	
Campbell, William M.		5 00	Colgate, Gilbert	10 00	
Canda, Miss Angelina		2 00	Collins, Mrs. Mary	10 00	
Carbache, Mrs. E.		1 00	Colman, Miss A. L.	S. 1 00	
Carlton, Miss Ida B.	S.	5 00	Colt, Mrs. Richard C.	G. R.	5 00
Carnegie, Andrew		100 00	Colt, Miss Sarah B.	G. R.	5 00
Carnegie, Mrs. T. Morris		100 00	Columbia		
Carpendier, Sydney B.		1 00	Mfg. Co.	G. R.	2 00
Carter, Ernest T.		5 00	Constock, James C.		1 00
Carter, Samuel T.		10 00	Condon, Mrs. Thomas G.	G. R.	2 00
Case, Mrs. George B.		5 00	Conklin, Mrs. Katherine		5 00
Century Co.		25 00	Considine, M. J.		2 00
Chadbourne, Mrs. Thomas			Cook, Mrs. Charles T.		5 00
L. Jr.	G. R.	5 00	Cook, Thomas P.		5 00
Chaffee, Amasa D.	G. R.	5 00	Cooly, William F.	G. R.	1 00
Chaffee, Mrs. C. W.	G. R.	5 00	Cooper, J. Fenimore		15 00
Chambers, Frank R.		10 00	Cooper, Mrs. Edmund W.	G. R.	1 00
Champlollon, Mrs. Andre	G. R.	1 50	Cornell, Robert C.		10 00
Chapin, Miss Jennie E.		3 00	Cornell, Mrs. Robert C.	S.	10 00
Chapman, Miss Isabel M.		25 00	Coster, Henry A.	G. R.	5 00
Chapman, Miss Mary W.		3 00	Cox, Mrs. E. V.		1 00
Charles & Co.		5 00	Cox, Mrs. F. M.	G. R.	1 00
Chauncey, Miss Lucy		10 00	Cox, Mrs. John J.		10 00
Chester, Mrs. Antoinette T.		5 00	Coxe, Mrs. Alfred C.	G. R.	10 00
Childs, Mrs. Charles A.	G. R.	2 00	Coxe, Mrs. Davies		50 00
Chisoin, Mrs. William E.		50 00	Crain, Mrs. D. Jones	G. R.	5 00
Christ Church of N. Y. City		10 00	Cravath, Mrs. Erasmus M.	G. R.	1 00
Christian Herald	S.	15 00	Cravath, Mrs. Paul D.	G. R.	10 00
Chubb, Margaret & Percy	G. R.	1 10	Crocker, Mrs. Frank L.	G. R.	10 00
Church of the Covenant		10 00	Crownell, Benjamin F.		10 00
Sunday School		5 00	Crosby, Miss Mary R.		5 00
Cilly, E. H.		5 00	Crowell, Frank		5 00
Clark, Miss Ella Mabel		10 00	Cumming, Miss Emily D.	S.	2 00
Clark, Mrs. J. F. A.		5 00	and Master Edward D.		5 00
Clark, Mrs. John M.	G. R.	5 00	Curtel		5 00
Clark, Mrs. Louis Crawford	G. R.	25 00	Curtis, Mrs. Charles B.	G. R.	5 00
Clark, Mrs. W. Campbell	G. R.	5 00	Curtis, Mrs. F. K.	G. R.	10 00
Clarke, Mrs. Lester and			Curtis, Warren		5 00
guests of the Cragmoor			Cushing, Mrs. E. T.	S.	5 00
Inn	S.	20 00	Cushing, Mrs. William L.		2 00
Clarke, Roger H.	G. R.	2 00	Cutting, R. Bayard		50 00
Clarkson, Danver		25 00	Cuyler, Miss Eleanor deG.		5 00
Clarkson, Matthew		10 00			
Clausen, George U.		10 00	D		
Clements, Mrs. George H.	G. R.	5 00	Daly, Joseph F.		1 00
Clelandin, Rev. and Mrs.			Daly, Mrs. William H.		10 00
F. M. D.		1 00	Dana, Mrs. A. Carroll		5 00
Cleveland, Mrs. Charles D.		10 00	Dana, Miss Janet P.		5 00
Cleveland, Mrs. Grover	G. R.	10 00	Daniels, William L.		2 00
Close, Miss Frances H.		5 00	Davenport, Julius B.		5 00
Clyde, George W.		5 00	Davis, Mrs. Mason C.		5 00
Clyde, William P.		100 00	Davies, Mrs. Dora A.		50 00
Cochran, Giftord A.	G. R.	10 00	Davison, Mrs. E. Mora	G. R.	5 00
Cockroft, Miss Mary T.		5 00	Davison, Mrs. G. Howard	G. R.	5 00
Coe, Edward Benton		10 00	Davis, Mrs. Helen L.	G. R.	10 00
Coe, George V.		5 00	Day, Mrs. Henry Mills		10 00
Coe, Henry C.		10 00	Day, Jeremiah		10 00
Coffin, C. A.		50 00	Day, Sherman V.		5 00
Coffin, Edmund		15 00	Deas, Mrs. Helen L.		5 00
Coggeshall, Murray H.		5 00	Dederet, Miss P. H.		3 00
Coleman, Charles Philip		2 00	deForest, Henry W.		25 00



deForest, Robert W.....	\$ 15 00	Ebling, Louis M., Brewing Co.....	\$ 10 00
De Graff, James W.....	10 00	Edgar, Mrs. Adriana A.....	10 00
deHeredia, Carlos M.....	5 00	Edwards, Mrs. Eliza Jay.....	G. R. 1 00
Delton, Miss Maria H.....	5 00	Edwards, Mrs. Walter.....	G. R. 5 00
Delafield, Mrs. John Ross.....	5 00	Eldridge, Robert James.....	10 00
Delafield, Miss Julia.....	25 00	Einstein, Wolf & Co.....	5 00
Delafield, Maturin L.....	25 00	Eisler, Mrs. L.....	1 00
Delano, Miss Laura F.....	G. R. 5 00	Eldert, Cornelius.....	5 00
Dennis, Mrs. A. J.....	G. R. 25 00	Ellis, William D.....	5 00
Denny, Miss Adeline L.....	25 00	Ellsworth, Mrs. J. Magee.....	5 00
Denny, Miss Anna E.....	10 00	Emerson, W. K. B. H. Jay.....	S. 5 00
dePeyster, Miss Julia Anna G. R. 5 00		Emmett, C. Temple.....	G. R. 5 00
deKham, H. Cammer.....	5 00	Emmet, Devereux.....	5 00
Deutsch, Miss Eva.....	10 00	Emmet, Miss Lydia F.....	50 00
*Dez, Anshony.....	10 00	Eno, Frederick L.....	G. R. 5 00
Dick, J. Henry.....	10 00	Erbshol, Rudolph.....	5 00
Dickerman, George W.....	2 00	Erving, Mrs. John.....	G. R. 1 00
Dickinson, Mrs. Horace.....	2 00	Estabrook, Arthur F.....	5 00
Diedrich, Miss Marie M.....	5 00	Evans, Hartman K.....	25 00
Dinsmore, Mrs. William B.....	5 00		
Dinsmore, Mrs. William B. S.....	25 00		
Dinsmore, Mrs. William B. G. R. 65 00			
Dixon, Mrs. J. Williams.....	G. R. 15 00	F	
Dodd, Lee.....	5 00	F. B. Q. Clothing Co.....	2 00
Dodge, A. Douglas.....	G. R. 5 00	Fagnani, Charles P.....	5 00
Dodge, Mrs. M. W.....	G. R. 5 00	Fahnestock, H. C.....	25 00
D'Oench, Mrs. Albert F.....	G. R. 5 00	Fallon, John J.....	5 00
Dominick, Mrs. Bayard S.....	10 00	Farley, Mr. & Mrs. Robert E.....	G. R. 5 00
Dominick, George F.....	10 00	Farrar, Mrs. F. Percival.....	G. R. 10 00
Dominick, Mrs. H. B.....	G. R. 10 00	Fearthorn, Maurice.....	10 00
Dominick, M. W.....	10 00	Field, Mrs. William B. Osgood.....	G. R. 5 00
Donaldson, Mrs. Henry H.....	10 00	Fincke, C. Van Gelder.....	5 00
Doolittle, Mrs. & Mrs. O. S.....	5 00	Fink, Martin D.....	10 00
Doughty, Miss Harriet H.....	5 00	Fisher, Dr. C. Irving.....	20 00
Douglas, Mrs. George William.....	10 00	Fisher, Mrs. H. J.....	G. R. 5 00
Douglass, Mrs. James.....	G. R. 25 00	Fitch, Mrs. Henry W.....	G. R. 5 00
Dow, Mrs. Louis H.....	G. R. 10 00	Fitz-Simon, Mrs. William. G. R. 5 00	
Dow, John J.....	10 00	Fleischman, Charles M.....	5 00
Draper, Mrs. Henry.....	10 00	Foos, Edward Band, Jr.....	G. R. 1 00
Duane, Dr. Alexander.....	5 00	Footo, Mrs. Turner.....	5 00
Duane, James May.....	S. 10 00	*Forbes, C. Van Gelder.....	5 00
Duane, Mrs. William North DuBois, Mrs. Arthur.....	2 00	Foster, Frederick deP.....	5 00
DuBois, Mrs. E. C.....	S. 10 00	Foster, Warren W.....	S. 20 00
DuBois, Mrs. Edmund.....	G. R. 2 00	Foulke, Mrs. Mabel P.....	5 00
Dudley, William B.....	5 00	Fowler, Miss Emily A.....	5 00
Duer, Mrs. Denning.....	S. 5 00	Fox, Mrs. Charles E.....	G. R. 2 00
Duke, Benjamin N.....	S. 25 00	Fox, Hugh H.....	5 00
Dun, R. G. & Co.....	5 00	Francis, Charles.....	5 00
Dunham, Dr. & Mrs. Carroll Duval, Mrs. H. Rieeman.....	G. R. 25 00	Francis, Lewis W.....	2 00
Duval, Miss Nannie G.....	12 00	Francis, Mrs. Lewis.....	10 00
Dwight, Mrs. Edmund.....	G. R. 5 00	Frank, Emil H.....	10 00
Dwight, Mrs. M. E.....	5 00	Frankenbach, Charles E.....	1 00
		Frankfort, Maurice.....	5 00
		Francis, Mrs. George S.....	10 00
		Freidfeld, George.....	5 00
		Frelinghuysen, Mrs. Joseph S.....	G. R. 5 00
		Frelinghuysen, Mrs. Theodore.....	G. R. 25 00
		Freneye & Hethershoff.....	G. R. 10 00

\*Deceased.

Frenkel, Emil.....	\$ 3 00	Hale, Thomas.....	G. R. \$ 5 00
Fries Coal Company.....	1 00	Hall, Mrs. David P.....	G. R. 5 00
Friswell, A. S.....	10 00	Hall, Frank Oliver.....	20 00
Frost, Aaron V.....	100 00	Hall, George L.....	2 00
Fuller, Mrs. G. A.....	10 00	Hall, Mrs. Henry B.....	G. R. 5 00
Furniss, Miss Clementina.....	10 00	Hall, Mrs. John M.....	G. R. 1 00
		Hall, William L.....	10 00
		Halsey, Mrs. E. D.....	5 00
		Haltsted, Miss Christina.....	5 00
		Halter, Mrs. John.....	G. R. 5 00
		Ham, Miss Annette M.....	S. 5 00
		Hammann, Mrs. Wm. A.....	G. R. 10 00
		Hammond, John Henry.....	5 00
		Hammond, Mrs. John.....	G. R. 10 00
		Henry.....	G. R. 10 00
		Hampson, Theodore.....	1 00
		Hard, Anson W.....	10 00
		Hardenberg, Mrs. Thos. E.....	5 00
		Hare, J. Montgomery.....	25 00
		Harkness, Charles W.....	5 00
		Harkness, Mrs. Charles W.....	100 00
		Harkness, Edward S.....	100 00
		Harmon, Mrs. William E.....	5 00
		Harper, Mrs. Joseph W.....	5 00
		Harris, Mrs. Albert H.....	S. 25 00
		Hartwell, John A.....	5 00
		Haskell, J. Amory.....	G. R. 10 00
		Haskell, Mrs. J. Amory.....	3 00
		Hasslachner, Jacob.....	5 00
		Hastings, Mrs. George S.....	G. R. 3 00
		Hathaway, Gardner R.....	G. R. 10 00
		Havemeyer, Mrs. Horace.....	G. R. 1 00
		Haven, Mrs. George G.....	S. 10 00
		Hawley, Mrs. Mary G.....	5 00
		Hay, George T.....	5 00
		Hayes, Patrick.....	10 00
		Haynes, Miss Caroline C.....	2 00
		Haynes, Wm. deF.....	5 00
		Haynes, W. deF.....	100 00
		Hays, Mrs. Charles M.....	G. R. 1 00
		Hazard, F. R.....	25 00
		Hazel, Mrs. Thomas M.....	5 00
		Hearn, James A. & Son.....	25 00
		Heck, Mrs. George C.....	G. R. 5 00
		Heckscher, N. A.....	G. R. 10 00
		Hend, Mrs. Albert C.....	10 00
		Heidiger, J. H.....	10 00
		Heidiger, D. H.....	5 00
		Heinemann, H.....	10 00
		Heiser, Mrs. Rosalie M.....	1 00
		Heissenbuttel, Henry C.....	5 00
		Heller, Miss Eugenie M.....	2 00
		Heller, Miss Louie R.....	5 00
		Heiterman, P. L.....	2 50
		Hencken, Mrs. Albert C.....	5 00
		Hendrix, Miss Emma.....	5 00
		Henry, Mrs. Francis A.....	10 00
		Henry, Mrs. Howard H.....	10 00
		Henry, William.....	10 00
		Henry, Henry.....	10 00
		Hepburn, W. M.....	7 00
		Hermann, Julius.....	5 00
		Herman, Arthur.....	5 00
		Herrmann, Milton C.....	5 00
		Hess, Albert.....	5 00
		Hadden, Alexander M.....	10 00
		Hagerty, Sumnerfield.....	G. R. 5 00
		Hague, Miss Eleanor.....	2 00

Hess, Simon.....	\$ 5 00	Husted, Miss M. Katherine.....	\$ 15 00
Hewitt, Mrs. Abram S..... G. R.	5 00	Husted, Mrs. Seymour L. S.....	25 00
Hewitt, Mrs. Charles B..... G. R.	5 00	Hyatt, Abram M.....	5 00
Hewlett, Mrs. James A.....	5 00	Hyde, A. F..... G. R.	10 00
Hewlett, Mrs. James A..... G. R.	2 00	Hyde, Mrs. Augustus L..... G. R.	5 00
Heye, Carl T.....	10 00	Hyde, Edward.....	5 00
Higbie, James S.....	15 00	Hyde, Mrs. Henry B..... S.	15 00
Higgins, Charles M.....	10 00	Hyde, Mrs. Louis K..... G. R.	1 00
Hillard, H. R.....	5 00	Hyde, Mrs. William T.....	G. R. 7 00
Hiss, Mrs. Philip Han- son, Jr..... G. R.	2 00		
Hitch, Mrs. Alletton D..... G. R.	1 00	I	
Hitch, Mrs. Frederic D.....	10 00	Ide, Mrs. George E.....	10 00
Hitchings, Hector M.....	10 00	Igen, Ernest.....	2 00
Hoadley, Mrs. Russell..... S.	3 00	Insel, Miss Eliza.....	10 00
Hodge, William Henry..... S.	5 00	Ireland, John B.....	5 00
Hoe, R. & Co.....	25 00	Irish, William S.....	5 00
Hoe, Mrs. Robert.....	10 00	Irvine, Mrs. G. A. E.....	5 00
Hoffman, Joseph E.....	1 00	Isham, Samuel.....	10 00
Hoffman, Samuel V.....	10 00		
Hogan, Mrs. Jefferson.....	5 00	J	
Holden, Mrs. Edwin R..... S.	10 00	*Jackson, S. M..... S.	75 00
Holmes, Edwin T..... G. R.	10 00	Jackson, Mrs. William H.....	G. R. 2 00
Holt, Miss Constance B.....	10 00	Jacob, Mrs. Lawrence.....	G. R. 2 00
Holt, Henry.....	10 00	James, Mrs. D. Willis.....	5 00
Holt, L. Emmett..... G. R.	5 00	Jantzer, Mrs. Theodore..... G. R.	1 00
Holt, Mrs. L. Emmett.....	5 00	Jarvie, James N.....	25 00
Holt, Philetus H.....	10 00	Jay, Mrs. Delaney K..... G. R.	5 00
Holter, Mrs. E. O.....	10 00	Jay, Mrs. John Clarkson.....	1 00
Honan, Mrs. William F.....	5 00	Jefferys, E. M..... G. R.	1 00
Hopkins, Mrs. Frank T..... G. R.	1 00	Jefferys, Mrs. Edw. Miller..... G. R.	5 00
Hopkins, J. A. H.....	10 00	Jeffrey, A. M.....	1 00
Horton, William E..... G. R.	10 00	Jenkins, A. B.....	25 00
Hosmer, Mrs. Edward S.....	5 00	Jenkins, Alfred W.....	5 00
Hosmer, Mrs. Edw. Sturges S.	50 00	Jennings, Miss Cecelia D.....	G. R. 5 00
Howe, J. Morgan.....	5 00	Jennings, Mrs. Philander.....	G. R. 30 00
Howell, Mrs. Val M.....	5 00	Jerman, Miss M. C.....	30 00
Howells, Mrs. Frank S.....	5 00	Jessup, Mrs. B. A., daugh- ter and guests of the Moorland..... S. R.	6 00
Howells, Mrs. H. C.....	5 00	Jessup, Royal NeSmith..... S.	2 00
Howes, Reuben Wing.....	5 00	Jesup, Mrs. Morris K.....	50 00
Howland, Miss Esther..... S.	10 00	Jewett, George L..... G. R.	5 00
Howland, Mrs. Joseph.....	5 00	Johnson, Arthur.....	10 00
Hoyt, Miss Annie S..... G. R.	5 00	Johnson, Mrs. Francis Howe G. R.	10 00
Hoyt, Miss Gertrude L.....	5 00	Johnson, Gilbert H.....	50 00
Hoyt, John Sherman.....	25 00	Johnson, Isaac B.....	25 00
Hoyt, Reuben M.....	1 00	Johnson, J. William.....	25 00
Hubbard, Thomas H.....	50 00	Johnson, James W.....	25 00
Hubbell, John.....	10 00	Jolly, Thomas.....	5 00
Hudnur, Miss Isabel..... G. R.	1 00	Jones, Miss Abbie E..... G. R.	10 00
Hudson, Mrs. Paul H.....	5 00	Jones, W. Strother.....	10 00
Hull, Mrs. George H., Jr.....	5 00	Jones, W. Strother, Jr.....	10 00
Humphreys, Mrs. Alex. C., G. R.	1 00	Josephs, Joseph S.....	10 00
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Hunt, Arthur Raborg.....	7 00		
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Hunt, W. J. Jones..... S.	10 00	Kane, Mrs. John Innes.....	10 00
Huntington, Mrs. C. R.....	5 00	Katzenbach, Wm. Henry., G. R.	1 00
Huntington, F. C.....	25 00	Kaufman, Mrs. Edward S.....	5 00
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Hurd, Richard M.....	50 00		
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\*Deceased.

Kaufman, Mrs. Max..... G. R.	\$1 00	Lederer, Emanuel.....	\$2 00
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Kerr, Mrs. Louis S.....	10 00	Lewis, Mrs. Frederick E..... G. R.	25 00
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Keys, Mrs. Elizabeth H.....	5 00	Libs August F.....	5 00
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Stern, Albert	1 00
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Taber, Miss Mary	3 00
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Todd, W. Parsons	5 00
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Tompkins, Mrs. William W.	\$25 00
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Trask, Gustavus D.	2 00
Trotter, Theodore V. A.	2 00
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Trumbull, Frank	50 00
Truslow, Mrs. Charles W. G. R.	5 00
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Tuckerman, Alfred	10 00
Tuckerman, Bayard	5 00
Tuckerman, Mr. & Mrs. Paul	5 00
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Ulman, Mrs. Morris	S. 2 00
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Van Winkle, Miss M. S.	G. R. 1 00
Verdi, Mrs. C. M. deS.	5 00
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Voight, Mr. & Mrs. Bernhard H.	5 00
Von Lilienthal, Albert W.	10 00
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W	
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Waldo, Miss Julia L.	10 00
Walker, Mrs. Emily S.	S. 34 48
Walker, Frederick W.	5 00
Walker, H. L.	5 00
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Ward, Artemas	5 00
Ward, Mrs. Caroline C.	1 00
Ward, Mrs. Charles H.	5 00
Ward, Mrs. George C.	25 00
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Watson, Mrs. J. S.....	30 00	Willets, Mrs. Martha T.....	10 00
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Webb, J. Watson.....	10 00	Williams, Howard H.....	5 00
Weber, Adna F.....	2 00	Williams, Mrs. Ichabod T.....	15 00
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Wenner, G. W.....	2 00	Wisner, Miss Josephine.....	10 00
Wensley, Robert L.....	1 00	Wolcott, Miss Alice.....	S. 5 00
Wertheim, Jacob.....	25 00	Wolf, Mrs. Julius R.....	5 00
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Wheeler, Miss Emily M.....	10 00	Woodhull, J. Clifford.....	10 00
Wheeler, Henry W.....	10 00	Woodin, William H.....	S. 15 00
Wheeler, Miss Marianna.....	5 00	Woog, Henry.....	5 00
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*Wicke, William.....	5 00	Zabriskie, Andrew C.....	20 00
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M. H.....	\$5 00	In Memory of the Late	
B. B. S.....	5 00	Richard L. Leo on the	
C. B. S.....	10 00	anniversary of his birth-	
D. P. F.....	10 00	day, September 27th.....	\$10 00
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Husband William E.			
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## CHAPTER TWENTY-FIVE.

## CONSTITUTION AND BY-LAWS.

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

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

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

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

## ARTICLE FIRST.

The objects of the association shall be:

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

## ARTICLE SECOND.

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

## ARTICLE THIRD.

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

## ARTICLE FOURTH.

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

## ARTICLE FIFTH.

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

## ARTICLE SIXTH.

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

## ARTICLE SEVENTH.

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

## ARTICLE EIGHTH.

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

## ARTICLE NINTH.

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

## ARTICLE TENTH.

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

## ARTICLE ELEVENTH.

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

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

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

§ 3. The said executive committee shall have power to establish a workhouse in the county of New York, and in their discretion, to receive and take into the said workhouse all such persons as shall be taken up and committed as vagrants or disorderly persons in said city as the Court of General Sessions or 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.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

*The Reserve Fund.*—The reserve fund shall consist of such sums as may be set aside from the general fund from time to time by the executive committee for investment. Whenever any part of the reserve fund shall be appropriated by the executive committee, such sum shall be immediately transferred to the general fund. The endowment and reserve funds shall be under the immediate direction and control of the committee on finance, and all investments of these funds shall be ordered by the committee. The treasurer of the association shall be a member and act as the treasurer of the committee on finance, and shall be responsible for the safe-keeping of the sureties of the endowment and reserve funds.

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

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

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

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

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

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

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

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