

STATE OF NEW YORK

---

THE NINETY-FIFTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1939



ALBANY  
J. B. LYON COMPANY, PRINTERS  
1940

## PREFACE

---

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

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

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



*Courtesy Jail Association Journal*

Our interest in the county and city jail problem will be increasing so long as the condition shown above exists in any State.

## THE PRISON ASSOCIATION OF NEW YORK

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

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

\*The managing body of the prison.

## CONTENTS

	PAGE
Preface .....	3
Origin and Purposes of the Association .....	5
Officers for 1939 .....	9
Standing Committees for 1939 .....	10
Letter of Transmittal .....	11
More Prisoners than Ever (editorial, New York Sun) .....	12
Build Men, not New Prisons (editorial, Press-Democrat, Santa Rosa, California) .....	13
Recommendations to the Legislature .....	15
"I Came Out of Prison" .....	27
Efforts Toward Progress .....	33
Lunacy Commissions .....	33
National Parole Conference .....	35-65
Raymond Street Jail .....	35-103
State Commissioner of Correction .....	36
New Tombs and Criminal Courts Building .....	36
Rikers Island Dumping .....	37
Commission on Education .....	37
Correctional Education Today .....	38
State Budget (deletions) .....	38
Commitments to Elmira and Coxsackie .....	39
House of Detention for Women .....	41
American Prison Association Congress .....	42-78
International Penal and Penitentiary Commission .....	42
Commitments to Napanoch .....	43
Sex Offenses .....	43
Medical Service, New York City Tombs .....	44
Prison Labor Legislation .....	44
Youth Correction Authority Act .....	44
Adolescent Offenders in the Night Court .....	45
Pan American Penal Congress .....	46
Association for Better Citizenship .....	46
Cooperation with Architects .....	46
State Commission of Correction .....	46
Fingerprinting County Jail Prisoners .....	47
State Department of Correction and State Division of Parole .....	47
Foreign Visitors .....	48
Tombs Interviews .....	48
Employment and Relief Bureau .....	50
Family Service Bureau .....	54
Legislation .....	58
A Declaration of the Principles of Parole .....	64
The National Parole Conference .....	64
Sixty-Ninth Annual Congress of the American Prison Association .....	78
Department of Correction, City of New York .....	98
Reformatory Prison, Harts Island .....	98
Penitentiary of the City of New York .....	99
City Prison, Brooklyn .....	103
City Prison, Queens .....	104
City Prison, Manhattan .....	104
Seventh District Prison .....	105
Budgetary Appropriations .....	106
Constitution and By-Laws .....	107
Auditor's Statement .....	115

THE PRISON ASSOCIATION OF NEW YORK

OFFICERS FOR 1939

*President*      *Recording Secretary*      *Treasurer*  
EDWIN O. HOLTER    ARCHIBALD S. ALEXANDER    C. C. AUCHINCLOSS

*Corresponding and General Secretary*

E. R. CASS

*Vice-Presidents*

C. C. AUCHINCLOSS      GEORGE W. KIRCHWEY  
HAROLD K. HOCHSCHILD    HERBERT L. PRATT

*Executive Committee*

EDWIN O. HOLTER, *Chairman*

*Class of 1939*

CHARLES SUYDAM CUTTING  
DAVID DOWS  
HENRY G. GRAY  
CORNELIUS W. WICKERSHAM

*Class of 1941*

ALEXANDER M. HADDEN  
C. MCKIM NORTON  
MRS. H. HOBART PORTER  
DEAN SAGE  
G. HOWLAND SHAW  
HENRY C. TAYLOR

*Class of 1940*

IRA BARROWS  
GEORGE BLUMENTHAL  
JOSEPH E. DAVIS  
MRS. ALLEN W. DULLES  
JOSEPH R. SWAN

*Class of 1942*

RICHARD F. BARCOCK  
RICHARD M. HURD  
RICHARD C. PATTERSON, JR.

ROBERTS J. WRIGHT, *Assistant Secretary*

STANDING COMMITTEES FOR 1939

COMMITTEE ON LAW

GRAY, KIRCHWEY, WICKERSHAM, BARROWS, ALEXANDER

COMMITTEE ON FINANCE

AUCHINCLOSS, SAGE, BLUMENTHAL, PRATT, SWAN

COMMITTEE ON DETENTIONS

BARROWS, BLUMENTHAL, MRS. DULLES, HADDEN, SWAN

COMMITTEE ON NOMINATIONS

AUCHINCLOSS, BLUMENTHAL, SAGE

COMMITTEE ON PROBATION AND PAROLE

ALEXANDER, MRS. PORTER, HURD, NORTON, PATTERSON, CUTTING,  
TAYLOR

COMMITTEE ON PRISON ADMINISTRATION

HOCHSCHILD, DOWS, SAGE, SHAW, DAVIS, BARCOCK

[10]

NINETY-FIFTH ANNUAL REPORT OF THE PRISON  
ASSOCIATION OF NEW YORK

January 29, 1940

HON. CHARLES POLETTI,

*Lieutenant-Governor of New York:*

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

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK

By EDWIN O. HOLTER, *President*  
E. R. CASS, *General Secretary*

[11]

### MORE PRISONERS THAN EVER\*

If it were not for their incurable optimism it might be surmised that members of the *Prison Association of New York* would be downcast over such news as was placed before their Executive Committee yesterday. This was that the State has its largest prison population in history, the total as of December 1, 1939, being 685 greater than for the corresponding day in 1938. Whether this increase is merely keeping step with the increase in population or is proportionately greater or less, can be determined only by thorough analytical study. Instead of confessing discouragement, however, the Executive Committee set about planning what it thought ought to be done next.

Since 1844, when the Association was founded, not a year has gone by without bringing from it proposals to reform the prison system or ameliorate the lot of prisoners. Many of these have been adopted and have worked satisfactorily; others have been tried with doubtful success. Sometimes the Association's personnel has seemed conservative; sometimes radical. Certain of its proposals have won popular approval; others have been popularly disapproved. If it has not got all it has asked, it has got a great deal. In the reform of old abuses it has deserved a share of credit for bringing the need of reform to public attention. If some of the things it has obtained in the name of reform have not worked out as expected, charity puts the blame on the intractability of human nature rather than on the failure of intentions.

As long ago as 1907 the Prison Association was agitating for the creation of a Board of Parole to take over work theretofore handled by the State Commission of Prisons. In due season New York got a State Board of Parole, but when, in 1925, this was criticized as having become a "State Sob-Sister Commission," the Prison Association went heartily to work in behalf of a new board, the members of which would draw pay sufficient to enable them to devote all their time and energy to their own particular job. Even before that time it had begun working for the creation of a State Department of Correction. Although a considerable portion of the public is still skeptical about parole and probation as commonly administered, the Association has never ceased its advocacy of the ideals of parole and probation as these ideally ought to be administered.

With some of the things said at yesterday's meeting there can be little quarrel. If it is true that the prison population is larger than ever before, it is also true that it is to the interest of the State to do as much as it can for the moral and educational rehabilitation of prisoners who sooner or later will be returned to the community at large. Opinions differ on what can be, or ought to be done, but that is no excuse for refraining from an effort to find out if something worthwhile may be attempted.

\* Editorial—*New York Sun*, January 19, 1940.

### BUILD MEN, NOT NEW PRISONS\*

*Rebuilding of Men* is far more profitable than building prisons, the New York State Legislature was told recently by the Prison Association. The State must give increased attention to improvement of the rehabilitative processes of its penal institutions to better equip the released prisoner for the problems of the free world instead of "the expensive practice of building new and costlier penitentiaries," the Association report declares.

In the State of New York, the report holds, the prison building program will ultimately be beyond the ability of the taxpayer to meet and for this reason, rehabilitation is more important.

The report also recommends restoration of the Central Guard School, abolished in 1939, for the training of prison personnel. True value of the correctional system is wholly dependent upon the efficiency, character and morale of its personnel, the Association investigators emphasized. Guards employed should be only those well trained and possessing the specialized knowledge of the profession. Vast improvement in the morale and attitudes of the uniformed force and a wholesome effect upon those incarcerated evidenced the good work of the Guard School, according to the report.

To the casual observer, looking back upon the recent San Quentin prison episode, in which guards and inmates hurled charges of brutality at other guards, precipitating a bitter political upheaval in which Governor Olson sought to oust members of the Prison Board and finally in prosecution of at least one guard on a perjury charge, California could well afford to heed the New York Association report.

Perhaps a Guard Training School would weed out undesirable before they reach places of authority in our prison system—and at the same time would aid in rehabilitation of men confined under the watchful eyes of trained men.

\* Editorial from the Santa Rosa, California, *Press-Democrat*, February 9, 1940.



## RECOMMENDATIONS\*

January 29, 1940

To the Honorable Members of the Senate and Assembly:

In accordance with chapter 163 of the Laws of 1846, we have the honor to present the following recommendations, as a part of the 95th Annual Report of the Prison Association of New York, to the Legislature, and urge that they receive your serious consideration.

Respectfully submitted,

THE PRISON ASSOCIATION OF NEW YORK

EDWIN O. HOLTER, *President*  
E. R. CASS, *General Secretary*

### I. RESTORATION OF PSYCHIATRIC AND OTHER PROFESSIONAL SERVICES

It is recommended that the psychiatric, psychological and allied professional services eliminated in 1939 be restored to the State Department of Correction.

#### Comment

The Prison Association since its beginning ninety-five years ago has consistently maintained that in order to make for a maximum of public protection, prisons, reformatories and other correctional institutions must be more than mere places of incarceration and detention. Society does not, and cannot, benefit if these institutions do nothing more than keep inmates behind bars. The Association's policy through the years has been based consistently on the concept that an intelligent program of custody and treatment demands a better understanding of the individual and community factors contributing toward crime, together with a procedure designed to make the most constructive use of this knowledge. We feel, therefore, that the action of the 1939 Legislature in abolishing needed services cannot but fail eventually to be of added cost to the taxpayers. In our opinion this action has resulted in a setback of the experimentation and progress of more than a quarter of a century, and has made the State of New York, widely regarded as a progressive leader in the field of penology, appear reactionary in the eyes of the public.

The Prison Association of New York nearly thirty years ago supported the idea of establishing a psychiatric clinic at Sing Sing Prison and was largely instrumental in establishing it in 1916 as an integral part of the prison system.

\* Each member of the Legislature received a copy of the Recommendations on January 29, 1940.

We cannot urge too strongly in the best interests of society, the imperative need for the restoration and revamping of the psychiatric and allied services as a part of the program offered society by the State Department of Correction.

## II. RESTORATION OF CENTRAL GUARD SCHOOL

It is recommended that the Central Guard School of the Department of Correction, formerly at Wallkill Prison, be restored.

### Comment

The value of a state's system of treatment of prisoners, as is true with all other state services, is wholly dependent on the efficiency, character and morale of its personnel. Noting the truth of this statement in many instances throughout the country and in New York, the Association holds unqualifiedly to the position that a personnel well-trained and possessing the specialized knowledge of the profession is immeasurably of more value to the State than an untrained personnel. On the surface this statement appears obvious but some areas have yet to attach significance to it. As a result the taxpayers of those areas are carrying the expensive burden of inefficient and haphazard systems that fail to return to society the protection desired.

The results of the Central Guard School are self-evident and are noticeable through the increased efficiency of the uniformed force together with a vast improvement in attitudes and morale and the resultant effect on the inmate body and society generally. The Association believes that the restoration of the Guard School will be a definite asset to the people of the State.

## III. CLASSIFICATION OF PRISONERS

It is recommended that a comprehensive classification program be devised and supported to enable the Department of Correction to make for a more efficient use of the various correctional institutions of the State.

### Comment

That there are a number of institutions intended to house special types of offenders is well known, but there is some question as to whether or not they are being put to their best use in accordance with the theories on which they were established. A system of institutions has little or no value, beyond that of custody, unless it is based on a well-rounded, centralized classification policy, directed by a competent and adequate personnel. The full advantages of such institutions as Wallkill, Elmira, and others should be given the consideration possible only through the establishment of a departmental classification system. A director of classification working under the Commissioner of Correction is necessary in order to give guidance and stimulation to a centralized program

and, while the Association commends the Department's efforts toward this end, it nevertheless feels that legislative backing would be helpful.

## IV. COMMITMENT PROCEDURE

It is recommended that the Legislature give consideration to the proposal that commitments be made directly to the Department of Correction, which body shall, after careful study, decide upon the proper institution for treatment.

### Comment

This recommendation is closely allied to that noted above entitled "Classification of Prisoners." The first recommendation makes for the procedure necessary to scientifically classify inmates within the Department of Correction, and the second recommendation offers a treatment plan for future action.

The Elmira Reformatory is largely the result of the thought and efforts of members of the Prison Association of New York nearly seventy-five years ago, who desired to set aside an institution designed for the youthful and more hopeful first offender. Since that time, however, there has been a marked and serious departure from the original thought with the result that prisoners not possessing the more obvious rehabilitative qualities have been committed, thus defeating the original intent. It stands to reason that the better interests of society will be served if the proper type of inmate is given the opportunity to benefit through the facilities offered by Elmira.

## V. COMMITMENTS TO NEW YORK STATE VOCATIONAL INSTITUTION

It is recommended that the Legislature also give serious consideration to the procedure governing commitments to the New York State Vocational Institution to the end that such persons may be committed to the Department of Correction.

### Comment

This recommendation follows closely the thought embodied in Recommendation IV. Section 332 of the Correction Law provides that the New York State Vocational Institution be used " . . . for the care, treatment, training, and education . . . of male persons sixteen years of age or over, and less than nineteen. Notwithstanding the specific provisions of the law the effectiveness of the institution is lessened because of the characteristics of some of those committed. We reiterate two suggestions previously offered toward improvement of this condition: First, that the courts gather additional information, preferably by visitation, relative to the facilities and advantages of the institution to guide them in making future commitments. Second, legislative action is needed to provide statutory procedure for commitments directly to the

Department of Correction. The consensus of contemporary penological thought indicates that this method of commitment to State departments, rather than to specific institutions, is advantageous.

#### VI. CRIME PREVENTION BUREAU

It is recommended that there be established a Bureau of Crime Prevention in the Executive Department of the State government.

##### Comment

Repeating a recommendation made on previous occasions by the Association, we again emphasize the need for a Bureau of Crime Prevention as urged by Governor Lehman as a result of his 1935 Conference on Crime, the Criminal and Society. The Governor, in his special message (January 1936) on the improvement of criminal law enforcement stated, "This bureau should: (a) Stimulate State departments to develop their facilities and methods to control the factors entering into delinquency and crime. (b) Visit, study and evaluate conditions in communities throughout the State and advise local agencies as to the organization and development of needed programs. (c) Collate, interpret, and publicize statistics and reports relating to the problem of juvenile delinquency and crime. (d) As need arises, prepare and sponsor legislation bearing upon the many specific problems incident to crime prevention."

The Association feels that many communities throughout the State would welcome and put to valuable use the counsel and guidance of a State Crime Prevention Bureau. Just as communities use information disseminated by conservation, health and other State bureaus so would they put into service the contributions of a crime prevention bureau. There is a need throughout the State for an impartial evaluation of existing services as witnessed by the ever-increasing number of community co-ordinating councils and agencies. The Association again records its suggestion that one of the important functions of this bureau should be the development of a comprehensive plan of crime prevention. The technique of operation and procedure needs clarification to serve as a guide in the various communities, and undoubtedly the many separate undertakings could be combined in the interest of economy and efficiency.

It should be clearly understood that the Association has not the intention of advocating a State agency with absolute authority, but it most emphatically does believe there is a place and a need for an advisory body to centralize knowledge in the field of practical community crime prevention.\*

\* Attention is directed to the American Law Institute's Committee on Criminal Justice—Youth which is making an extensive investigation of youth crime in America. The committee hopes to present a plan of action for the various states to consider for adoption outlining a treatment procedure after apprehension. The Prison Association of New York points out that its recommendation makes provision for a plan prior to the commitment of a crime.

#### VII. OLD SING SING CELLS

It is recommended that the Legislature stipulate a date from which time the use of the old Sing Sing cells will be illegal.

##### Comment

The Prison Association of New York has been unusually conspicuous in the long and earnest campaign to terminate the use of the old Sing Sing cells built in 1825. Condemned for decades by public and private bodies, they were doomed in 1916 when the new Sing Sing was authorized by legislative action. However, the increasing prison population has made necessary their continued use to the detriment of the inmates and society alike. New prison construction now in process of completion should provide a means to preclude the continued use of the old cells. Following a specified date, which should be set by legislative action, the 115-year-old accommodations should be abolished. Their continued use is in opposition to the best practice and theory of modern penology and wholly to the dislike of the State Department of Correction, the Commission of Correction and this Association.

#### VIII. CONFLICT OF SENTENCES

It is recommended that there be statutory provision allowing the Department of Correction or the Division of Parole to make rules or regulations regarding the minimum sentence to be served by those transferred from a State prison to the Elmira Reformatory.

##### Comment

This recommendation is urged in order to make for added efficiency in the administration of the reformatory. The reformatory sentence is brief as compared to the State prison sentence of those transferred from a prison to the reformatory. The proper administration of an institution is disturbed through misunderstandings and resentment on the part of inmates when marked differences of sentences are found in any one institution.

#### IX. COUNTY JAILS AND PENITENTIARIES

It is recommended that legislation be considered making for the transfer of administrative control of county penitentiaries to the State Department of Correction. Attention should also be given to the discontinuance of the use of county jails for the detention of sentenced prisoners.

##### Comment

In the interests of economy and efficiency of operation it is urged that action be taken to make for the transfer of control of the county penitentiaries to the State. The Prison Association of New York holds to the opinion that the State correctional system is considerably more adapted to the administration of county peni-

tenentiaries than is the county unit itself. It holds, further, that the burden of the taxpayer would ultimately be eased and greater protection afforded to society generally. While the State of New York is unusually fortunate in having a better type of local institution, both from point of view of plant and operation, it is, nevertheless, paying an added price for the lack of centralization of control and administration. The Association is convinced, and of the firm opinion, that the best interests of society require the transfer of control and authority of the county penitentiaries to the State.

In considering action in this respect it is urged that the Legislature give thought to the establishment of rehabilitation colonies for sentenced misdemeanants, utilizing, as far as practicable, the existing facilities. We call attention, again, to a valuable report submitted in 1925, entitled "A Plan for the Custody and Training of Prisoners Serving Sentence in the County Jails in New York State," which could be used to advantage in discussion of this problem.

#### X. TREATMENT OF TRAMPS, VAGRANTS, AND CHRONIC ALCOHOLICS

It is recommended that experimental units be authorized for the care and treatment of tramps, vagrants, and chronic alcoholics.

##### Comment

For many years the people of New York have made numerous attempts to reach a practical solution to the problem of the care and housing of those enumerated above. The record shows that since 1858 one effort or another has been made in this direction with results no more significant than the present-day procedure of housing these individuals for varying periods of time in county jails and penitentiaries. The only advantage of this procedure to the taxpayer is the assurance of a period of segregation depending on the length of sentence. There is no assurance and slight possibility that this period of incarceration will serve as a deterrent. In many instances it serves only as a respite from inelemt weather and can have no curative or rehabilitative effect in the vast majority of cases. The extent of this problem is emphasized when it is realized that in some county jails well over 50 per cent of the total time spent by prisoners was spent by those committed for intoxication. In recent years this figure has been as high as 79 per cent in some areas.

There is a serious question whether the habitual drunkard belongs in jail. It would seem that his is essentially a medical problem to be cared for by commitment to a colony, there to be treated by the best of scientific and professional knowledge instead of by mere surveillance by jail guards. On a purely economic basis it would seem that the initial investment would readily be repaid to the taxpayer.

Efforts in this direction in the past have failed, not because of any question as to the soundness of the plan, but because of changing administrations and a certain amount of misunderstanding on the part of the public. Public sympathy has been occasionally misdirected but a critical analysis of the problem leads one to believe that the chronic alcoholic and vagrant does not need maximum security, tool-proof steel cells for safe incarceration. The suggestion is made that discontinued Federal or State camps could be utilized for further experimentation to alleviate a situation which has often been referred to as the "revolving door" theory of penology.

#### XI. EXTENSION OF AUTHORITY, DIVISION OF PAROLE

It is recommended that the authority of the New York State Division of Parole be extended to apply to the reformatory inmates of Westfield State Farm, and the inmates of the State Vocational Institution at Cocksackie, the Albion State Training School and the Napanoch and Woodbourne Institutions for Defective Delinquents.

##### Comment

In the interests of greater economy and the centralization of authority in a body already performing a commendable task, it is urged that legislative action extend the scope of the State Division of Parole to the institutions listed above. The present parole procedure at these institutions is lacking the uniformity and standards utilized by the Division of Parole. The State now has, in the Division of Parole, a competent personnel and excellent procedure to the point of being the most outstanding parole service now existent in any of the states. The people of the State should be assured of a complete parole service and not one limited to certain institutions. It stands to reason that all State parolees should be under the jurisdiction and supervision of the State Division of Parole.

In order to facilitate and preserve sound and intelligent parole administration of the type now afforded the people of the State by the Division of Parole, it is recommended that serious consideration be given to the advisability of the addition of one parole commissioner, bringing the total to four. This is especially necessary in the event of the extension of authority. Attention should also be given to the necessity of the employment of additional parole officers in order that the provisions of section 117 of chapter 824 of the Laws of 1930 be adhered to. The Law reads as follows: ". . . a staff of parole officers for investigation for the purpose of selection for release on parole or otherwise and for supervision upon release (be appointed), sufficient in number so that no such officer shall be required to supervise more than seventy-five persons at one time." The provision for an adequate and qualified personnel is the first step in the establishment of scientific and protective parole procedure.

## XII. PRISON LABOR ON HIGHWAYS

It is recommended that funds be made available for the employment of prisoners on highway construction.

### Comment

Prison administrators are in agreement as to the merits of this form of labor and recognize that its competition with free labor is negligible. Prison labor of this nature is in accord with the State-use system of inmate labor, and the State Constitution and the Correction Law. This recommendation is based upon the demonstration of similar successful experiments in other areas and takes into account the fact that its value depends upon utmost care in the selection of those prisoners to be so employed. It should be kept in mind that the prison presents a labor market at no additional cost to the taxpayer, and, if utilized, gives the citizen the satisfaction of knowing that the cost of maintenance is being returned, at least partially, in the form of constructive labor.

Attempts to repeal provisions of the law permitting the use of prison labor on highways should be defeated.

## XIII. CIVIL SERVICE IN COUNTY INSTITUTIONS

It is recommended that the jurisdiction of the State Civil Service Commission be extended to include employees of county penitentiaries.

### Comment

As has been heretofore mentioned the usual county penal institution suffers seriously because of an inefficient personnel appointed mainly on the basis of political merit. A change in the method of appointment to the competitive Civil Service will assure the employment of those who have at least the basic educational and experience qualifications. The scourge of penal systems today is politics and Civil Service procedure is the one method of eliminating the disastrous effects of the "spoils system."

## XIV. EXTENSION OF FINGERPRINTING

It is recommended that section 940 of the Code of Criminal Procedure be amended so as to permit the fingerprinting of all persons legally committed to the county jail, all misdemeanants and those charged with disorderly conduct, vagrancy or disorderly person. The Inferior Criminal Courts Act should be amended to conform to the change.

### Comment

Frequently persons arrested on minor charges are later found to be fugitives from justice, but only after opportunities for their further detention have passed. With authority extended to imme-

diately fingerprint those persons included in the recommendation greater protection can be afforded society through rapidity of identification.

## XV. COMPENSATION FOR INJURED PRISONERS

It is recommended that a system of compensation for prisoners injured while employed in the industries or otherwise in the institutions of the State Department of Correction be installed by legislative action.

### Comment

There is no valid reason why compensation should not be paid to prisoners seriously or permanently handicapped through no fault of their own. There are instances where prisoners have been liberally compensated and others where no compensation has been received. This leads to the recommendation providing a system so that discrimination will not be possible. The assurance of justice and a safeguard against fraud and exploitation is necessary through legislative action.

## XVI. MATRONS

It is recommended that legislation be enacted providing for the mandatory appointment of matrons in county jails and penitentiaries and at courts where women are detained.

### Comment

At the present time the presence of matrons is not required in certain places of detention having facilities for the housing of females. In accord with modern standards this condition should not be tolerated. It is urged that legislation be directed to correct this situation.

## XVII. EXTENSION OF AUTHORITY, STATE PROBATION COMMISSION

It is recommended that serious consideration be given the advisability of extending the responsibilities of the State Probation Commission to the point that its authority will be of more value to the people of the State than its present limited advisory powers.

### Comment

The Prison Association of New York is highly gratified with the labors of the State Probation Commission, but holds to the opinion that there is room for vast improvement of methods and procedure as is the case in most aspects of the problem of dealing with the delinquent. The Probation Commission does not have the authority to require local communities to establish probation services, and it does not have the power to maintain minimum standards, to raise

existing standards or to enforce its recommendations. Its powers are advisory and limited to inspection and supervision. The State has assumed full responsibility for the development of two forms of treatment for offenders, institutional care and parole, but has not assumed the same measure of responsibility for the development of probation. This is to be regretted in the light of the less expense of probation to the taxpayer together with its effectiveness in the rehabilitation of selected groups of offenders.

The Association is cognizant of the fact that the establishment and administration of probation systems is, by law, contingent upon the courts of any given county. Some fifteen counties of New York State do not now provide probation systems and in these areas the voice of the people is still to be felt. The Prison Association of New York has a just pride in the probation systems of New York because it is a firm believer and a staunch friend of probation and it not only made for its beginning in this State, but has zealously labored for its State-wide expansion. In those days long before probation was a popular subject of conversation, the Association sponsored a bill introducing probation in New York State which was passed in 1901. Because of this interest the Association regrets that the State does not provide the State Probation Commission, as an expert body, with the necessary power to enforce the recommendations and to maintain at least minimum standards of procedure. Without this provision the Commission is not in a position to be of its greatest potential usefulness, and the Association urges the reconsideration of the function of the State Probation Commission.

#### XVIII. STATE SUBSIDY FOR PROBATION

It is recommended that the State subsidize the development of probation in those areas not now utilizing this modern treatment procedure.

##### Comment

Probation has been an accepted principle of correctional procedure in New York State for nearly forty years but, with few exceptions, no community has an adequate number of properly trained probation officers, while other areas have as many as eight separate probation departments attached to the various courts, functioning independently and without uniform standards of equipment and procedure.

The advantages of probation are many and especially worthy of note are those related to the cost of this service as compared to institutional costs. The average number on probation during 1938 was 29,188 costing the taxpayers an average per capita cost of \$56.17, while the average daily prison population for the same year was 16,405 supported at an average per capita cost of \$577.53. It is immediately evident that imprisonment is ten times as costly as probation. The effectiveness of probation in rehabilitating selected groups of offenders has been proven, and the Association urges the

State to further its development in the form of State subsidy to local communities, as follows:

(a) This subsidy could be based upon the percentage of local expenditure for probation, possibly 25 per cent, provided the local service meets the standards established by the State Division of Probation.

(b) These standards would necessarily be flexible, starting with the minimum agreed upon at the time the subsidy system was established and improving as time went on.

(c) The total cost for probation service throughout the State in 1938 was \$1,639,632.47. The additional cost of organizing and maintaining probation service in those counties now without probation service would not exceed \$150,000 annually, which sum would have to be provided by the counties. The total annual expenditure for all probation service in the State would then be approximately \$1,800,000.

(d) Since there are many probation services which fall below the minimum standards now recommended by the State Division of Probation, the State would not have to expend 25 per cent of the total probation budgets as soon as legislation establishing the State subsidy was passed. In view of the above, for the first year or two the State subsidy probably would not exceed more than \$300,000.

#### XIX. THIRD DEGREE METHODS

It is recommended that legislation be enacted providing for immediate arraignment before a magistrate of all persons arrested, whether under suspicion or charged with the commitment of a specific crime.

##### Comment

The Prison Association of New York suggests as a first step in the curtailment of police practices, commonly referred to as the "third degree," that serious consideration be given the proposal that persons arrested on suspicion, or otherwise, should forthwith be taken before a magistrate where the opportunity is offered to make statements. This proposal is based on the theory that accused persons should enjoy the full protection of their constitutional right not to be compelled to incriminate themselves.

Investigations of the use of the "third degree" generally result in the word of the officials against that of the prisoner. The prisoner's testimony is usually outweighed by the superior number of officers unless his physical condition is such as to arouse strong suspicion on the part of the court or other examining bodies.

Under present procedure the opportunity for oppressive police examination occurs from the time of arrest until arraignment. Section 165 of the Code of Criminal Procedure ostensibly makes provision for protection by indicating that "the defendant must in all cases be taken before the magistrate without unnecessary delay," yet the police frequently act wholly on their own inter-

pretation of the phrase "unnecessary delay." An immediate revision of the law is necessary in the campaign to eliminate the use of the "third degree." Ultimately, scientific police procedure utilized by an increasingly competent personnel will be of far more value than law revision. However, it is necessary under present conditions to strengthen a weakness in the law.

#### XX. RESTORATION OF CUSTODIAL PERSONNEL

It is recommended that the Legislature restore the custodial positions of the State Department of Correction eliminated in 1939.

##### Comment

While the Prison Association is not desirous of adding increased burdens on the taxpayer it does feel that it is imperative that the 123 supervisory positions eliminated in 1939, be restored. These positions include those of guards, attendants and others necessary to the order and discipline of the institutions. It is unfortunate, but true, that the prison population of New York State is at its highest level in history, and the elimination of custodial positions appears untimely and dangerous. We hold to the opinion that the slight monetary saving made possible by the abolition of custodial positions, and while no one can prophesy discontent and disturbances among inmates the possibility and risk increases when the guard force is decreased.

#### XXI. RESTORATION OF EDUCATIONAL SERVICE

It is recommended that provision be made to restore the eliminated positions in the educational division of the State Department of Correction.

##### Comment

Governor Lehman's Commission on Education in Correctional Institutions in the State of New York has performed a public service the equal of which is not known. It has been responsible for an institutional educational program unparalleled in the history of penology and succeeded in having, in 1935, a definition of prison education written into the statutes of the State. This accomplishment alone stamped New York as one of the most progressive leaders in the field of correctional treatment. Continuous experimentation and research is necessary in any educational plan and a program instituted but not continued by a trained personnel has only a theoretical value. Rehabilitation results from practical every-day experience and cannot have effect without the benefit of a professional personnel. Well-trained teachers are necessary and without them the educational process is virtually at a stand-still.

The Prison Association of New York, on the basis of active representation on the Educational Commission as well as on preceding commissions, holds to the belief that the restoration of the educational positions is imperative.

#### "I CAME OUT OF PRISON"

There was special significance to this day because 2105\* was scheduled to meet the Parole Board. It was his first meeting with the Board, but after all, hadn't he paid his debt to society—and hadn't he an unusually favorable prison record since the great steel gates clanged shut behind him eight years ago? 2105 knew several people "outside" who certainly ought to be in a position to help him find a job. He knew jobs were scarce but ever since his commitment he had worked in the prison print shop because his former employment had been in that line—and he felt confident that there must be an opening for a good printer. "2105?" half-announced and half-questioned the Board chairman.

"Yes, sir" snapped back the acknowledgment.

"We note that you have a home to go to—and we note, further, that your institutional record is unusually favorable and substantiated by the records . . ."

2105 was encouraged because, after all, wasn't there a tone of friendliness in the chairman's voice?

" . . . but, what do you have in the way of a job? I note that you have made several unsuccessful efforts, and I am called upon to remind you that section 214 of the Correction Law stipulates that no prisoner can be released unless he will be suitably employed in self-sustaining employment . . ." we're sorry, but there is nothing that we can do unless you can convince us that you have immediate employment. Parole date open pending employment.

"2568 . . . your record indicates . . ."

As 2105 strode down the hallway he could hear the voice of the chairman float away into space. As he reached his cell block he suddenly realized the full meaning of the decision that had been given him.

He realized, too, that what he thought had been only a rumor and "con" talk, was true—there were almost 500 inmates in the prisons who could be released if they had those priceless jobs.

The ensuing days and nights offered no encouragement and he knew it was useless to keep asking his wife to do everything possible under the sun. She had long since proven her devotion by soliciting all those she thought might help and those who, in the old days, were his friends. However, they could hardly be called "friends" now. He knew that imprisonment did more than hold one behind walls—it destroyed friendships as definitely and relentlessly as the prison cat destroyed the mice in the messhall.

In the solitude of the cell he carefully wrote more letters to pos-

\* The names and numbers used in this statement are fictitious.

sible employers, the names of whom he obtained from the newspaper listings of the incomes of higher-salaried business leaders. There was the head of a famous chain of restaurants. 2105 had not worked in a restaurant for some time, but the chance was worth it . . . there was nothing to lose.

DEAR MR. BLACK:

Before I can be released from this institution I need a job . . . My experience has been as follows . . . Can you use my services at any salary you wish to set?

Very truly yours,

But the letter never left the institution because one of the officials noted it in the correspondence room and ordered it returned to the sender. Why? Because Mr. Black's restaurants sold alcoholic beverages, and *anyone convicted of a felony and certain misdemeanors and offenses cannot be employed in any establishment having a liquor license.* Yes, the Alcoholic Beverage Control Law prohibits the employment of paroled prisoners by restaurants, clubs and other establishments selling alcoholic beverages in any form. The strict interpretation of the law makes it impossible for 2105 to work as a porter or cleaner on the 20th floor of the Riverview Hotel if the hotel is licensed to sell liquor in the restaurant in the basement.

The passage of time, while discouraging and disheartening, eventually witnessed his release at the expiration of his maximum sentence—because no job came his way while inside the walls—but 2105 still had "*the world the ex-convict faces*" ahead of him.

Now a free man, he was confident of finding work in his old trade as a printer.

"No jobs here, Bud," blurted the foreman, "ain't ya ever heard of the union? What d'ya do—just drop down from Mars for awhile?" Yes, he had heard of the unions but he had no conception of their grip on the life of the community. Well, why not try the union—possibly they would allow one to join and pay later. ". . . join this union? Listen son, there are actually thousands on the books ahead of you. Have you got a job? You haven't! Then we couldn't accept you anyway. You've gotta have a job before you can get on our books . . . and what's more, no credit here—we don't know what the word means!"

2105's already befuddled brain could not comprehend this situation. No job—no union—no union—no job. There must be some mistake! But there was no mistake and no one seemed to be able to explain it satisfactorily. At any rate, the tone of the collective voices were definite enough to indicate that argument or pleading was useless.

The \$20 given him on his release in addition to a small sum earned for his labor performed in prison, was growing smaller and smaller—but there were still several rays of hope. The next day an announcement of a Civil Service examination for street cleaner

was noted in the headlines of one of the papers and 2105 stayed on the subway until the station nearest the Civil Service office was reached.

Not disclosing his identity 2105 somewhat timidly asked, "I've been sent here by a friend to get an application for that sanitation 'exam' that's advertised. The only trouble is that he served a sentence up-the-river, and he wants me to ask you if that makes any difference. He's going straight and wants to take the 'exam' and . . ."

"Wait a second, Mister, did you say something about up-the-river? If you did, you might just as well move along. Nobody with a stretch behind them has much chance for a Civil Service job. Better tell that to your pal—and be thankful you're not talking about yourself!"

"Not talking about yourself"—these words repeated themselves over and over. But he was referring to himself and there was no mistaking it.

What was all this talk about society lending a helping hand? Back there behind those forbidding walls "outsiders" would come in and tell the "cons" of this organization and that society willing to aid the ex-prisoner in distress. He hadn't paid much attention because he knew he'd have a job. Possibly the other fellow would be out of luck—but not 2105. The cold, rainy day, making itself known with its shivers and chills, made him wish all the more that he had listened, instead of allowing his thoughts of better days to take precedence.

Only "bums" and "fakers" go to those agencies thought 2105—at least that's what some of the "cons" used to say. There *must* be *some* way of getting a job—it's worth the try until all the money is spent, then maybe one of these agencies will help.

The chap standing next to him on the street corner as they waited for the traffic light, had an unusual uniform on. It looked almost like the olive drab of an army man—all he could distinguish, however, were the three letters C.C.C. The light changed before he had the chance to strike up an acquaintance—but . . . C.C.C.—C.C.C.—the combination kept running through his mind like a tune that defies extinction. Yes! That was it, a civilian camp! One of those new experiments started since he was "sent-up." Here was the chance to work something out for himself and the phone book gave him the address of the local office.

"What's the name, please?"

"21—, I mean Richard Johnson . . ."

Then other questions about address, family, employment, but the one that caused hesitation was—

"Will you come this way please—for fingerprinting."

FINGERPRINTING!—and all hopes of being assigned to one of the camps vanished from his mind.

"What's the idea of the fingerprinting, mister?"

"We're not allowed to sign up any fellows having records or any one on probation or parole, and the surest way of finding that



out is by fingerprinting. A lot of guys come in here and never say a word about their past—but don't worry, I don't imagine you know what the inside of a prison wall looks like—you'll hear from us in a few days."

2105 did not anticipate the arrival of the mail—why should he? He knew "the jig was up" as soon as his prints were cleared. It took only three days for the inevitable rejection notice to arrive—and that was that. So the Government wasn't interested! If they weren't how could private employers? Great stuff, all right—sent away to a "correctional" institution to pay a "debt" to society. Correction for what?

Locked up for years in a steel cage—man, the only animal with the power of speech, confined behind bars like the lion in the zoo. Kept in enforced idleness—no work—nothing to keep the hands busy and the mind occupied. Whoever said that the jails and prisons of the country were "schools of crime" was right. The other "cons" had taught him bigger and better methods of burglarizing and "tipping over joints" and for years he had heard the bragadocio of those who were convinced that crime does pay. "It has to pay, chump, how d'ya expect to get along on the outside? Don't be a sucker—nobody is goin' to hand you a job on a silver platter—you'll be lucky if the cops don't pick ya up just for tryin' to find a 'man wanted' sign. The first guy ya ask for a job will lock his till and duck behind the counter when he hears ya been in the 'can.' That's the kind of a reputation you've got now. So you're goin' straight, huh? Well, I'll be here when ya come back, and you can lock me up and tell me all about it."

2105 vividly recalled the words of the "old timer" and began to wonder if maybe he wasn't right.

The parting words of the warden flashed past him too, ". . . good luck, son, and I'm not looking forward to your coming back—keep your chin up!" But the chin was dropping instead, and his luck, if that's what it could be called, was far from good.

There was one recourse left—public relief. In the meantime there was nothing that would prevent his continuing to look for employment. In the waiting room of the relief office handling single men one of the clerks remarked about the possibility of locating a hospital orderly or attendant job. The line ahead of him was long and the pace discouraging. "I'll be back later" he tossed off the corner of his mouth as he passed the front entrance guard and headed down to Midtown City Hospital. There must be a job there for a fellow trying to make his own way. "I'm a good orderly and I can operate elevators and do a good cleaning job—is there a job for me here?"

"All men hired here, Bud, are on relief—so you can see what you have to do if you expect to work here."

" . . . you mean I've got to be on . . ."

"Yep, on relief, and don't hang around here, I'm busy."

What kind of a game was this! In the dimly lighted furnished room, which he knew he would lose in a day or two unless he was

lucky enough to raise the rent, he could hardly believe the truthfulness of his own predicament. As it was he had a hard enough time now to dodge a landlady experienced in such tactics. That could go on for a few days more but soon it will be "pay up or else."

Does society want me to return to prison? Are they deliberately trying to send me back? 2105 did not want to go back—he wanted just one thing—a job! He knew that the taxpayer had to spend almost \$550 a year for every man up there behind the bars but apparently people didn't care about that. Was it all a concerted attempt to keep an ex-con out of work? The Alcoholic Beverage Law, the C.C.C. regulations, the union restrictions—could there be anything else? He couldn't figure it out, and he wondered if he was "going soft." Here's a bunch of us doing our best to find a job—and there's a crowd picketing a restaurant because they want their work week reduced two hours. In exasperation 2105 exploded to one of the sign-carriers, "Good heavens man, don't you appreciate a job when you've got one?" The only good it did him was the good it does anyone to let off steam occasionally. At that, the headlines blazoned the threat of a major industrial strike of thousands of workers. What would that group of over 500 men hopelessly awaiting jobs in the state's prisons do with a few of those precious jobs that apparently were anything but precious to those about to throw them away. Something was wrong somewhere—someone must be "cockeyed."

"Listen, Sonny, I ain't runnin' no guest house here, and I ain't in business for my health. How about the rent? . . . all right, I'll give ya one more day because I think you're tryin'—but have the rent tonight or don't come back—and just to make sure you'll come back I guess I better hold some of them clothes—not that I don't trust ya, but ya know how it is . . ."

It was a case of having to go to one of the agencies and since he'd heard the boys speak of the Prison Association on 15th Street, 2105 went over there. The fellow behind the desk seemed to have respect and a regard for his particular problems. He was told he would have to obtain a written statement verifying his institutional record. ". . . but in the meantime we'll be glad to do something," the Prison Association fellow encouragingly told him. When the interview boiled down to job possibilities he discovered that thousands of others were in the same predicament.

The worker remarked that "all of what you say I know to be true, and furthermore, listen to this letter we received from one of the largest department stores after they had been asked by us for a job or two for ex-prisoners every now and then—

"I find that store policy precludes such a plan as we discussed yesterday."

"Thank you for bringing the matter to our attention."

"You know," the worker continued, "I went to a big business house the other day and the manager said 'we're in business with our heads and not our hearts.' Now I don't mean to make you

feel any more discouraged but I do want you to understand that this job business is no cinch."

2105 felt that the people at the Association really meant what they said and that he wasn't being given the run-around nor was he being stalled along.

"... well" the worker continued, "you're in luck despite all the crepe we've been sort of hanging together this morning. We have a few days work around the building here that I think you can handle—so what do you say?"

"What do I say? Let me at it—even if it's only temporary, at least it's a few days work and what's more, I feel set up again to know that someone still trusts me in spite of my prison pallor!" 2105 could already see the landlady's wrinkled face light up in utter amazement when he counted out some of the rent he owed.

"You can start right away, and in the meantime we'll see if we can't work things out so that you can get a W.P.A. job. At least you'll have enough then for rent and food, and on your off days you'll have time to look around for something better. We'll help you out with carfare, and keep our eyes open for a better job. The main thing is this—keep yourself under control and take it easy, because no one wants to see you go back—and something tells me you'd hate to go back yourself. Come on, the job's downstairs and step in and see me around five. The superintendent of the building will show you what has to be done..."

Most stories end with the idea that "they lived happily ever after." But if anyone thinks that 2105 will live happily, they have no conception of the reactions of human beings toward persons whose background is colored by a prison record. His road will be an extremely difficult one fraught with disappointment, despair, and hours of hopelessness. If he's got what it takes, he may be successful in avoiding the invisible tentacles that reach out from the prison. If he has not, then the record card will read:

*"No. 2105—returned as second offender"*

A strange, fantastic story? To the average citizen, possibly. To the Prison Association of New York, no. With your assistance future 2105's can be aided in their desire "to make good."

## EFFORTS TOWARD PROGRESS

### Lunacy Commissions

The 1927 Annual Report of the Prison Association told a substantial part of the story relative to lunacy commissions and recommended certain changes. The existing unsatisfactory condition was treated in subsequent reports, and effort was made in Albany to pass remedial legislation. Due largely to the earnest effort and experience of the Association, two bills were finally passed, chapters 459 and 460, Laws of 1936. These, in a sense, were a compromise, since at that time no headway could be made with the Association's original proposal of abolishing the commissions and referring patients to the various hospitals. Mr. Paul Blanshard, Commissioner of Accounts for the city of New York, also investigated the appointment and functioning of lunacy commissions, and his report (December 14, 1937) parallels with even greater detail the findings of the Prison Association. He recommends the abolition of lunacy commissions. Following the murder of a police officer, early in 1938, it developed that one of the persons subsequently apprehended, a man named Lavin, had at one time been in the hands of a lunacy commission. This opened up the whole situation with considerable force, and special hearings were held by a Senate committee, of which Senator McNaboe was chairman. The *New York Journal American*, running a special series of articles on lunacy commissions, gave considerable notice to the Association's long standing interest in the situation and pointed out that what was occurring was prophesied by the Association ten years ago. Three bills were introduced in Albany, one by Senator McNaboe, providing for the dividing of the State into nine districts, with a lunacy commission for each district, and a central supervising lunacy commission in Albany, and the other two, one by Senator Kleinfeld and one by Senator Desmond, providing for the abolition of lunacy commissions and the taking over of their work by State and city hospitals. The bill by Senator Kleinfeld, Int. No. 425, Pr. No. 1509, passed both Houses, but was vetoed by the Governor because of certain defects. The other two bills were held in committee. This ended the effort so far as the 1938 Legislature was concerned.

### Victory Year

In its recommendations to the 1939 Legislature the Association, reverting to its original position, urged again the abolition of lunacy commissions. Senator Desmond, having been interested in the fight, communicated with the Association prior to the opening of the 1939 session, and we urged that he continue to strive for the abolition of lunacy commissions. In February, 1939, he introduced Senate Int. No. 851, which was amended several times, and

in its final print form, No. 1949, was defeated. This was most unfortunate, but the Senator was urged to continue the fight, and on April 14 he introduced another bill, Int. No. 1948, which also was amended several times, but in its final print form, No. 2736, was approved by the Legislature, and, when signed by the Governor, became chapter 861 of the Laws of 1939. Unceasing in its interest, the Association urged the passage of the bill while it was before the Legislature and its approval by the Governor. The Governor's approval memorandum reads as follows:

The purpose of this bill is to establish a sound procedure whereby the medical question of the sanity of a defendant at the time of trial will be determined solely by qualified psychiatrists instead of by a lunacy commission of three members, only one of whom need be a psychiatrist.

The bill proposes to abolish lunacy commissions altogether. Instead, judges would be authorized to have examinations made by two qualified psychiatrists if a plea of insanity is made, or if the judge questions the ability of the defendant to make his defense. In New York City examinations are to be made by qualified psychiatrists on the staff of the Department of Hospitals and in up-State counties by qualified psychiatrists on the staff of a State hospital or any other public hospital having a psychiatric service certified by the State Department of Mental Hygiene. In up-State cases, the superintendent of the State hospital may, if he finds it necessary, call in an outside psychiatrist.

The bill, in my opinion, is by no means perfect, but I believe that it corrects existing abuses and proposes a workable procedure which is greatly preferable to the present law.

The bill is approved.

The Association commends the Governor for his action and Senator Desmond for his courage and perseverance in correcting a long standing abuse and an unnecessary expenditure of public funds. The Executive Committee of the Association recorded its appreciation of the Governor's action as follows:

The Prison Association of New York hastens to congratulate you on your approval of the Desmond bill abolishing lunacy commissions. Your courage and understanding brings to a satisfactory conclusion a movement with which this Association has been conspicuously identified since the year 1927.

To Senator Desmond we wrote:

The Governor has signed your lunacy commission bill, and I hasten on behalf of this Association to congratulate you most heartily on your courage and tenacity. It has been a pleasure for us to be identified with you in the movement and you can be assured that we are especially gratified at the final result because of our long standing interest in the subject, going back as far as 1927. Please be assured that you have our admiration and sincere thanks.

Gratifying is the following communication received from the Senator:

Now that the Governor has signed the bill which I sponsored to abolish lunacy commissions it is a great pleasure, as well as a proper obligation, to express to you again my cordial thanks for your invaluable help in the preparation and passage of this legislation which I am sure time will prove is greatly in the public interest.

The above account of the long struggle for the abolition of lunacy commissions is set forth somewhat in detail because of the

difficulties encountered during the years and the importance of the whole movement in its relation to better administration and the care and study of those whose mental condition is in question.

The campaign against lunacy commissions is another instance of pioneering on the part of the Prison Association and the patience and persistency required to bring about desirable changes. In the beginning the Association stood practically alone, but the increasing force of the various attacks doomed the continuance of the commissions.

**National Parole Conference** The Association is largely responsible for the introduction of the indeterminate sentence and parole in this country, and has functioned not only as a promoter but for many years as a parole agent for the State of New York. As far back as 1916 the New York situation was under Association fire. Long before parole was widely questioned and criticised the Association directed attention toward various phases of parole organization, administration and results, and can rightly claim a large share of the credit for arousing a public demand for a change, which was brought about through legislation establishing the present parole organization and procedure.

Continuing its interest in the State and nationally, the Association was instrumental in fostering the first National Parole Conference, which was held in Washington, with the approval of the President, in April, 1939. For a summary of the proceedings of this epoch-making gathering the reader is referred to page 65.

**Raymond Street Jail** This institution functions for Brooklyn as does the Tombs for Manhattan. It has been condemned by the Prison Association and the State Commission of Correction, various grand juries and other bodies and individuals for many years. There is no question that a new institution is needed. The only difficulty seems to be to find the necessary funds. Mayor LaGuardia has indicated his willingness to do something about the situation when money is available. The regular Kings County Grand Jury for the month of June, 1939, was made a continuing body and conducted various investigations and held hearings. The General Secretary, as a member of the State Commission of Correction, was summoned to appear before the Grand Jury on September 12, and again on September 28. On both occasions it was evident that the Grand Jury was endeavoring to urge him and other members of the Commission to vote in accord with its powers under the law to close the jail. The General Secretary indicated that he would not so vote unless he could be convinced that the closing of the jail would not cause a more unsatisfactory or chaotic condition than now exists. The Grand Jury, after its long deliberations, came to practically the same conclusion. The capital budget for the city of New York,

as adopted by the Board of Estimate on November 30, 1939, and certified by the Mayor on December 4, 1939, provides an appropriation of \$20,000, to be used during the year 1940 in the preliminary planning for new facilities for the Raymond Street Jail. This, at least, will have the effect of keeping alive the need for a new institution, and the possible extension and reorganization of its functions, and in the meantime the General Secretary has urged that there be a minimum of outlay of money on the existing institution, except of course for necessary repairs, until the future status of the present building is determined.

**State Commissioner of Correction** Commissioner Edward P. Mulrooney resigned as head of the State Department of Correction, to take effect March 1, 1939. Of interest is the exchange of correspondence between him and the General Secretary:

**DEAR COMMISSIONER:**

Now that your decision is publicly known, may I say that I am truly sorry that you are leaving the Department of Correction. During your incumbency I have been impressed with your qualities of character, as well as the courage and tact which you used in developing authority, stability and progress in the Department.

Over a period of twenty-six years I have witnessed many changes in the personnel of the Department, and you can be assured that the pleasant association with you will linger long in my memory.

Good luck in your new undertaking.

Sincerely yours,  
(Signed) E. R. CASS

**MY DEAR COMMISSIONER:**

I am acknowledging your kind letter of February 23, and I assure you that I very genuinely appreciate the sentiments which you express. I want you to know that your graciousness in extending to me on numerous occasions the result of your vast experience was most helpful to me in arriving at many departmental decisions. I know that my interest in penology will not abate, and I hope to have the opportunity in the future to occasionally discuss some of the problems with you.

With kind personal regards,

Sincerely yours,  
(Signed) EDWARD P. MULROONEY

Governor Lehman selected, as Mr. Mulrooney's successor, John A. Lyons, Second Deputy Police Commissioner of the city of New York. Mr. Lyons has a very fine record in the Police Department. He is regarded as a good disciplinarian and administrator, and according to his own words believes thoroughly in probation and parole, and is not a "machine gun" or "blackjack" type of penologist.

**New Tombs and Criminal Courts Building** As a representative of the State Commission of Correction and the Prison Association of New York, the General Secretary was privileged to sit in on numerous occasions with the architects in the development of plans for the new Criminal Court Building and City Prison. These conferences are long and tedious, but give

opportunity to render a valuable form of service. The new prison is expected to be available for use in about two years, and so far as the funds allotted to the prison portion of the project will permit there should result a modern type of institution, to make up for the shortcomings of the outmoded Tombs, long complained of by this Association and other bodies.

**Rikers Island Dumping** In our previous report we protested the renewal of the dumping of rubbish and ashes on one side of Rikers Island. During the early part of 1939 this nuisance continued and caused further alarm and disappointment to officials and others who were long aware of its objectionable features. The Association renewed its protest by reaffirming its resolution of November 4, 1938, and again directing the attention of the Mayor and other city officials to it. Later in the year the situation improved, due to the decision to divert the dumping at Rikers Island for the next two and a half years in connection with the providing of a 150-acre park for East Bronx, and then greater certainty was given when the new airport was opened and the maintenance of piles of rubbish that would menace aerial navigation was prohibited by the Federal government. It is hoped that the long standing agitation for removal of this serious nuisance has met with final success.

**Commission on Education** Governor Lehman's Commission on Education in Correctional Institutions, on which the Association continues to be represented by its General Secretary, functioned with unabated interest and effectiveness throughout the year. Meetings were held regularly under the leadership of the Chairman, Dr. N. L. Engelhardt, Professor of Education, Teachers College, Columbia University. There is no question that the educational movement in the State Department of Correction is steadily progressing despite various handicaps and budget limitations. Commissioner of Correction Mulrooney, who was present at the February meeting of the Commission, and who usually speaks wisely and with modesty, spoke in laudatory terms in commending the work of the Division of Education. He stressed the fact that progress had been made in the face of many practical difficulties, particularly long distances to be covered in traveling for the purpose of supervision, restricted budgets and a certain amount of unwilling co-operation. He stated that he was proud of the fact that the Division of Education had made so much progress in its work during his administration as Commissioner of Correction. These words, coming from a man of Commissioner Mulrooney's high character and wide experience in the field of crime and its treatment, should serve to convince those who regard as futile any attempt at the application of education in a broad sense in reformatories and prisons, and should give strength and renewed enthusiasm to those who are already making earnest and honest effort. The files of the Division of Education

of the State Department of Correction will give ample proof of the efforts that have been made and the progress that has resulted. As pointed out in previous reports, the General Secretary, while a member of a legislative commission\* of this State, in 1930, urged the adoption of an educational program, and it is therefore gratifying to note the continuance of the idea and the encouraging results.

**Correctional Education Today** This valuable publication, originating with the Committee on Education of the American Prison Association, and financed by funds from the Carnegie Foundation, was distributed through the closing months of the year, and with the endorsement of Governor Lehman's Commission on Education in Correctional Institutions. It is felt that it will further substantiate the movement for education in a broad sense in correctional institutions. The foreword was written by Mr. Cass and records the long standing interest and efforts of the Prison Association of New York.

**State Budget** The State Department of Correction was obliged to accept a reduction of approximately \$608,000, making it necessary to eliminate 238 positions from a total of 3,720, excluding capital fund positions. The elimination included 123 supervisory positions, such as guards and attendants; 30 classification, clinic, and hospital positions, including psychiatrists, psychologists, physicians and nurses; 25 education positions, and 54 miscellaneous positions, excluding 6 comptroller's clerks and 6 assistant comptroller's clerks, which were abolished by special act of the Legislature. When the Governor's budget was reported on April 25, and following consultation with the State Department of Correction, the Association used its best legislative experience to persuade those in a position to act to vote against what would be detrimental to efficiency and progress. While the Association anticipated cuts, we were, nevertheless, shocked by the final result, which, among other things, completely wiped out the psychiatric clinic at Sing Sing and the branch units at the various institutions. The budget controversy became so heated and involved that nothing could be done to restore this service during 1939, as well as the other cuts in the educational work, Guard Training School, and custodial personnel. However, the Association continued its protest and agitation during the year through contact with officials, various organizations and individuals, and at its October meeting adopted the following resolution, which was widely distributed and received a very encouraging response.

WHEREAS, The Prison Association of New York since its beginning has consistently held that in order to make for a maximum of protection for society,

\*Commission to Investigate Prison Administration and Construction, chapter 825, Laws of 1930.

reformatories and prisons must do more than keep their inmates behind bars, and

WHEREAS, The Association realizes that any intelligent program of custody and treatment of inmates requires that there must be a better understanding of those factors, community and individual, contributing toward crime, and

WHEREAS, The Association, in harmony with this viewpoint, supported the idea of establishing a psychiatric clinic at Sing Sing Prison nearly thirty years ago, and conspicuously worked toward making it an integral part of the prison system in 1916 when legislation was enacted to create a new prison at Sing Sing, to serve mainly as a classification and distribution centre, and

WHEREAS, The Association, with the aid of the late Commissioner of Correction, Dr. Walter N. Thayer, and the late Mrs. Henry Moskowitz, won the support of former Governor Alfred E. Smith, and thereby obtained funds to begin the operation of the clinic in a building especially provided in the new layout at Sing Sing;

Therefore, Be it Resolved, That the Association continue its protest, made during the 1939 session of the Legislature and subsequently, against those limitations placed upon the State budget by the Legislature, which made necessary, in order to give preference to custodial needs, the omission of amounts formerly allowed for the operation of the psychiatric clinic at Sing Sing Prison and the sub units at the various other institutions in the Department of Correction.

Be it Further Resolved, That in the opinion of the Association this action has resulted in a setback of the experimentation and progress of more than a quarter of a century, and has made the State of New York, widely regarded as a progressive leader in the field of penology, appear reactionary in the eyes of the public generally.

Therefore, The Association strongly urges that Governor Herbert H. Lehman, Director of the Budget Abraham S. Weber, and Commissioner of Correction John A. Lyons renew their request for the restoration of the psychiatric and classification service for the Department of Correction, and that the Legislature provide the necessary money in the budget for the fiscal year 1940-41, so as to make for a rebirth and stimulation of the psychiatric service at Sing Sing Prison and other institutions in the Department of Correction, and also extend its usefulness in the process of the scientific study and treatment of the inmates of institutions.

It is gratifying to state that at this writing the Governor and members of the Legislature have indicated their desire to make for the restoration of as much of the deleted personnel and service as is possible.

**Commitments to Elmira** We continue our protests, as indicated in Recommendation No. 4, page 17, of this report, relative to unsuitable commitments to Elmira Reformatory and the New York State Vocational Institution at West Coxsackie. The situation can be helped considerably by more considerate action on the part of the courts, and with more uniformity and certainty through a flexible classification and distributing system under the control of the State Department of Correction. The gravity of the situation is set forth in a letter received from Commissioner Mulrooney concerning commitments to Elmira:

I agree with you that a large percentage of our present population at this institution should never have been committed to it. I also agree that many

of the inmates of our maximum security prisons would have been more properly committed to Elmira. Considering the present type of the population of Elmira, it can, in no sense, be accepted as a reformatory.

As to the remedy, it is as difficult as you point out, and I have given it much thought. I will, however, further consider your suggestion that the department communicate with the judges in the various courts throughout the State.

Commissioner Mulrooney resigned on March 1, 1939, and it is gratifying to note that his successor, Commissioner John A. Lyons, quickly recognized the seriousness of the situation, and particularly as relates to the New York State Vocational Institution at Coxsack. In a circular communication to the courts throughout the State (March, 1939) the Commissioner makes a strong and significant plea:

Your attention is invited to pages one to five of the attached Third Annual Report of the New York State Vocational Institution at West Coxsack, which gives a clear picture of the present overcrowded conditions at this institution.

You will note from studying this report that the institution has received many inmates who cannot or are not likely to profit from the educational and reformation program. Reference to the Correction Law indicates that it is primarily the purpose of the law creating this institution to provide a place wherein young delinquents who are capable of materially benefiting from a training program may be incarcerated. The plant, staff, and equipment are provided for such a program. However, due to the fact that the institution is overcrowded to the extent of 53 per cent over its normal capacity, and that many of the inmates received are incapable of the kind of training which the institution is able to provide, the purpose of the institution is to a large degree being defeated. Persons who are feebleminded or low in intelligence require specialized training such as this institution is not equipped to provide. Moreover many of the recidivists received in the institution who have already failed of reformation in several penal and correctional institutions become custodial problems to an extent which seriously interferes with the program. Likewise those committed who are cripples, epileptics, cardiacs, and otherwise physically unfit require special hospital care and treatment or rehabilitation in some type of institution other than one designed for correctional purposes.

It is believed that a better understanding of the purposes and possibilities of the institution by those who have the responsibility for committing inmates to it will result not only in better care and rehabilitation of inmates properly committed, but will also more effectively serve and improve the efficiency of the State's entire program of institutional care. This is particularly true in view of the fact that the State has provided excellent hospitals, several institutions for the care and training of delinquent defectives, an adult reformatory, penitentiaries, and prisons for the custody of those who for other reasons are not likely to profit from the training and reformation program provided at the New York State Vocational Institution. Inmates who are capable of profiting by the training in this institution will be benefited directly in proportion to the elimination through commitment of those who are incapable of receiving proper benefits therein.

May I respectfully request your co-operation in order that through careful selection of those committed to it the institution may better serve its purpose. Also I should like to extend a cordial invitation to you to visit the institution at any time and to confer with officials concerning the numerous aspects of the program or with reference to any specific cases which you may have under consideration.

As a follow-up of the Association's recommendations to the 1939 Legislature, Assemblyman Wachtel introduced a bill, Assembly

Int. No. 1638, Pr. No. 1795, relating to commitments to the Elmira Reformatory and the New York State Vocational Institution. Also a bill, Assembly Int. No. 1639, Pr. No. 1796, in relation to establishing a division of classification and distribution in the State Department of Correction. We disagreed with some of the detail of Assembly Int. No. 1638, and at our request Assemblyman Wachtel amended the bill. It was passed by the Legislature and disapproved by the Governor. The following is his veto memorandum:

This bill provides that before a sentence is imposed upon a person convicted of an offense punishable by commitment in Elmira Reformatory or in the State Vocational Institution, the prisoner shall be committed to the custody of the Department of Correction for a study examination and report by the Department to the Court concerning the adaptability of the prisoner to the type of commitment provided for at Elmira Reformatory or the State Vocational Institution.

Apart from its merit, this bill places additional burdens upon the Department of Correction; burdens that will necessitate the expenditure of additional money by the Department. Like many other bills that have been passed by the Legislature, this bill imposes additional duties upon a department without, however, appropriating one dollar. On previous occasions I have criticized this legislative practice, and I do so again.

The bill is disapproved.

#### House of Detention for Women

We continued our efforts to remedy the overcrowded condition of the House of Detention for Women at 10 Greenwich Avenue, New York City. Originally it was intended that the institution house only those awaiting action by the courts, principally the Magistrates' Courts, and thus provide a more suitable place for their detention than police station lockups or a wing in the old Tombs. However, various changes of attitude, policy and administration have occurred, with the result that there has been some departure from the thought prevailing when the institution was first urged upon the city authorities by this Association and other bodies and individuals. The situation is serious and presents a complicated problem. Unfortunately the women's institution at Grey Court, in Orange County, intended for those serving sentence, was discontinued and taken over by the Department of Public Welfare as an institution for men. During the year the Association, together with the State Commission of Correction, continued to impress upon the city authorities the seriousness of the overcrowded condition at the House of Detention, and it is gratifying to record in this report that there has been a recognition of the evil, and that in the capital budget adopted by the Board of Estimate on November 30, 1939, and certified by the Mayor on December 4, 1939, there is an appropriation of \$108,000 for a Farm Colony for Women to be located on Harts Island or other city-owned site. It is estimated that an additional appropriation of \$210,000 will be needed for 1940 to complete the project.

**American Prison Association Congress** *The Sixty-Ninth Annual Congress of the American Prison Association* was held at the Hotel New Yorker in this city, October 16 to 20.

There were registered 1,102 delegates, representing forty-three states, the District of Columbia, the International Penal and Penitentiary Commission, Canada, England and Greece. There is reason to believe that a large number of those who attended did not take the trouble to register. The Congress was referred to by seasoned participants as "the best ever." The morning, afternoon and evening meetings were surprisingly well attended, despite the fact that New York City offers many attractions for those from out of town. It was agreed that the speakers and discussants did exceptionally well in giving the delegates the benefit of their observation, experience and studies. The boat trip of the entire Congress to Rikers Island, the trip by special train to Sing Sing Prison, together with the banquet on the opening night, at which Mayor LaGuardia and Lieutenant-Governor Poletti spoke, and the special luncheon at which Mrs. Roosevelt spoke, were among the high lights of the Congress and recorded capacity attendance. The deliberations of the Congress will appear in a volume of over 500 pages. A digest has been prepared by Mr. Wright, our Assistant Secretary, and the reader is referred to page 78.

Again the Prison Association of New York was happy to continue its close administrative association with the affairs of the American Prison Association during another successful year. In keeping with its parental attitude toward the national body, the Association gave fully of its experience and personnel to make for the success of the Annual Congress.

**International Penal and Penitentiary Commission** Mr. Alexander Paterson, His Majesty's Commissioner of Prisons for England and Wales, well known to American penologists since 1925, attended the American Prison Association Congress as the representative of the International

Penal and Penitentiary Commission. A special greeting from the Commission, referring as it does to a former General Secretary of the Prison Association of New York, is fittingly included in this report:

We desire to send a cordial message of good will to your Congress from the International Penal and Penitentiary Commission. It is a matter of history that our Commission owes its origin to a revered American penologist,\* and throughout its progress your great nation has always been a magnificent supporter of its resources and a distinguished participant in all its many activities.

There is no country in the world, where a National Congress on prison matters of such size and such significance as yours has ever been held. In the

\* The revered penologist referred to is Dr. E. C. Wines, General Secretary of the Prison Association of New York, 1862-1870.

results of your deliberations, you will be reaping the fruits of your manifold experience. These cannot fail to have a profound effect upon the other countries of the world. We shall look to you for inspiration and direction, and we shall not look to you in vain. Yours is a mighty task. God speed to you in its accomplishment.

(Signed) GIOVANNI NOVELLI, President

(Signed) ERNEST DELAQUIS, Secretary General

**Commitments to Napanoch** The difficulty of transferring sex offenders and inmates of low mentality from city and State institutions to the State Institution for Male Defective Delinquents at Napanoch, received the attention of the Association. Conferences with representatives of the State Department of Correction and the Department of Correction of the city of New York, revealed that there were quite a number of inmates who should be considered for transfer to an institution such as Napanoch. It also was found that the State Department of Correction recognized this need, but could not take care of its own inmates or those from the New York City Department because of the inadequate accommodations existing at Napanoch. The policy for some time has been to confine new admissions to those received directly from the courts. This is a serious situation, which has not been relieved by the opening of the institution at Woodbourne. It seems certain that the State will soon need to make provision, as has been already suggested by the Association, for either the enlargement of Napanoch or Woodbourne, or the establishment of a branch institution.

**Sex Offenses** During the year an excellent report on the problem of sex offenses, affecting 2,022 defendants, was made by the staff of the Citizens Committee on the Control of Crime in New York. The statistical material of this report shows an alarming extent of sex offenses and brings to light the fact that regardless of some specially featured crimes in the last year or so, there has long been too much of this type of offense in the community for the common good. The following letter to Mr. W. P. Beazell, Secretary and Executive Director of the Citizens Committee, indicates our evaluation of the report and our continued interest:

Many thanks for the copy of your report "The Problem of Sex Offenses in New York City." Please accept our congratulations on a job well done.

I hope that your valuable contribution will result in bringing under control more of the types revealed. We long have stood for permanent control of certain types of offenders, and, so far as the mentally deficient are concerned, made a big step in that direction through the creation of the Institution for Male Defective Delinquents at Napanoch. The trouble now, of course, is that the institution is overcrowded and there is a long waiting list. At the present time we are trying to assist the New York City Department of Correction to squeeze a few more of their glaring types into the Napanoch institution.

**Medical Service in New York City Tombs** As a follow-up of an investigation of suicides in the Tombs, conducted by the State Commission of Correction, and in which the General Secretary of the Prison Association participated, Commissioner MacCormick took steps to improve the medical service. There was instituted a rearrangement of the working hours of the various doctors, and another doctor was added to the staff so as to allow for a wider spread of service between the hours 8:00 A.M. to 12 midnight. Between 12 midnight and 8:00 A.M. outside medical aid, especially in emergencies, is required. The need for a twenty-four hour resident service, however, continues. During the investigation it was felt that the city was not getting good dollar value in the way of service from some of those assigned as doctors. Part time service is usually unsatisfactory, and it is better to have one good full time man than several part time men who attempt to divide their institutional relationship and compensation between their private practice or other interests. The medical service of an institution as large as the Tombs should not be conducted casually.

**Prison Labor Legislation** The bills acted upon by the Association are set forth on page 58. However, the two following bills because of their dangerous import received the full opposition of the Association, and for the same reason are set forth separately in this part of the report. The first bill, Senate Int. No. 512, Pr. No. 533, Assembly Int. No. 187, Pr. No. 187, amends the Correction Law, in relation to brush making. The second bill, Senate Int. No. 336, Pr. No. 374, Assembly Int. No. 513, Pr. No. 524, amends the Correction Law, in relation to the purchase of articles for use in State correctional institutions and penitentiaries. These bills are a further proof of the desire to ultimately eliminate prison labor, regardless of the fact that it is permitted under the State Constitution and is confined to the use of public institutions or the institutions of the political subdivisions of the State. The State Use system in New York keeps prison labor at a minimum of competition with free labor and does not permit the existence of abuses and exploitation as has been known in other jurisdictions. However, with all these safeguards there unfortunately continues the desire to destroy prison labor and thereby add to the burden of the taxpayers and make altogether futile any attempt at rehabilitation. Without opportunity for work in prisons there remains but idleness and its consequent evils, which are more serious in prison than in outside life.

**Youth Correction Authority Act** The American Law Institute is endeavoring to frame legislation to be offered in the various states, to provide for an improved system of handling those between the ages of 16 and 21 who come into conflict with the law. Our General Secretary, Mr. E. R. Cass, is among the advisers working with the Law Institute. The movement is a follow-up of observations made in the

New York City Tombs and a book entitled "Youth in the Toils," related thereto. The plan in many respects is revolutionary in its scope and is intended to set up machinery that will give special attention to these young offenders. Separate detention places, separate courts and court procedure, are contemplated. Emphasis is laid on correctional treatment rather than punishment. So far as is possible it is hoped to parallel the atmosphere and procedure of the Children's Court, and of course improve upon it to whatever extent seems desirable. When the plan is submitted to the legislatures of the various states there will be one or two bills. If separate bills are offered one will establish a Youth Correction Authority and the other a Youth Court. It may be that in some jurisdictions both ideas will be embodied in one bill. At this writing the plan has been adopted by the Council of the American Law Institute and will be submitted for final consideration at the Annual Meeting of the Institute which will be held in May, 1940.

The work has been under the able and vigorous leadership of Dean William Draper Lewis, Director of the American Law Institute. The Reporter is Professor John Barker Waite of the Law School of the University of Michigan, and the advisers are: Curtis Bok, President Judge, Court of Common Pleas No. 6, Philadelphia, Pa.; E. R. Cass, Executive Secretary, American Prison Association and the Prison Association of New York; Sheldon Glueck, Harvard University Law School, Cambridge, Mass.; Leonard V. Harrison, Director, Committee on Youth and Justice, Community Service Society, New York; Dr. William Healy, Director, Judge Baker Guidance Center, Boston, Mass.; Edwin R. Keedy, University of Pennsylvania Law School, Philadelphia, Pa.; Austin H. MacCormick, Executive Director, The Osborne Association, New York; William E. Mikkell, University of Pennsylvania Law School, Philadelphia, Pa.; Thorsten Sellin, Department of Sociology, University of Pennsylvania, Philadelphia, Pa.; Joseph N. Ulman, Supreme Bench of Baltimore City, Baltimore, Md.

**Adolescent Offenders in the Night Court** Mr. Cass, in his capacity as a member of the State Commission of Correction and as our General Secretary, joined in a conference with Chief Inspector Costuma of the New York City Police Department and members of his staff, to discuss the handling of adolescent offenders in the Night Court. The purpose of this gathering was to provide a more satisfactory arrangement for the temporary housing of those not of the chronic and seemingly hopeless type. It was emphasized that it is disheartening to note the housing of the casual or new offender with the hopeless and more experienced prisoners in the court pens or in the corridors. The inspector and his associates gave assurance that every possible means would be taken to improve the situation, which they admitted was bad. There also was discussed the desirability of eliminating entirely the use of the few remaining police stations that house women awaiting court action.



**Pan American Penal Congress** During the early part of the year the General Secretary together with Mr. G. Howland Shaw, of the Department of State and a member of our Executive Committee, and Mr. James V. Bennett, Director of the U. S. Bureau of Prisons, met at the call of Dr. Rowe, Director of the Pan American Union, to discuss the next move as a follow-up of the resolution adopted at the Lima International Conference of American States, held in December, 1938, requesting the Pan American Union to study the advisability of calling a Congress of criminologists and penologists from all the American countries. It was agreed that such a conference is most desirable and should be held, preferably in Washington in the spring of 1941. This opinion will be transmitted to the authorities of the various South American countries.

**Association for Better Citizenship** The *New York Sun* of March 30, 1939, carried a story about a proposed dinner, at which reformed crooks would feed leading citizens and provide a forum on crime problems. It was learned that this was something of an offshoot, of the technique at least, of the defunct Marshall Stillman Movement. This movement was headed some years ago by Mr. Alpheus Geer, and the results for him and others were quite unsatisfactory and unhappy. The General Secretary wrote to Mayor LaGuardia, Police Commissioner Valentine, and Mr. George Gordon Battle, because their names were mentioned in the list of invited guests, and, after reviewing some of the Marshall Stillman movement history, urged that they exercise caution. Suddenly the dinner was called off, and in the meantime the three gentlemen addressed expressed their thanks and appreciation to the General Secretary.

**Co-operation with Architects** During the year the Association was called upon a number of times to sit with and advise both architects and engineers identified with private concerns or city services, relative to the renovation or construction of city and county jails and state prisons and reformatories. This is a valuable form of service and can be given only on the basis of wide observation and experience. It was pleasing to be able to continue in an advisory capacity with the architects having the responsibility for the designing of the new City Prison in the Borough of Manhattan. As stated in a previous report, this institution will mean the passing of the old Tombs and it is expected that it will be available for use in the summer of 1941.

**State Commission of Correction** At our request Senator Desmond introduced a bill to amend section 46 of the Correction Law by striking out the words "subject to the direction and control of the commissioner of correction." This was in line with our recommendation to the 1939 Legislature, and had as its purpose the assurance of freedom

of action on the part of the Commission of Correction in the fulfillment of its constitutional duties and responsibilities. It was an effort to re-establish, so far as is possible, the freehanded position of the Commission as conceived and successfully brought about by the Prison Association of New York during the days of the Constitutional Convention in 1894. This achievement was upset through a constitutional amendment in 1926 and an act of the Legislature in 1929. The constitutional amendment provided for a State Commission of Correction, and also that its chairman be the head of the State Department of Correction. The legislation in 1929 made possible some definite control on the activities of the Commission by the head of the State Department of Correction through the insertion of the words "subject to the direction and control of the commissioner of correction." This we opposed because we felt that it was unsound, and our feeling continues. During the Constitutional Convention in 1938 we attempted to correct the condition but without success. Our activities were in no sense the outcome of a distrust of former Commissioner Mulrooney or his successor, Commissioner John A. Lyons. However, the present arrangement is unsound in principle and provides no guarantee for the attitude or the conduct of future incumbents. We have not heard from the opposition any good reason why the head of the department should be in a position to influence or direct the investigations and inspections of institutions, the administration of which is his direct responsibility.

The bill introduced by Senator Desmond was vetoed by the Governor without comment, and our understanding is that the only objection came again from the State Department of Correction.

**Fingerprinting County Jail Prisoners** Senate Int. No. 372, Pr. No. 384, signed by the Governor on April 5 and now chapter 243 of the Laws of 1939, is to some extent a follow-up of the Association's recommendation, No. 14, to the present Legislature, in that it requires the reporting and fingerprinting of certain inmates of county jails who, under previous conditions, were not fingerprinted or reported to the State Department of Correction.

**Proposed Conference State Department of Correction and State Division of Parole** We made effort to bring about a conference between the State Department of Correction and the State Division of Parole, in order to make for a better understanding of the attitudes and operations of all concerned. A letter was sent to the Department of Correction and the Division of Parole under date of April 22, and on April 25 a reply was received from the State Department of Correction indicating a misunderstanding of the suggested get-together. Another letter, under date of April 26, was sent to the Department, discussing in full detail the proposal and in an effort to clear up the misunderstanding and secure co-operation. No

reply was received and to our knowledge there has been no such conference. We found that the State Division of Parole was quite willing to meet with representatives of the State Department of Correction. Therefore, we regret that the proposal for a joint meeting failed and that the representatives of two major activities of the State government could not be brought together to sit around the table, exchange views, and clear up whatever difficulties and misunderstandings might exist.

**Foreign  
Visitors**

The Association serves as a center in this city for officials coming from other states and representatives of foreign countries, who desire to gain information and make studies and observations. During the year workers came from England, Japan, and India, and following its usual procedure the Association arranged itineraries and introductions.

**Tombs  
Interviews**

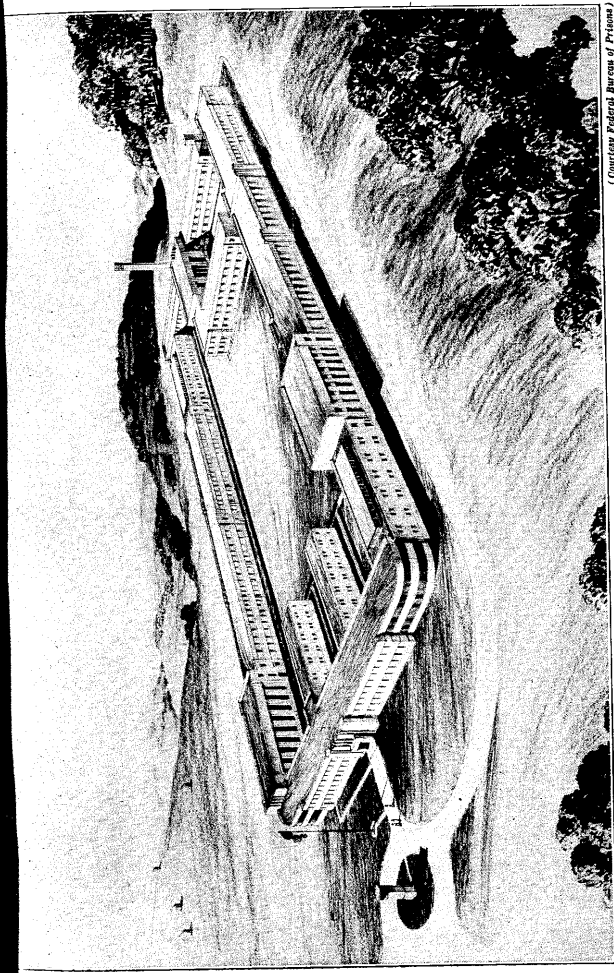
In accordance with its custom of nearly one hundred years duration, the Prison Association of New York has continued almost daily to send its representatives to the Tombs Prison. This service is both professional and friendly—in the sense that efforts are made to solve prisoners' problems, and friendly in the sense that efforts are made to enable accused persons to better understand the machinery of justice. The services include the referral of cases of indigent prisoners to the Voluntary Defenders Committee of the Legal Aid Society; the conferring with private attorneys relative to the progress of cases; contact with parole, probation and other officials; and other services in which only a private agency can interest itself. It is appropriate at this point to discuss in some detail a few of the cases brought to the attention of the Association.

\*A. W. was awaiting trial on a charge of homicide, and was previously charged with violation of parole, which charge was still pending against him. Consideration of the case showed that it would be some time before A. W. could be of assistance to his family. It was necessary for his wife to live with her mother and take with her their two small children. The husband asked that some effort be made to secure public assistance for his family, and through the Family Service Bureau of the Association, home relief was secured for them.

\*B. C. was awaiting sentence for using drugs. He requested help in securing a W.P.A. check which he thought might have been sent to his former address. A letter was written to the Works Progress Administration telling them of his whereabouts. In due time the check was delivered to him and he was enabled to repay debts he had incurred prior to his incarceration.

---

\* Initials are fictitious and as such are not intended to apply to any former or present inmate.



(Courtesy Federal Bureau of Prisons)

Federal Correctional Institution, Danbury, Connecticut (Under construction)

\* B. F. was awaiting trial on a charge of grand larceny. He was reluctant to contact a brother who had been unfriendly with him for several months previous to his commitment. A letter was written to the brother asking his co-operation in the case. The brother appeared in due season and was instrumental in securing the services of a lawyer who won an acquittal for his client.

\* D. J. was an employee at a city hospital and was owed a considerable sum of money. He requested us to contact the finance division of the institution in an effort to secure his check. Considerable breaking of "red tape" was necessary in order to secure it, but with the proceeds D. J. had enough money with which to purchase incidentals while awaiting trial.

\* M. P. was scheduled to be taken to Sing Sing Prison for a term of five to ten years. He had left two suits of clothing in a tailor shop, and a suitcase containing several personal articles, in a Bowery lodging house. Contacts were made with the tailor shop and the lodging house, both agreeing to release the clothes. The results of these visits were made known to M. P. who later sent directly for the suitcase. He enlisted the services of the tailor in selling the suits, the price of which will be credited to his prison account.

\* F. L. was being held in the North Annex which houses the younger offenders, and he had not heard from his parole officer for a considerable time. Immediately following his release from a local institution, F. L. had been reincarcerated and seemed in considerable turmoil as to the status of his case. He furnished the Association's worker with the name of his parole officer, and contact was made with the officer. It was revealed that F. L. was being held until such time as the parole authorities in his home town had agreed to supervise him and until the Bureau of Transportation of the Department of Public Welfare could arrange transportation. The results of the Association's finding were later made known to F. L.

The cases given above are only a few of those encountered in the everyday contacts of our worker in the world's most heavily populated jail. They are by no means abstract cases and have been quoted to show that the Prison Association is not performing its tasks on the ground of "coddling" prisoners but rather in a sane, logical, and humane fashion in order to work for a better understanding between the court, the prisoner, and society.

During the year 1939 the Prison Association of New York referred to the Voluntary Defender's Committee a total of 302 cases, 150 of which were General Sessions Court cases, 28 Special Sessions Court cases, and 124 Felony Court cases (a division of the Magistrates' court).

\* All initials are fictitious and as such are not intended to apply to any former or present inmates.

We are pleased to record our appreciation of the continued co-operation of Edward T. Tighe, Esq., Chief Counsel for the committee, and for the interest and support of his staff.

The service of the Prison Association of New York in the Tombs Prison would not be possible were it not for the co-operation and helpfulness extended the Association's representatives by Warden William A. Adams and his staff.

The Association holds to the opinion that it performs this public service in a common sense, intelligent fashion in the best interest of the welfare of society.

#### Employment and Relief Bureau

The office of the Employment and Relief Bureau presents a kaleidoscopic picture of distress, tragedy and poverty, colored frequently by manifestations of personal ambition, perseverance and courage. Distress, because of the handicapped existence of its clients—tragedy, because of frustrated ambition—poverty, occasioned by lack of funds for necessary food, shelter, and clothing. Ambition—illustrated by an undefeatable desire to "go straight"—perseverance, because of the will-power so necessary to adequate readjustment—courage, to face the barriers inevitably placed against the parolee by society.

The Association's Employment and Relief Bureau accepts only those cases referred by New York City and State parole, probation and institution officials, and those referred by responsible agencies. In view of the vast number of requests for assistance an established intake policy has been necessary, and the service of our Relief Bureau is extended to parolees and others on an emergency basis. The bureau, under the direction of John T. Connolly, a graduate of Holy Cross College and Fordham University School of Social Work, strives constantly to fulfill the purposes and aims established by the founders of the Association almost one hundred years ago.

Perhaps the best way to observe the work of this particular department is to sit with the bureau worker and note the men who present themselves for assistance, hear the problems, and study the efforts made to solve them.

The first man to be interviewed is \*Joe T. He was the son of a once wealthy olive oil merchant in sunny Italy. As a youth, the son came to America and later, together with his father, owned a successful importing business. Joe married and made a good home for his family. In an effort to save his business, which had considerably decreased in volume at the start of the depression, he forged a check. A prison term followed. Today a parolee, Joe T. is pleading that he be given sufficient funds to prevent the utility company from shutting off his gas and light supply. This is granted, and he is also given cash with which to supplement his family's food allowance from the Public Relief Bureau. Inasmuch

\* All names and initials are fictitious and as such are not intended to apply to any former or present inmates.

as Joe T. has but recently come home from prison he has not yet been added to the family's relief budget. Likewise, the relief authorities must be contacted in an effort to secure emergency action on Joe's case. The sudden transition from abnormal life in a prison to free life in the community is difficult for Joe and the Association workers extend the advice and guidance that only long years of experience can provide.

One of the pathetic figures is \* William J., a man barely over thirty years of age, with his hair noticeably streaked with gray. He was at one time a highly paid steel worker. His wife became infatuated with another man and left him, taking with her their two children. Lacking the security of a home William J. had drifted until a commitment to the workhouse on a disorderly conduct charge followed. A pitiful figure, he has approached us in the hope of securing clothing. Fortunately his wants could be supplied from the Association's clothing supply.

A young boy not over eighteen years of age, just released from the Tombs prison on a charge of petit larceny, seats himself at the desk. \* Martin T. came north from his home in a southern city with the hope of securing work as a cabinet maker. Despite his age, he had had two years of paid experience in this field. His original intention in applying to the Association was to secure carfare for job-hunting. When asked what his work qualifications were, he mentioned his experience in cabinet making. A call was made to a co-operating agency, and a job as a cabinet maker secured. He left the office with a letter of referral to that agency. At a later interview, gone from his face was the haggard look, and in its place was a confident smile, the result of the job found for him by the Association.

Next there appears \*Joe K., a colored youth, six feet tall, and possessing a distinct impediment in his speech. His greeting is most gracious because of many previous interviews with him prior to his release from the Tombs. He was sufficiently aggressive to secure several jobs which, though ill-paying, enabled him to maintain his self-respect and support himself. Through the efforts of the Association, in his times of need during that period, he was able to keep his room and live in comparative comfort. During the same time, from his earnings on the various jobs, Joe was able to pursue studies on the violin. Recently, through no fault of his own, he found himself again unemployed. Efforts are being made to reinstate him in his father's household which he left some years ago due to a misunderstanding. Since his father will not be able to support him because of his own small earnings as a chef, and the necessity to pay board for two younger children, the Home Relief Bureau is being contacted in the hope of obtaining supplementary relief, thus enabling the father to have his son in his home again.

\* All names and initials are fictitious and as such are not intended to apply to any former or present inmates.

\* Francis L., a stockily built, mild mannered Irishman, is seeking aid for his family. He was employed as a cashier at one of New York's larger hotels. It was the practice among a few cashiers to borrow small amounts from the cash deposits and repay them at the end of the week, but on one occasion when a check-up was made by the authorities, it was revealed that Francis' accounts were short. He was indicted and convicted of petit larceny and, on the basis of an exhaustive probation department report showing a good employment record, a lack of a criminal history, and other favorable aspects, was placed on probation for three years. Because of the nature of the crime he is unable to secure similar employment. His wife, who worked as a trained nurse before her marriage, has been compelled to seek re-employment in that field. For several weeks the family security was at a low ebb. The Association provided them with food and clothing and such aid will be continued until Francis' wife receives her first pay check.

\* Chester M., looking much older than his fifty years, next takes his place at the interviewer's desk. Chester was for several years employed as a livery man. There being little demand in recent times for his services he was unemployed for long intervals. He became addicted to drugs to such an extent that he was committed to the penitentiary on several occasions. Some months ago, when he first appeared at the office, he was destitute in every sense of the word, having neither friends nor money. Through the efforts of the Association, Chester M. secured W.P.A. placement, and although he has been employed only a few months he gives every indication of effecting a satisfactory readjustment.

A young man with his right arm completely paralyzed solicits the bureau's aid. He is \* Frank H., one of a family of several children. Because of his physical handicap he is unable to secure employment. Being involved in a crime of grand larceny he was sentenced to State prison for a term of two and a half to five years. With the guidance of the Association and the parole authorities he was enabled to pursue several courses at technical high schools, which education he had previously been denied, and efforts to place him in suitable employment are being made.

A smiling Negro with a direct but pleasant voice, is the next to state his problem. He is \* Wallace G., formerly a pullman porter, who, during a period of unemployment, committed assault and received a prison term. The Association provided for him pending the acceptance of his case by the Home Relief Bureau. A later W.P.A. placement found him promoted to the rank of foreman. Clutching a small bundle of papers containing relief application blanks, \* Joseph C. next appears. Joseph had been working locally on a part-time job and the Association gave him supplementary funds over and above his small earnings. A broken home resulted in his commitment to a home for delinquents at an early

\* All names and initials are fictitious and as such are not intended to apply to any former or present inmates.

age and later to the city reformatory. Following his release on parole the Association made all the necessary arrangements for his acceptance on a government project in Maine. Vocational training and other opportunities will be his at the camp. Help to such boys is indeed a profitable investment.

Lumbering into the office comes \*John M., best described as "Bowery-like." John is unable to secure employment or assistance from the welfare authorities since he has not the required residence period in New York. He has been hurled from "pillar to post" trying to make a go of it. An eye defect and old age are barriers against his securing employment. A week following the interview, and with the aid of the bureau, John was sent to a home for men of his circumstances, from which he has written that he is enjoying life better than he has for some time.

\* Fred J., excitedly begins to tell about his situation. Fred, who is undoubtedly a psychopath, has had a number of convictions for petit larceny, two of which had been reduced from grand larceny. He has had a very poor employment record, and recently sustained injuries as a result of an industrial accident and was confined to a hospital for several months. Because of his psychopathic tendencies his case is demanding more attention than the average. Given funds for rent, pending receipt of his wages, Fred was able to maintain his room long enough to secure credit for later use.

\* Wilbur T., a tall, sparsely-built Negro, speaking emotionally, takes his place at the interviewer's desk. Wilbur was unable to find employment. He was not only illiterate but lacked a trade. His limited capacities did not enable him to earn a living. Wilbur committed a small hold-up and received a penitentiary term, and after release welfare officials could do nothing for him and his unemployment problem continued. If it had not been for the aid of the Prison Association, Wilbur would have been destitute and undoubtedly would have returned to crime. Sometime later a job was secured for him which unfortunately was not of long duration. The parole officials were instrumental in securing his return to his home town. The Association aided with carefare, and a later word received by the parole officer indicated that the parolee had secured employment on a farm.

One of the major problems confronting the bureau is the securing of jobs for parolees and probationers. In an effort to vividly illustrate the situation confronting the released prisoner there has been incorporated elsewhere in this report a statement entitled "I Came Out of Prison." A similar story might well be written concerning the barriers met by the Association in its quest for a job for the ex-prisoner sincere in his desire to become a law-abiding citizen. The problem is one to be solved not by the Association alone, but with the wholehearted co-operation of the general public.

\* All names and initials are fictitious and as such are not intended to apply to any former or present inmates.

## STATISTICS OF EMPLOYMENT AND RELIEF BUREAU FOR 1939

Total interviews*	6,399
Interviews with clients	4,134
Different men interviewed	2,348
Men released from New York City penal institutions	1,766
Men released from New York State penal institutions	323
Men released from out-of-State penal institutions	166
Men released on probation	79
Men with no criminal record (special)	14

2,348

Meals provided	3,596
Nights lodging provided	951
Men placed in employment	306
Men given cash relief	1,473
Men given clothing	76
Total cash relief given	\$4,468.16
Total cost of meals and lodgings	\$756.98
Total amount spent solely for relief	\$5,225.14

### Family Service Bureau

A man is sentenced to prison, first, to give at least temporary protection to society and second, to effect his rehabilitation. Neither of these purposes can succeed if nothing is done about the prisoner when his thoughts are preoccupied with the problems and sufferings of those he left behind. Society's frequent indifference to his family's suffering tends to give him a vindictive attitude. He is "going to get even" with society when he is released, and has resigned himself to a criminal career. In prison he becomes a behavior problem and is disciplined, and feels that there is no authority that can control him. With such attitudes the inmate is not rehabilitated and society is not protected.

This is one of the reasons why some of the best plans and efforts of well-conducted institutions are of no avail in furthering the process of rehabilitation. If the inmate worries about whether his family is able to maintain itself—whether his wife is sick—if she is receiving proper care—if the rent is paid—if his children have food and clothing—and many other practical, every-day "ifs," then the institution has a doubly difficult, if not an almost impossible task of rehabilitation.

It can be readily understood, therefore, that the Family Service Bureau's work is inextricably related to the rehabilitative process of the institution.

The bureau receives innumerable letters from prisoners expressing their thanks and gratitude for the counsel and material aid extended their families. This is, in itself, a clear indication that the vindictive attitude of the prisoner has been diminished if not eliminated.

The following letters from inmates are of interest in this respect:

I think it is high time that I wrote and expressed my deep gratitude to you and your organization for the aid you have rendered my wife for the past several months. Naturally, this boon has benefited me in an indirect manner and made my confinement much easier to endure.

\* Includes personal and telephone interviews with clients, parole and probation officers and agency officials.

Mrs. S. has written several times about you and of your humane and deep understanding. Her physical condition for the last few years has been delicate and the fact that she is managing to stand up under this punishment which I unintentionally have inflicted upon her is in no small measure due to you.

Although I have always taken great pride in having an adequate vocabulary, I find myself unplugged now and groping for words that would reflect my sincere reaction for all you have done. I only hope that some day, it may be possible for me to reciprocate this kindness that you have shown.

\*J—S—

No. 19,163

My mother informed me of the gracious aid furnished her at Christmas through your kindly intervention. I could not permit this occasion to pass without my gratitude for your help.

We had planned to spend the holidays together, but, as the old adage relates—The best laid plans of mice and men, etc.—served to alter these intentions. Not having the prime requisite, a position, I was set back another year, until October, 1940.

You can readily perceive that because of this situation, your help was more than welcome, for it enabled my mother to overcome the bitter disappointment of my failure to be with her. I hope and pray it shall not be the case next Christmas time.

In closing, please accept the heartfelt thanks from one who sincerely appreciates the gesture of kindness, especially when it means so much in gladdening the spirits of a soul in despair, as was my mother's.

\*R—B—

No. 20,123A

The Family Service Bureau is established to be of service to families of men serving terms of imprisonment, and is under the trained and experienced direction of Miss Martha Freundlich. Clients are referred by prison officials, police, parole and probation officers, private and public welfare agencies and friends of the Association. Thorough investigations are made before extending financial assistance and cases are followed up under the best standards of procedure.

\* Ruth G.'s husband, for example, had been arrested for an assault. He left her with a four-months-old baby and fifty cents expense money. Ruth had no friends in the city, and her landlord threatened to evict her with her few belongings. Ruth was desperate; she tried to commit suicide. She was unable to find help. She had a mother somewhere, but she was a drunkard and prostitute. The court, years ago, sent Ruth away from the woman who did not deserve the name of "mother." Ruth implored her husband for advice during a visiting hour at the jail. How could he help? He was behind prison bars! The legal adviser of Mr. G. knew of the Prison Association and sent Ruth to the office of the Family Service Bureau. A small apartment was found for her and second-hand furniture purchased by the Prison Association. She is now applying for assistance from the public relief authorities and the Prison Association is helping her until the case is accepted. The bureau will then continue to give guidance and advice, and supplementary funds for emergency needs.

\* All names, numbers and initials are fictitious

Not all the people who apply need financial assistance, some of them are fit to work but are unable to find jobs. With the co-operation of reliable employment agencies, and through requests made to the bureau for employees, these problems are generally solved.

Attention is given to the education, religious training and recreation of the family; and emphasis is placed upon provision for food, shelter and clothing. The limited funds of the organization do not permit it to provide permanent relief, and it is, therefore, necessary to refer families to the Emergency Relief Bureau, Board of Child Welfare, Veterans Relief, and unemployment insurance sources. No one is turned away from the Prison Association's Family Service Bureau. If their problem can be better solved by another organization prompt referral is made.

Crime prevention is another function of the bureau. We look back with pride at the large number of children who might have become delinquent had they not been guided in the right direction and aided in their normal development. To illustrate:

\* Mrs. A. is living with her family in a congested neighborhood. The children were small when her husband died. Mrs. A. did not care how she brought up the children. Her main interest was her own pleasure. Her children became uncontrollable and delinquent, and later as they came into adolescence they preferred to hang around poolrooms and associated with questionable characters and petty thieves. Four of Mrs. A.'s sons are now serving long sentences in penal institutions, and unfortunately Mrs. A. is proud of the publicity her family has received. Two children are still at home with her—a boy of sixteen and a girl of eighteen. Strenuous yet successful efforts were made to provide employment for the girl and to bring both children in contact with the nearest settlement house. As for the boy, the Association is doing its utmost to prevent him from following the example of his older brothers. Plans are being made to place him with an understanding family in the suburbs. It is hoped that in wholesome surroundings, with sympathetic foster parents, he will be able to readjust himself and become a law-abiding citizen.

These children and hundreds of others were encouraged to join settlement house activities. During the summer nearly one hundred children were given beneficial summer camp vacations through the efforts of the Family Service Bureau, and all returned healthier in body and mind.

In 1939, as in countless years that have gone before, the Association held its traditional Thanksgiving and Christmas parties. On both occasions packages of food were given to families known to the Association and at Christmas toys and clothing were given and a Christmas tree erected for the children.

The place of the private agency in a relief field largely dominated by governmental agencies is sometimes questioned and it seems appropriate to call attention to a statement appearing in the

\* All names and initials are fictitious.

December 4, 1939, issue of the *New York Times* signed by the New York City Commissioner of Welfare, the New York State Commissioner of Social Welfare and the acting administrator of the Works Progress Administration, entitled "The Need for Private Charity Remains Acute":

The need for private charity remains acute. Governmental programs to relieve want provide the essentials of life for many thousands of men, women and children, but they cannot meet the full requirements of the community without the co-operation of the private charitable agencies.

Upon the private charities primarily falls the responsibility for rehabilitating human beings so crushed by long suffering that they must have something more than bread and shelter if they are to lift up their heads again. The agency staffs are skilled through years of experience in dealing wisely and gently with delicate human problems. Within the sources available to them these agencies can provide for a host of sufferers the individual, sympathetic guidance that may mean the difference between drab existence and restoration to hope and usefulness.

In many of these cases the public and private agencies work hand in hand. In others, the private charity assumes full care of the bewildered and the distressed. There is a clear field for both forms of endeavor; the private agencies, no less than the public, perform an essential task.

The Prison Association of New York, through its Family Service Bureau, is proud to be counted as one of the important private agencies. Its relationship with clients possessing unusual and difficult problems is founded on the experience of almost a century and continues on a personal, individualistic and intelligent basis.

#### STATISTICS OF FAMILY SERVICE BUREAU FOR 1939

Families under care, January 1, 1939	254
New cases received	144
Old cases reopened	30
Total number of families under care	428
Cases closed	177
Families under care, December 31, 1939	251
Total amount of cash relief given	\$3,453.75
Visits to homes, relatives, and social agencies	1,082
Office interviews (involving advice, guidance, and giving of material aid, etc.)	1,171
Individuals provided with Thanksgiving and Christmas dinners	634
Children given toys at Christmas	201
Children sent to summer camps	91
Women and children referred to medical and dental clinics	76
Women and children referred to mental hygiene clinics	21
Women and children referred to settlement clubs, day nurseries, church clubs, Y.M.C.A., Y.W.C.A., Y.M.H.A., Y.W.H.A., etc.	65
Women referred to the Legal Aid Society and the Voluntary Defenders' Committee	13
Women referred to the Family courts of New York	22
Women and girls referred for employment	123
Eligible cases referred to public relief agencies (Board of Child Welfare, Emergency Relief Bureau, Veterans' Relief, Old Age Assistance)	176
High school students referred to the National Youth Administration	16
Clothing given	25
Emergency food orders	67
Referred to co-operating private welfare agencies	67



## LEGISLATION

How to better combat crime is the perennial question with varying intensity before the Legislature. Bills are introduced affecting court procedures, penalties, probation, parole, and institutional organization and administration. Realizing that a legislative session can have a far-reaching effect on a state's philosophy of crime treatment, the Association has long made it a practice to be active at the State capitol, or through correspondence, in an effort to give helpful information and guidance to legislators in the consideration of bills introduced. During the 1939 session the following bills held the Association's attention:

### Approved

*Senate Int. No. 113, Pr. No. 114*: Providing for sanity examination by Mental Hygiene Department of persons indicted for homicide, arson, assault first degree, crimes against children, kidnaping or rape, or indicted after previous felony conviction. *Failed of passage.*

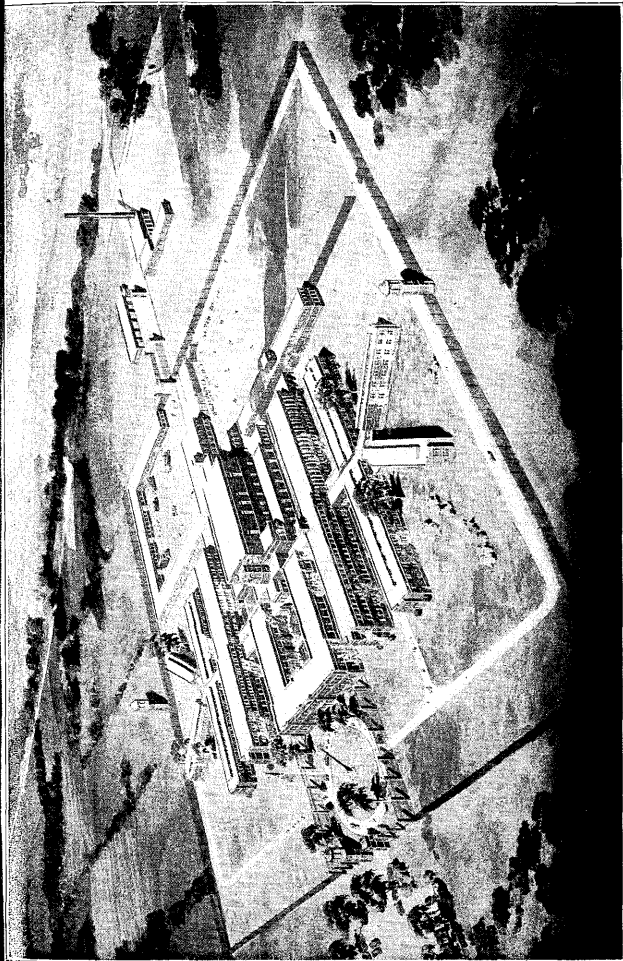
*Senate Int. No. 372, Pr. No. 384; Assembly Int. No. 499, Pr. No. 2423*: Strikes out provision which specifies Bertillon method of identification of criminals by institutions under jurisdiction of Correction Department, eliminates obsolete references and requires officials of county jails to furnish certain identification records. *Chapter 243.*

*Senate Int. No. 526, Pr. No. 547; Assembly Int. No. 758, Pr. No. 788*: Strikes out provision that warden or superintendent of State prison, reformatory or penitentiary, before transferring mental defective to another institution, shall see that he is clean and provided with a new suit of clothing. *Chapter 260.*

*Senate Int. No. 631, Pr. No. 1818; Assembly Int. No. 904, Pr. No. 1836*: Transfers provisions which deal with transfer of misdemeanants in State institutions from section dealing with mental defectives and consolidates two amendments to same section enacted at the same legislative session. *Chapter 372.*

*Senate Int. No. 632, Pr. No. 669; Assembly Int. No. 902, Pr. No. 938*: Repeals obsolete provisions relative to convict made goods. *Chapter 164.*

*Senate Int. No. 667, Pr. No. 704*: Authorizes Supreme Court, upon application of Attorney-General, to appoint trustees over property of inmates of State prisons, for payment of debts for support, education and maintenance of dependents and for payment of surplus, if any, to reimburse State for expenses incurred. *Failed of passage.*



(Courtesy Federal Bureau of Prisons)

U.S. PENITENTIARY, TERRE HAUTE, INDIANA

*Senate Int. No. 851, Pr. No. 1949:* Provides for examination to inquire into sanity or mental condition of defendant before or during trial or before sentence; repeals present provisions relating thereto. *Failed of passage.*

*Senate Int. No. 919, Pr. No. 997; Assembly Int. No. 1337, Pr. No. 1429:* Provides that persons charged with crime or detained as witnesses in institutions shall be examined for injuries at time arrested and records shall be kept from time of entrance or transfer to time of discharge. *Failed of passage.*

*Senate Int. No. 920, Pr. No. 998; Assembly Int. No. 1336, Pr. No. 1428:* Provides that persons arrested or detained, except those by warrant of Parole Board, shall be taken immediately before a magistrate or in New York City, if no magistrate is available, to nearest prison or institution not under police department; record shall be kept of time of arrest and arraignment with names and addresses of all interviewers. *Failed of passage.*

*Senate Int. No. 997, Pr. No. 1083; Assembly Int. No. 1425, Pr. No. 1521:* Strikes out provision which requires warden to furnish insane prisoner with new suit of clothing upon transfer to Matteawan State Hospital. *Chapter 160.*

*Senate Int. No. 1033, Pr. No. 1119; Assembly Int. No. 1507, Pr. No. 1630:* Makes permissive instead of mandatory an inquiry by the grand jury into the condition and management of county prisons. *Chapter 770.*

*Senate Int. No. 1205, Pr. No. 1343; Assembly Int. No. 1743, Pr. No. 1922:* Strikes out provision which requires warden or superintendent of a correctional institution to furnish insane prisoner with new suit of clothing upon transfer to Dannemora State Hospital. *Chapter 136.*

*Senate Int. No. 1206, Pr. No. 1344; Assembly Int. No. 1741, Pr. No. 1920:* Corrects certain references to Criminal Code in section relating to commitments to Matteawan State Hospital. *Chapter 139.*

*Senate Int. No. 1207, Pr. No. 1345; Assembly Int. No. 1742, Pr. No. 1921:* Strikes out provision which refers to Napanoch as institution for those charged with or arraigned for criminal offenses so as to limit it to those convicted of criminal offenses. *Chapter 140.*

*Senate Int. No. 1208, Pr. No. 1346:* Authorizes superintendent of Napanoch institution to permit any prisoner therein to attend funeral or last illness of near relative. *Chapter 575.*

*Senate Int. No. 1454, Pr. No. 1654; Assembly Int. No. 1970, Pr. No. 2226:* Transfers to one section of Labor Law existing duplicate sections prescribing hours of labor and housing conditions of employees in institutions under supervision of Mental Hygiene, Social Welfare, Correction and Health Departments. *Chapter 653 (Assembly bill).*

*Senate Int. No. 1520, Pr. No. 1755; Assembly Int. No. 1913, Pr. No. 2145:* Authorizes members of State police upon arresting person for felony or for any of the major misdemeanors to bring the person to troop headquarters for fingerprinting and photographing. *Chapter 202 (Assembly bill).*

*Senate Int. No. 1615, Pr. No. 2734:* Provides that admission to bail of defendant may be by magistrate who holds him to answer, instead of only by magistrate mentioned in section 147 when crime is a misdemeanor or a felony punishable by not exceeding five years. *Chapter 664.*

*Senate Int. No. 1664, Pr. No. 1952:* Strikes out provision that inspection by State Commission of Correction, or institutions for detaining adults, charged with crime or as witnesses or debtors, shall be subject to control of Correction Commissioner. *Vetoed.*

*Senate Int. No. 1948, Pr. No. 2736:* Abolishes present system of lunacy commissions, and establishes one under which persons charged with crime shall be examined for sanity, by qualified psychiatrists who are on public hospital staffs in the community in which the person to be examined is tried; in New York City an assistant corporation counsel is to be assigned to aid the psychiatrists. *Chapter 861.*

*Senate Int. No. 1982, Pr. No. 2871:* Provides that a prisoner convicted of felony committed while on parole from Elmira Reformatory must before beginning to serve the sentence therefore, serve in State prison the portion remaining of maximum term on which he was released on parole, subject to discretion of Parole Board to allow him to serve any portion thereof; strikes out provision that parole violators shall not be eligible for further parole. *Chapter 753.*

*Senate Int. No. 1983, Pr. No. 2430:* Provides that time spent by paroled prisoner in a prison or jail by virtue of his arrest as a parole violator shall, upon his return to prison or Elmira Reformatory, be calculated as part of the term of the sentence imposed on him. *Chapter 621.*

*Senate Int. No. 1985, Pr. No. 2872:* Permits Parole Board to allow any prisoner serving an indeterminate sentence to commence service of a subsequent term after he shall have served the minimum of such prior indeterminate sentence which shall continue until maximum thereof has expired. *Chapter 624.*

*Assembly Int. No. 414, Pr. No. 423:* Authorizes extension of State Civil Service Commission to guards and keepers in county jails and penitentiaries. *Failed of passage.*

*Assembly Int. No. 643, Pr. No. 2408; Senate Int. No. 583, Pr. No. 611:* Provides that area for jail liberties for Steuben county shall include any road or highway extending from village of Bath to such jail. *Chapter 281.*

*Assembly Int. No. 741, Pr. No. 766:* Requires Correction Commissioner to segregate first offenders from other prisoners in State prisons. *Failed of passage.*

*Assembly Int. No. 997, Pr. No. 2596:* Incorporates in the Correction, County Domestic Relations, Education, Executive, General Business, Judiciary, Navigation, Penal, Real Property, State and Tax Laws, Civil Practice Act, Criminal Code, Surrogate's Court Act, New York City Inferior Criminal Courts Act, and New York City Municipal Court Code and Chapter 4 of 1891 (Rapid Transit Act), certain unconsolidated provisions of law affecting territory wholly in New York City. *Chapter 661.*

*Assembly Int. No. 1528, Pr. No. 1651; Senate Int. No. 1189, Pr. No. 1324:* Eliminates from Penal Law, and Criminal Code obsolete provisions relating to convicts and transfers and rearranges provisions of Penal Law relating thereto. *Chapter 209.*

*Assembly Int. No. 1490, Pr. No. 2405:* Provides that no person shall be examined for position in competitive class of civil service unless he is a citizen of the United States. *Chapter 767.*

*Assembly Int. No. 1638, Pr. No. 2763:* Provides that any person convicted of offense punishable by imprisonment in Elmira Reformatory or New York State Vocational Institution shall before sentence be committed to custody of Correction Department for study and recommendation. *Vetoed.*

*Assembly Int. No. 1639, Pr. No. 1796:* Establishes in State Correction Department a division of classification and distribution to determine chiefly the differences in background, training and mentality of prisoners, anti-social and vicious types, and character of treatment and housing for different classes. *Failed of passage.*

*Assembly Int. No. 2227, Pr. No. 2695; Senate Int. No. 1701, Pr. No. 2004:* Requires sheriff to keep an account of moneys expended or obligated for purchase of food for inmates of county jail and makes it unlawful for him to receive or demand additional fee for any services rendered in connection with purchase of food. *Failed of passage.*

### Opposed

*Senate Int. No. 23, Pr. No. 23; Assembly Int. No. 28, Pr. No. 28:* Prevents State and local civil service commissions from setting up rules discriminating against any person from qualifying for position in classified civil service because of his or her education, credits for education qualifications being declared void except in case of professional and other positions where educational requirements are imposed by statute. *Failed of passage.*

*Senate Int. No. 230, Pr. No. 1661:* Gives employees of Dannemora State Hospital right to board outside and be allowed additional compensation of \$24 a month. *Failed of passage.*

*Senate Int. No. 512, Pr. No. 533; Assembly Int. No. 187, Pr. No. 187:* Prohibits brush-making by prisoners in any State or local penal institution for use of any public institution except State correctional and State charitable institutions. *Failed of passage.*

*Senate Int. No. 816, Pr. No. 872; Assembly Int. No. 223, Pr. No. 223:* Prohibits oral examinations for all competitive civil service positions except where merit and fitness cannot be determined or ascertained by written examination, oral examinations or personal interviews not to constitute part of promotion examination except for executive positions. *Failed of passage.*

*Senate Int. No. 1176, Pr. No. 1666; Assembly Int. No. 1647, Pr. No. 2232:* Provides for court procedure to determine mental ability of person charged with crime to understand the nature thereof and defend himself, and repeals certain provisions for appointment of lunacy commissions. *Failed of passage.*

*Senate Int. No. 1590, Pr. No. 1850:* Repeals the penal provision relative to weapons in automobiles and to presumption of possession. *Vetoed.*

*Senate Int. No. 1638, Pr. No. 1915:* Creates State lunacy authority in Executive Department and provides for local lunacy boards in each judicial district for examining persons held in confinement for a felony or certain major misdemeanors. *Failed of passage.*

*Senate Int. No. 2176, Pr. No. 2782:* Repeals provisions of Criminal Code relating to appointment of commissions to inquire into sanity of defendants before or during trial, and authorizes judge to commit defendants to a State hospital for criminal insane. *Vetoed.*

*Assembly Int. No. 136, Pr. No. 136:* Provides where sentence is death, Governor, Attorney-General, Commissioner of Correction, chairman of Parole Board and trial judge shall constitute board of pardons with power, upon majority vote, to grant commutations and pardons. *Failed of passage.*

*Assembly Int. No. 421, Pr. No. 430:* Authorizes Court of Claims to determine claim of Thomas H. Murphy for unpaid salary as warden of Clinton Prison. *Vetoed.*

*Assembly Int. No. 454, Pr. No. 464:* Authorizes New York City magistrates to order investigation of adolescent offenders including criminal, social, physical, mental and psychiatric history, and to remand defendant or admit him to bail for not more than ten days pending receipt of report. *Failed of passage.*

*Assembly Int. No. 513, Pr. No. 524; Senate Int. No. 366, Pr. No. 374:* Strikes out provision that no articles manufactured in State correctional institutions and penitentiaries shall be purchased from

any other source for State or public institutions, except uniforms for inmates of State camp for veterans or New York State Women's Relief Corps Home, unless on certificate of Correction Commissioner that such articles cannot be furnished. *Failed of passage.*

*Assembly Int. No. 771, Pr. No. 801:* Creates temporary commission to consist of five Senators, five Assemblymen, and three members appointed by Governor to make study and investigation of mental disorders and their relation to crime and criminal tendencies, to report on February 15, 1940, and appropriates \$50,000. *Failed of passage.*

*Assembly Int. No. 862, Pr. No. 1367:* Increases from ten to fifteen cents per mile the amount payable to sheriffs of Putnam county for traveling expenses, and legalizes payments heretofore audited and paid by supervisors. *Vetoed.*

*Assembly Int. No. 1512, Pr. No. 1635; Senate Int. No. 1262, Pr. No. 1400:* Permits State agency, other than Governor, to grant reprieves, commutations and pardons after conviction, if authorized by law to do so. *Failed of passage.*

*Assembly Int. No. 1569, Pr. No. 2646; Senate Int. No. 1095, Pr. No. 1213:* Creates temporary State commission of thirteen members, three to be appointed by Governor, five senators and five members of Assembly, to make comprehensive study and analysis of prevention and detection of crime, the enforcement of laws and prosecution and trial of violators, and appropriates \$25,000. *Vetoed.*

*Assembly Int. No. 1813, Pr. No. 1996:* Provides that persons arrested for certain forms of disorderly conduct must be taken immediately before a magistrate if one is accessible, and otherwise before a police captain, lieutenant or sergeant, and given opportunity to be admitted to bail in sum of \$10. *Failed of passage.*

# A DECLARATION OF THE PRINCIPLES OF PAROLE

WE, THE DELEGATES TO THE NATIONAL PAROLE CONFERENCE, ASSEMBLED AT THE REQUEST OF THE PRESIDENT OF THE UNITED STATES, AND REPRESENTING THE GOVERNORS OF THE SEVERAL STATES, THE JUDICIARY, FEDERAL, STATE, AND MUNICIPAL LAW ENFORCEMENT OFFICIALS, THE CHURCH, THE COMMUNITY, AND THE VARIOUS PENAL AND CORRECTIONAL SYSTEMS IN THE UNITED STATES,

## Recognizing that

*Practically all imprisoned offenders are by operation of law ultimately released, and that Parole, when properly administered and carefully distinguished from clemency, protects the public by maintaining control over offenders after they leave prison, do declare and affirm that*

## For Parole Fully To Achieve Its Purpose

I The paroling authority should be impartial, nonpolitical, professionally competent, and able to give the time necessary for full consideration of each case;

II The sentencing and parole laws should afford the paroling authority with broad discretion in determining the time and conditions of release;

III The paroling authority should have complete and reliable information concerning the prisoner, his background, and the situation which will confront him on his release;

IV The parole program of treatment and training should be an integral part of a system of criminal justice;

V The period of imprisonment should be used to prepare the individual vocationally, physically, mentally, and spiritually for return to society;

VI The community through its social agencies, public and private, and in cooperation with the parole service should accept the responsibility for

improving home and neighborhood conditions in preparation for the prisoner's release;

VII The paroled offender should be carefully supervised and promptly reimprisoned or otherwise disciplined if he does not demonstrate capacity and willingness to fulfill the obligations of a law-abiding citizen;

VIII The supervision of the paroled offender should be exercised by qualified persons trained and experienced in the task of guiding social readjustment;

IX The State should provide adequate financial support for a parole system, including sufficient personnel selected and retained in office upon the basis of merit;

X The public should recognize the necessity of giving the paroled offender a fair opportunity to earn an honest living and maintain self-respect to the end that he may be truly rehabilitated and the public adequately protected.

Signed April 18, 1939



Frank Murphy  
Attorney General of the United States  
Chairman, The National Parole Conference.

Signed: 

Harold M. Stephens  
Deputy Justice, United States Court of Appeals  
for the District of Columbia  
Chairman, Committee on Parole.

## THE NATIONAL PAROLE CONFERENCE

The most significant development in the field of parole since its inception many decades ago was the National Parole Conference, called by Attorney-General Frank Murphy at the request of the President of the United States. The Conference, held in Washington, D. C., April 17 and 18, 1939, was attended by delegates from the forty-eight states and included many governors, attorneys-general, industrialists, penologists, police officials, prosecuting attorneys and others interested in extending the reach and influence of good, intelligent parole. This Conference had its origin in a conversation between the Hon. Sam A. Lewisohn of New York, and E. R. Cass, General Secretary of the Prison Association of New York, and in line with the Association's unceasing relationship with the development of good parole it was gratifying that the President, through Mr. Lewisohn, recognized the need for such a gathering.

The Prison Association of New York takes unusual pride in noting the success of the Conference, in view of its long interest in the problem of parole, and desires to pay tribute to the Hon. James V. Bennett, Director of the United States Bureau of Prisons, who so efficiently managed its many details. It will be remembered that the development of the reformatory system was largely the result of the efforts of members of the Association some seventy-five years ago; and the close relationship of this movement and the indeterminate sentence and parole, culminating in later years with the organization of the present New York State Division of Parole, is of great satisfaction to the Association.

In planning the program and other details of the Conference it was emphasized that the meetings and discussions should be a medium for the voice of leaders in all walks of life and not a technical or professional conference. The result was that the great majority of speakers and discussion leaders were national figures having no axe to grind except the establishment of sensible and intelligent parole in the best interests of society.

Parole cannot be expected to progress until it has unified public support, and the support of the public cannot be gained until people, generally, are convinced that parole in theory is progressive and sound, and that the present criticism is actually directed at the administration of parole and not at its true purpose. The Conference confirmed many of the findings and observations made during the years by the Association. The lack of uniformity of parole laws, the imperative need for the disassociation of politics from parole administration, the importance of an adequate and trained personnel, the further realization that imprisonment is preparation for parole, the need for careful selection and supervision, and the realization by the public of its responsibility to the parolee, were vividly stressed by those in attendance.

The true purpose of parole was admirably stated by President Roosevelt in his nationally-broadcast address in these words "... the true purpose of parole is to protect society—all of us—by supervising and assisting released prisoners until they have a chance to get on their feet and show that they intend to live law-abiding, self-supporting lives." The President chose to emphasize that "... we know from experience that parole, when it is honestly and expertly managed provides better protection for society than does any other method of release from prison. Well administered parole is an instrument of tested value in the control of crime. Its proper use in all jurisdictions will promote our national security."

The Prison Association of New York was represented at the Conference by its General Secretary and the Assistant Secretary and from the beginning the Association urged and emphasized the need for a concise, yet all-inclusive, statement of the principles of parole. The General Secretary was a member of the Conference Committee on Declaration of Principles, under the chairmanship of Hon. Harold M. Stephens, Associate Justice of the U. S. Court of Appeals for the District of Columbia, and it is with gratification that we reproduce as a part of this annual report, the "Declaration of the Principles of Parole."

As a part of the Parole Conference machinery four technical committees were organized as follows:

#### *Committee on Declaration of Principles*

Hon. Harold M. Stephens, Associate Justice, U. S. Court of Appeals for the District of Columbia, Washington, D. C., Chairman.

#### *Committee on Standards and Procedures in Institutional Preparation for Parole*

William J. Ellis, Commissioner, State Department of Institutions and Agencies, Trenton, New Jersey, Chairman.

#### *Committee on Standards and Procedures in Parole Supervision*

Rt. Rev. Msgr. John O'Grady, Secretary, National Conference of Catholic Charities, Washington, D. C., Chairman.

#### *Committee on Standards and Procedures in Parole Selection and Release*

Hon. Joseph J. Canavan, Chairman, New York State Parole Board, Albany, New York, Chairman.

As a result of the findings, and general enthusiasm and acclaim given the Conference, a *Committee on Further Action* was appointed under the chairmanship of Professor John B. Waite, of the University of Michigan Law School. The General Secretary is also a member of this committee and the Prison Association of New York will continue to strive for the improvement of parole to the point that

it exonerates itself from the strong indictment it has brought upon itself.

Space does not permit a detailed report of the addresses and findings of the Conference and it is suggested that interested persons communicate with the Director of the United States Bureau of Prisons, Department of Justice Building, Washington, D. C., requesting a copy of the "Proceedings of the National Parole Conference." In an effort to briefly summarize the remarks of some of the nationally known speakers the following are direct quotations from the addresses of those indicated:

The President of the United States:

As I review our achievements in this co-ordinated drive against crime, it seems to me that we have made the least progress in the very important matter of getting people from prison back into society. This conclusion I am told is confirmed by the findings of the Attorney-General's Survey of Release Procedures now being published by the Department of Justice. This is an unfortunate state of affairs. Let us not forget for one moment that 97 out of every 100 of the men and women we send to prison must some day come out again. Between 60,000 and 70,000 persons are released from Federal and State prisons and reformatories every year. What they do when they come out is a matter of great importance to all of us. It is a nation-wide problem and at the same time a local problem. We make little permanent gain by the arrest, prosecution, and punishment of prisoners if they go back to criminal activities. More than one-half of the persons in prison today have had to be locked up at least once before for a violation of the law. We have bungled in the manner and the method of their release.

After the necessarily strict routine of prison life it is difficult for a discharged prisoner to stand on his own feet in the swift running currents of a free man's world. Often, if he has been in prison very long, he will have lost the habit of making his own decisions. He usually faces tremendous difficulties in finding a job. In many cases his prison record cuts him off from the friendship of law-abiding people. These circumstances tend to push a man back to a life of crime unless we make it our business to help him overcome them. That is the reason why I have long been of the opinion that parole is the most promising method of terminating a prison sentence.

Parole is the conditional release of an offender under expert supervision while the state still has control over him. It is an integral part of the treatment begun the moment the man enters a correctional institution.

Parole is not pardon. When a man is pardoned, his crime is forgiven. Parole is not a shortening of the sentence because of good behavior in prison. This is called "good time allowance" or commutation for good behavior, and it is given by law as an aid to prison discipline.

Parole is not probation. A person on probation has never been sent to prison for his offense.

And, of course, parole differs from outright discharge on the final day of the offender's sentence. When a man is paroled he is still subject to the control of the authorities and he can be put back in prison without a formal trial if he does not live up to the conditions of his release.

The true purpose of parole is to protect society—all of us—by supervising and assisting released prisoners until they have a chance to get on their feet and show that they intend to live law-abiding, self-supporting lives.

Now, naturally, I am speaking of real, honest, well-administered parole: parole granted only after a prisoner has shown improvement during a period of constructive treatment and training in prison and only after a thorough and searching study of his case; parole under the supervision of qualified parole officers.

Much of the criticism which we have heard directed at parole is due to the fact that while 46 of our states have parole laws, less than a dozen have provided the money and the personnel which are necessary to operate a real

parole system. Some of the criticism is due, too, to the fact that the parole power sometimes has been used to grant political or personal favors. This combination of neglect and abuse in the administration of the parole power is a matter of serious national concern. How well or how poorly a parole system operates in one section of the country may affect the lives of citizens throughout the nation.

On the other man, we know from experience that parole, when it is honestly and expertly managed, provides better protection for society than does any other method of release from prison. That has been shown by the operation of the Federal parole system and in those states which have applied modern parole methods.

These are the reasons why I asked Attorney-General Murphy to call this National Parole Conference. As I wrote to him on January 25, 1929, I hope that this Conference will serve to acquaint our people with the facts concerning parole and clear up widespread misconceptions about it. Parole will never succeed if it is merely a government function and does not have the understanding and help of individual citizens in every community.

It is especially important that people should not be deceived by violent attacks on properly run parole administrations if one parolee goes wrong and commits another crime. The fact is that while a properly run parole system gives no guarantee of perfection, the percentages of parolees who go straight for the rest of their lives are infinitely higher than where there is no parole system at all.

I hope you will let us know the ways in which the Federal government can best co-operate with the governments of the several states in strengthening this important sector of our nation-wide attack on crime. I felt that these objectives could not be reached unless this Conference included representatives of all branches of law enforcement, public welfare administration, and the general public. A technical job necessarily, it is one which must be geared into the work of other branches of law enforcement.

That is why Attorney-General Murphy invited governors, judges, legislators, state attorneys-general, prosecutors, police and prison officials, public welfare administrators, social workers, educators, and representative citizens as well as those directly engaged in parole work, to take part in this Conference.

Democracy succeeds through the thoughtful public service of its citizens. A conference of this kind is in accord with the American democratic way.

Well-administered parole is an instrument of tested value in the control of crime. Its all jurisdictions will promote our national security. If your deliberations serve that end, as I am sure they will, you will have rendered a very important public service.

*Honorable Sam A. Lewisohn*, Member, New York State Commission of Correction:

The President showed his profound understanding of the scope of the parole problem by suggesting that this gathering include judges, members of the bar, police authorities, prison officials, prosecuting officers, public welfare experts, social workers, and representative citizens, as well as those directly engaged in the administration of parole. For the manner in which parole is administered affects, and is affected by, every other agency in the broad field of crime prevention and control.

The secretary of the Conference has been good enough to show me a list of those who have accepted invitations to participate in this Conference and I can see that this is a truly comprehensive gathering. Not only is every branch of law enforcement represented, but the governor of every state has sent one or more delegates. In fact, among the 500 delegates there are 5 governors, 14 state attorneys-general and a great majority of United States district attorneys besides a large number of judges, both Federal and State. Indeed, I do not believe that a more representative group of men and women has ever been brought together in this country to discuss any single aspect of the crime problem.

As we meet in the first general session, I would like to review once more the President's objectives in requesting the Attorney-General to call this Conference.

First of all, he desires that the facts about parole be presented to the nation. For that we can look to the distinguished gentlemen who will address the sessions of the Conference.

In the second place, he wishes us to reach agreement as to desirable standards in parole administration. Our technical committees and their able chairmen have prepared reports for our consideration which bear directly on this part of our subject.

And in the third place, he has expressed the hope that we may point the way to closer co-operation between the Federal government and the governments of the several states. I am sure that our deliberations will bring forth concrete suggestions along this line.

If I were to pick out the four worst enemies of parole I would say that they are:

First, the baneful influence of political patronage in the selection of parole personnel—and often as a consequence, in the granting of paroles.

Second, I would say that the failure of many states to provide funds for the operation of an adequate parole system, including a sufficient number of qualified parole officers, is another baneful influence.

Third, the confusion in many people's minds between parole and the statutory commutation of sentence as a reward for good behavior in prison.

And fourth, and perhaps worst of all, is the mistaken use of the parole authority, as a means of granting clemency, which has temporarily identified parole with a sentimental approach to crime and criminals.

Until these enemies are routed, we cannot expect parole to enjoy the full confidence of the public.

*Hon. Frank Murphy*, Attorney-General of the United States:

I believe we can also agree that one of our biggest jobs is to sell the idea of parole to the general public. I doubt that any other part of our governmental machinery or system is more widely misunderstood.

Ask the man on the street to tell you what he thinks of parole, and you will be surprised at the number who believe that it is some sort of a way of "beating a rap." Ask someone else for his opinion and he will tell you parole is just another kind of sentimental "mollycoddling."

To those of us who work with parole or have a deep interest in it, these are absurd notions, of course. But we cannot just let it go at that. If the parole system is to be put to work generally throughout our country for the benefit of society, the public must be set straight as to what exactly is meant by parole. They must be convinced that parole is not a form of forgiveness for crime or an excuse for delivering criminals from jail. No serious friend of parole has ever thought so. The public must be shown that parole is the most scientific method yet devised of helping the man who is released from prison to adjust himself to normal community life.

The public must be told not only what parole is but why it is. We must show the man on the street why the facts make parole a necessary part of our government structure.

The facts, of course, are that prison doors swing out as well as in and with almost equal frequency. Few men die in prison. Ninety-five per cent of the persons sentenced to prison eventually return to the community to live. Often they return bewildered and embittered. To many of them the world seems a cold and friendless place, and in such a world it is easy to go back again to a life of crime. Unless society takes steps to prevent it, that is very often exactly what happens.

But an intelligent society will take these preventive steps. Through the agencies of government it will make every effort to guide the offender and help him find a normal place in the company of men. Parole, because it uses the methods and the techniques of science, is the best answer to this need that our society has yet found.



*Hon. Herbert H. Lehman, Governor of the State of New York:*

#### CONSERVING HUMAN RESOURCES THROUGH PAROLE

No prisoner has a right to parole. The public does have a right to parole. It has the same right to effective parole, and the added protection it offers, as it does to efficient police, speedy and effective prosecution and conviction, and prisons devoted to changing the attitude of the criminal.

I cannot discuss just parole of itself because parole is the culmination of a long process to protect the public from the proved offender. The need of parole is born of our method of treating criminals by a term in prison. The success or failure of parole is determined in large part by the conditioning of the prisoner, not only in prison, but by other law-enforcing agencies with which he has come in contact. Parole is the final step to protect the community from the offender who at the conclusion of his sentence will return a free man—as free as you or I—to the community.

Parole is no panacea for crime. There is no panacea. Alert and modern police methods are important, but they are no cure-all. Skillful and speedy prosecution is important, but it is of itself no panacea. Prisons where men can improve and not degenerate are important, but they are no panacea. Each step in the law enforcement and correction program is, in my opinion, equally important. All steps need to be fired throughout with the same zeal, the same integrity, the same high-minded purpose.

No, parole is no panacea. But effective parole does offer these necessary services to the public.

Parole is the only test of the efficacy of our prison treatment;

It is the only period in the life of the ex-prisoner when he can be plucked out from the community on indications of dangerous behavior, and not just after he has committed a crime;

It is the only system which has the legal authority to compel the former offender to live up to satisfactory standards of conduct;

It is the only period of supervision that the ex-prisoner has in normal society before he is a completely free man.

Parole protects the public best when it has been able to bring about the genuine re-establishment of the former criminal as an honest and self-supporting member of the community. It contains, however, that extra protection for society in the right to remove from the community any potentially dangerous man under its supervision before the damage of crime is an accomplished fact. I repeat. No criminal has a right to parole but the public has a right to parole.

Criticism of parole was deserved. The State met the criticism by appointing an impartial and conscientious commission to investigate parole. Of that commission your chairman, Mr. Lewishon, was chairman. As a direct result of this investigation, set in motion by insistent public dissatisfaction, the State placed its parole system on a sound basis.

Public demand compelled the creation of a full-time, non-political Board of Parole.

Public demand compelled a scientific and thorough study of the criminal before possible selection for release.

Public demand compelled impartiality of selection by abolishing application for parole and by making parole consideration automatic under the law.

Public demand compelled appropriations sufficient for a trained and large supervisory staff.

Public demand compelled the placing of the staff under competitive civil service.

What the public demands, I reiterate, it will almost inevitably get, and what public opinion can exact in one state it can exact in another.

In spite of all handicaps, in spite of all difficulties, in spite of the almost hopeless, or at times hopeless, material with which we work.

Parole has justified itself, if for no other reason than that it has found a constructive rather than a destructive outlet for the talents of at least some of the men under its supervision.

Parole has justified itself, if for no other reason than that it has helped create more stable and healthy home lives for men whose bitter unhappy environments have set a fuse to their criminal activities.

Parole has justified itself, if for no other reason than that it has separated offenders from old criminal associates and found for them normal companionship.

Parole has justified itself, if for no other reason than that it has saved the children of criminals from corrosive influences by creating a better adjustment between their parents.

Parole has justified itself, if for no other reason than that it has compelled medical treatment for the diseased who both drained those around them and infected the innocent.

*Hon. Francis B. Sayre, Assistant Secretary of State:*

The real problem of penology is a problem of how to exert an effective influence upon human personalities. First-rate and speedy methods of apprehension and trial are vitally important, but they are only a part of a selective process to sift out those individuals who are in need of social restraint and treatment. The machinery of the courts does not reach down into the most difficult part of the problem of crime, which is one of touching and affecting human personalities.

During the period of incarceration the problem of social rehabilitation is infinitely difficult, as everyone who has wrestled with the task full well knows. During this period it is impossible to surround the inmate with normal influences or with normal contacts. He must become a member of a community necessarily ruled to a very great extent by suppression and exaggerated regimentation. Indeed, often it seems as if during the period of prison life everything was done to harden the personality and to unfit the individual for an independent and self-supporting life in a social community.

But when incarceration ends and parole begins, then comes a real chance—the opportunity to work with the individual amid normal surroundings and to help him to readjust to normal life. If we are to solve the problem of social rehabilitation, we must, I believe, look increasingly to parole.

If through lack of funds, or otherwise, the ease load of the parole officer is so heavy that he can do little more than check papers, as they report, if the parolee becomes subject to political control so that parole officers are interested merely in holding their jobs rather than in the rehabilitation of human personalities, parole work will do infinitely more harm than good.

If, however, the parole system is made to function in terms of the human equation, if it can be used to work results through the magic of personality playing upon personality, parole can, I believe, be our most effective method for controlling crime.

*President Robert M. Hutchins, University of Chicago:*

#### THE LEGAL AND SOCIAL CONCEPTS IN PAROLE

There is an amazing divergence between the popular notion of parole and the legal and social concepts on which the system is based. Most people seem to think that parole is the work of sub-sisters, professional humanitarians, and wavered sentimentalists. According to certain sections of the press all right-thinking citizens should rise up and abolish this social worker's nightmare. Actually, parole should appeal to those hard-boiled individuals that attack it; for parole is much more hard-boiled than releasing prisoners without it. Parole puts the prisoner under supervision after he is released. The alternative to parole is releasing the prisoner without supervision. As Illinois experience has shown, if it were not for parole, the prisoner would be released earlier, and he would be released upon an unsuspecting public which had no protection against him but the police. The choice is between release under supervision and release without supervision. No rational person could favor release without supervision. Release with supervision is parole.

Parole is also release with assistance. The plight of the ex-convict is celebrated in song and story. With a new suit, ten dollars, and a railroad ticket to the place from which he came, and which is therefore more likely to distrust him than any other, the prisoner is shoved out into the world. As Bernard Shaw has put it: "There is only one lucrative occupation open to him, and that is crime. If we are so hard-billed that we do not care about the future welfare of a man who has violated the criminal law, we may yet feel that to protect ourselves against him we must see to it that he is assisted to become a law-abiding member of society." Release with supervision and assistance is parole. The only other release would protect society with anything like the same effectiveness would be to send every offender to the electric chair.

First of all, parole is not an independent phase of criminal justice. The success of parole depends on the experience the criminal has had with the police force and its third degree, with the grand jury and its antiquated machinery, with the courts and their boss-ridden judges, with the penitentiary and all the brutalizing influences which characterize it. Any error in the administration of criminal justice must ultimately be reflected in the conduct of men on parole. If a judge fails to give probation and causes a man who has made one slip to be confined among hardened criminals; if an effort is made to give prisoners adequate training to fit them for employment; if at any stage the administration of the criminal law breaks down, the administration of parole will break down, too. For all the errors of criminal justice are cumulative, and the accumulation becomes evident in parole. The important efforts of progressive penitentiaries and the establishment of the school for guards in New York are therefore just as significant for parole as for the improvement of the penal system. We can see the immediate relevance to parole of the English plan of pre-release prisons. The object of that plan is to make the transition to freedom more gradual. During the period of incarceration in a pre-release prison the prisoner, who is due for early discharge, receives more and more privileges, winding up with full freedom of movement between the end of the working day and curfew. Such a program in this country would completely alter the problem of parole. Anything that makes the criminal law work differently will make parole different.

As parole cannot be isolated from the rest of the criminal law, so it cannot be isolated from the community. Present methods of supervision seem to rest on the assumption that reformation can be accomplished by the personal relationship between the parole officer and the man on parole. Are not the facts somewhat different? Do they not suggest that crime is largely the result of the collapse of social control in the community and the criminal largely the product of that collapse? We cannot be too optimistic about the success of parole when the offender is returned to the community which has had an important, if not a decisive, part in shaping his criminal career. The great possibilities of parole will not be realized until it is regarded as a part of a community program which aims to ameliorate conditions making for crime. A small beginning that may have far-reaching effects is now being made by Illinois. There, in one neighborhood, parole supervision is being carried on in close connection with a community scheme designed to reduce delinquency and prevent crime. How successful this little venture will be we cannot tell, but it does serve to dramatize the point that parole, the criminal law, and the community are not three questions but one.

In the third place, the improvement of parole rests on the introduction of what are known as scientific methods in its administration. I must confess to a certain skepticism about the use of the word scientific in this connection. Since no university president that I know does or can administer his university scientifically, I cannot think it appropriate of me to recommend to others that they administer the criminal law and the penal system scientifically. Further, I think there is a danger in talking about science and scientific methods in connection with social problems. Our people have such respect for the wonders of science that they are likely to think social

scientists must have concealed about their persons some mysterious gadget which if applied in the right way and at the right time will automatically heal all our social ills. We know that this is not the case. We know that the social sciences are yet so undeveloped that anybody who regards them as furnishing the answer to current social questions is due for a rude awakening. We must continue to promote research throughout the social field and assist the development of the social sciences but we should not delude either ourselves or the public into thinking that we can now solve social problems by methods that are scientific in the sense in which the methods of the natural sciences are scientific.

*Hon. Leverett Saltonstall*, Governor of the State of Massachusetts (Address delivered by Hon. Horace T. Cahill, Lieutenant-Governor of Massachusetts):

#### THE PUBLIC'S STAKE IN PAROLE

The public's stake in parole is a tremendous and a vital one—tremendous and vital, because the operation of parole concerns several primary obligations of government. It is a duty of government to protect its citizens from physical danger and from loss of property. It is a function of government to improve the quality of its citizenship in every way possible. Finally, it is an obligation of government, in protecting and improving its citizenship, to keep the expense of these obligations at the lowest possible level.

The parole system is here to stay, even though parole itself is always on the spot. Whenever an individual on parole commits a new crime, glaring headlines feature his record and the public condemns the system. When many released offenders who were never on parole break the law, again parole usually gets the blame. Yet, it is here to stay because we have accumulated enough experience to prove that it gives better protection to the public than any other method of releasing convicted criminals. It gives better protection to the public because it does not turn inmates loose at the end of their maximum terms, unguarded menaces to the public.

The officer who supervises and follows our friend out of jail must be a man of patience; he must have a sympathetic understanding of human nature, and be tolerant of its weaknesses. Parole agents must be specially trained in the employment field and in social supervision.

A parole system, furthermore, must be adequate. The personnel must be large enough for more than routine supervision of parolees. Mail order parole is a stumbling block to the progress of the whole movement.

The attitude of a man on leaving prison depends to a certain extent upon the type of prison where he has been held. If a novice has been in close contact with hardened criminals, his return to normal social life is made more difficult. To the extent that the State and Federal purses our prisons must be kept up-to-date and well administered.

*Hon. James V. Bennett*, Director, U. S. Bureau of Prisons:

#### THE PRESENT STATUS OF PAROLE

Clearly parole is here to stay. The District of Columbia, the Federal government, and every single state of the Union but two now have some kind of a parole law. While 46 of the 48 states claim the use of parole, so widely do their systems vary that the only thing they have in common is the word "parole." However, despite many attacks by powerful individuals and agencies, not one of our states has yet repealed its parole law. As a matter of fact, the trend has been and still is quite the other way because it seems likely that the present legislature of Florida will this year pass a parole statute, and Virginia is giving very serious consideration to a similar bill now pending. We need no longer argue the generally recognized value of releasing prisoners under intelligent supervision, rather

than turning them loose at the prison gate with five dollars, a prison-made "I hope-it-won't-rain" suit, and a "tongue-in-the-cheek" command not to come back.

America has accepted parole despite the fact that there is a very general misunderstanding of its true meaning and its place in our system of law enforcement. In one state parole may be what amounts to underscoring clemency granted by the governor, its attorney-general, and some other state official who meet occasionally to review superficially a few applications of inmates who can bring to bear the necessary pressures. A neighboring state may, on the other hand, have a well-organized correctional program in which the prisons are administered for the purpose of training men for their release into the community and in which there exists a full-time, qualified parole which bases its decisions upon a careful study of all available material about the offender.

I now come to the two most serious defects in our parole systems. Both of them can be traced to lack of adequate funds for financing sound parole administration. The first of these stems from the fact that paroling authorities do not have sufficient information when they act. In 35 of our states, according to the Attorney-General's Survey of Release Procedures, the paroling authorities have before them wholly inadequate data at the time they pass upon the parole. Usually it consists only of the man's prison record, the recommendation of the judge and the prosecuting attorney, and a bare statement of the criminal record. Under such circumstances it is strange that one board reported that it could hear and pass upon about 30 cases within an hour! Some of the mistakes of our parole boards may be traced to the fact that they have no adequate information about the prisoner's mental and physical condition. At other times, mistakes are made because the paroling authorities do not have an authentic statement of what is sometimes called "the community situation," meaning the prisoner's home conditions, the attitude of family, neighbors, and friends, whether the inmate has a real job and what generally are his prospects for "making good." What a caricature of common sense it is to discharge a man into the very same environment, back to the same old gang, and the same unsatisfactory conditions which caused his original delinquency! Of course, what I say about the foolishness of granting parole under such circumstances applies even more forcefully to outright discharge of a man at the end of his sentence.

In only 11 jurisdictions is the preparole investigation adequate. These states have something more to go upon than the inmate's own statements. They have obtained from actual investigation the facts which will really be of some help in passing unemotionally on his prospects.

The second serious defect in our parole systems which springs from lack of financial support is our failure to provide adequate means of supervising the parolee. In the final analysis the success of any parole system is dependent upon the extent and kind of supervision provided for the released prisoner. If we know anything about preventing men and women from relapsing into criminality, if we know anything about protecting the public, we know that intelligent, sympathetic, patient supervision is the *sine qua non* of good parole work.

As I indicated at the outset, it is perfectly clear that parole is here to stay. But there are many fundamental improvements which should be made in the existing situation and we must realistically face the facts and find the remedy. If we can agree upon some sound parole principles and some proper methods of selecting parolees, they can be incorporated in a model program to be placed before each state. We can also, I believe, outline the sort of investigation and parole supervision necessary to take the "hunch" and the "trust-to-luck" approach out of parole. Then it should be possible to obtain the public support and funds necessary to make it effective. Also we can continue to drive home the fact that parole is but one aspect of the nationwide problem of criminal justice and unite the forces of state and nation for co-operative action all along the line.

Hon. William J. Quinn, Chief of Police of San Francisco; President, International Association of Chiefs of Police:

#### PAROLE AND LAW ENFORCEMENT

Peace officers agree that there is a vital need for parole. We must have it, because parole means hope and the moment you take hope from a man behind prison walls, you have a desperate man. We do not advocate that every man should be paroled after serving only a part of his sentence; if every man should be paroled after serving only a part of his sentence in prison and he might actually serve 50 years because he is unfit to be released to society; but always ahead of him must be held the hope that his stay behind prison walls may be shortened by parole.

We are convinced that the basic principle of parole is sound, but we deplore the flaws in its administration and the abuses to which it has been put. To be able to discuss frankly these flaws and abuses as we have seen them in our experience with law violators is an opportunity peace officers have long awaited. I have come here so that you may know the problems which parole presents to peace officers and to learn from you how we can better co-operate with you in working out this tremendous social problem which concerns all of us. It is our contention that the parole system will never work 100 per cent. efficiently unless law enforcement units are permitted to play some part in it. When the police departments, through training, can be given a better understanding of the entire prison and parole problem, and when prison officials and those who are in charge of parole systems have been taught a better understanding of the police and their problems, we are sure a more workable and efficient system of paroling prisoners will be effected.

You will understand that peace officers do not urge that every convicted felon—or even a large percentage of felons—be given parole. But we do urge an effective parole system which offers every convicted felon the hope without which he would be a desperate prisoner almost beyond control, and which offers to those who show a will to rehabilitate themselves the chance they need. We know the bars, there are certain types of criminals who should be permanently, or for the maximum length of time for their offenses, kept away from society; for some types, there is never any hope of rehabilitation. But regretfully, it is this type of criminal who is clever enough and has a will power strong enough to so conduct himself as to win a record which will be in his favor to win an early parole. This is one of the flaws of our parole system as it is administered today—that parole boards, either through lack of proper data on applications, or indifference, or favoritism, or misdirected sympathy, or politics, will turn loose of society criminals who should stay behind prison bars. Such criminals do not know the meaning of the word "honor," from which the term "parole" got its name.

In summing up, peace officers of the United States believe that parole is basically sound and practical and should be given, under proper and adequate supervision, to first offenders who have proved that they are willing to rehabilitate themselves. We are unalterably opposed, however, to granting parole to those criminals who have proved themselves to be definitely antisocial and who, at large, are a menace to society. We believe there should be a uniform system of parole in the various states of the Union and that there should be reciprocal parole arrangements among the states. We believe that police should be authorized to work in close co-operation with parole officers in their respective jurisdictions and that parolees should be required to report to the police as well as to the parole officers as regular citizens should be required to do. We believe that everyone who, in their duties, have contact with law violators—namely, police officers, prison guards, and wardens, prison and parole board members and their enforcement officers—should be thoroughly familiar with parole administration in all its ramifications. We believe that crime control through rehabilitation of criminals should be the prime aim of parole.

*Hon. Earl Warren, Attorney-General of the State of California:*

#### THE PROSECUTOR LOOKS AT PAROLE

Unfortunately for parole, it is one of those terminal procedures which must absorb most of the criticism for the failures of the intermediate agencies leading up to it. It reminds me very much of the jury system in this respect. Whenever law enforcement breaks down, most of the criticism is directed against the trial jury as an institution. It does not matter that perhaps only one of a hundred cases ever reaches a jury or that, in the vast majority of jury cases, justice is done. We base our opinion of the system upon a comparatively few isolated cases that result in a miscarriage of justice. And even then we do not discriminate between the faults of the jury and the faults of the other law-enforcing agencies that culminate in the absurd verdict. The public may have messed up the scenes of the crime or withheld important evidence necessary for the trial, the police may have been slovenly in assembling the evidence, the prosecutor may have presented the evidence clumsily, and the judge may have permitted the trial to degenerate into a three-ring circus, but because the jury is the final arbiter of guilt or innocence, the attention of the public is focused on it and it is held responsible for all the mistakes that preceded in the apprehension, preparation and trial of the defendant.

And so it is with parole. Regardless of the shortcomings of the homes from which the prisoners come, or of the sordid social conditions in the communities where they were reared, or of the failure of society to look out for its underprivileged members, or of a politically controlled prison, the parole system is held responsible for those it sends out into the world under its supervision. If the prisoners make good, that is as it should be, but if they fail, the institution of parole will receive 99 per cent of the criticism because it is the last factor in our system of penology and one that must test the efficiency not only of itself but also of all the others leading up to it.

*Hon. Joseph J. Canavan, Chairman, New York State Parole Board:*

#### ESSENTIAL REQUIREMENTS OF EFFECTIVE PAROLE ADMINISTRATION

What is there in effective parole for the public?

There is supervision over men who if they came out at the end of their sentences would be free to do as they pleased.

There is insistence, with the authority of the law behind it, that they support their dependents and stick to work that benefits the community.

There is insistence, with the authority of the law behind it, that they break off from old criminal associates.

There is insistence, with the authority of the law behind it, that they take medical treatment if they are diseased.

There is insistence, with the authority of the law behind it, that they pursue a course of living which while it may not always eliminate crime, makes the commission of crime hard, not easy.

Effective parole does not duplicate any department society has today for its protection against crime. It is the only project existing in the community which has the authority and power to supervise the general way of living of the man who has been judged by the courts so serious an offender as to need a prison term.

The function of the parole officer is an arduous one. He helps reconstruct the life of the former prisoner when he is no longer in his impressionable years, and after he has been marked a member of our army of unwanted and despised. The parolee has usually had before he committed the crime which sent him to prison, the pressure of economic, social and emotional problems. His answer then was anti-social behavior. When he returns from prison the

already acute problems which lie within himself and his surroundings are accentuated by the loss of status he has incurred as a convicted criminal. We in parole understand this; it is our duty to see that the public understands it.

For this difficult task the staff must be measured not only in quantity but by quality. Skill, training, character, and a devotion to public service are all needed in preparing the parolee for his eventual freedom from all supervision, guaranteed him by the maximum of his sentence. Selection of staff by ability, and continuity of trained service, are best assured by Civil Service examination.

The parole administration has to consider always the release and supervision of a prisoner from the point of view of the public who must live with him. I do not mean that we must surrender our judgment to prejudices that may exist in the community. As administrators we must have courage but the brand that goes with the defense of public safety, not the brand that fights for the individual against society because of the injustices he may have suffered at its hands. We may condemn the influences that have moulded the criminal into the shape that he is. We may try to eliminate the evils which destroyed him and others. But we can release him again to society only when we believe his freedom will not be incompatible with the welfare of society.

The senior partner of our parole system, the public, must see him not as someone just to do something for but someone to do something with. There are only two places for the former criminal in the community, working peacefully beside the average citizen, or in the dark recesses of our civilization where he can plot against those indifferently walking past him.

## SIXTY-NINTH ANNUAL CONGRESS OF THE AMERICAN PRISON ASSOCIATION

"The Best Yet" would appear to be the most appropriate three word phrase describing the 69th Annual Congress of the American Prison Association held in New York City from October 16 to 20, inclusive. With headquarters at the Hotel New Yorker, the Congress witnessed more registrations than ever before. Over 1,100 persons from forty-two states, the District of Columbia and Canada, England and Greece contributed toward the marking of the 69th Congress as the most outstanding from the point of view of both attendance and subject matter presented and discussed. Reports received from delegates following their departure from New York substantiate the opinion that this Congress will go down in the annals of penology as one of the most influential and most effective gatherings of its kind ever convened.

It would be difficult to point out any one aspect of the field emphasized above all others but many participants stressed particularly prevention, medical services, educational programs, parole and institutional administration. Other high lights of the Congress included all-day trips to the penitentiary of the city of New York, the New York World's Fair, and Sing Sing Prison, where according to a welcoming sign erected by Warden Lawes the delegates enjoyed a "busman's holiday."

The Congress keynote address, delivered at the banquet session by Austin H. MacCormick, Commissioner of the New York City Department of Correction, and President of the American Prison Association, stressed the "Four Horsemen of Penology" riding against the correction of the criminal and reduction of crime. According to President MacCormick, the leader of the quartette is Ignorance,

. . . and that figure riding double behind him, clutching Ignorance around the middle and staring over his shoulder with terror-stricken eyes, is Fear. They ride together and because they ride our victory will be long delayed.

Striking at the root of much of the layman's misunderstanding of the problem of crime, the Commissioner stated that,

Because of ignorance on the whole subject of crime and especially ignorance of what the criminal is really like, fear and hysteria have characterized the public's approach to the problem more often than rational thinking and constructive action.

Continuing President MacCormick emphasized that,

Ignorance and muddled thinking keep us from operating prisons that would serve and protect the public with full effectiveness. It cripples parole and leaves it at the mercy of the politicians. It postpones the day when a really effective attack on crime will be made intelligently, not hysterically; steady, not sporadically, by the utilization of all our social forces, not alone by our armed forces.

[78]

Another of the four horsemen of the Apocalypse was Famine, and that horseman is in the saddle still. By Famine in our field I mean starvation appropriations for probation, for parole, for those parts of our institutional program that are absolutely essential if we are to accomplish the task of rehabilitation, and especially pinch-penny appropriations for personnel.

The third of the original four horsemen was Pestilence and the speaker added that,

We too have our Pestilence, and that Pestilence is politics . . . the most destructive and corrosive force in our American system of law-enforcement today is politics, and this force is particularly destructive in the penal and correctional field because the harm it does there is not generally understood. It is certain that we shall never accomplish the things we are trying to do until the politicians are forced to take their clumsy and sticky hands off our jails, our prisons and parole systems. . . . Favoritism, incompetence, injustice, inhumanity, wastage of public funds and wastage of human lives—these are the fruits of politics in our field.

The last of the four horsemen was Death, and, in the words of the speaker,

Death rides against us in the form of Defeatism, as a symbol of the philosophy of futility, the belief that when men and women have got into prison it is too late to do anything for them, that parole is a humane but useless gesture, that prisons and parole are "dead end streets." Defeatism is Death indeed.

Closing his spirited Presidential address, Mr. MacCormick reiterated that

. . . if we stand shoulder to shoulder, we who are engaged in a common cause, if we not only hold our ground but advance with courage and determination, we shall see the four horsemen—Ignorance, Famine, Pestilence, and Death—break ranks and put spurs to their steeds in flight.

Among the distinguished guests present was Mrs. Franklin D. Roosevelt who addressed a luncheon under the joint auspices of the National Prisoners Aid Association and the National Probation Association. Over 700 persons thronged the Grand Ball Room to hear Mrs. Roosevelt's address on the subject of crime prevention. Speaking "as a plain citizen" she stressed the fact that "crime prevention has to do with almost everything that touches social questions, either in the city or in the country . . . You (prison workers) need more understanding on the part of the public and on the part of the legislatures and governors."

Continuing to point out the need for improved understanding the First Lady said, "we must do something about the education of the public" to the plight of the discharged prisoner.

Manifesting her genuine interest in the affairs of the Congress, the pleasure of Mrs. Roosevelt's company was enjoyed by the delegates when she joined them for the trip to Sing Sing Prison the following day.

The annual Business Meeting resulted in the election of the Hon. James V. Bennett, Director of the Federal Bureau of Prisons, as President for 1940. E. R. Cass was re-elected General Secretary and George C. Erskine re-elected Treasurer.

The sentiment of the Association's most noteworthy Congress probably best be summed up by referral to the following resolutions which were adopted in addition to the resolutions of thanks and appreciation.

These resolutions are as follows:

*Personnel and Procedure vs. Costly Construction*

The American Prison Association has for many years stood for the development of all services such as educational, psychiatric, vocational, medical, religious and social work, to the end that prison discipline may be rehabilitative. The Association again records its belief that these services, when intelligently administered to those prisoners who indicate capability of reform, may in large measure obviate the necessity for the construction of prisons of the bastille type.

In view of the above the Association deploras recent developments in New York State and elsewhere, where huge sums of money have been spent in the construction of an unnecessary number of steel cells, and at the same time in the name of economy legislators and others have reduced or eliminated appropriations for such fundamentally necessary prison services, both educational and psychiatric, as are needed for an effective study and treatment of prisoners. In the judgment of the American Prison Association the public would be better protected if the attempt were made to rehabilitate a larger number of prisoners rather than to house them all in costly steel cells.

*Be it Resolved*, That the above statement of prison policy be called to the attention of governors, legislators, and prison administrators, to the end that proper emphasis be given in the future to the question of prison reform, and that economies, if necessary, be made in other and less important directions.

*Civilian Conservation Corps Camps*

The Association reaffirms its endorsement of the resolution passed at the 1938 Congress with reference to the enrollment of parolees and probationers in the Civilian Conservation Corps Camps.

*Civil Service Restrictions*

WHEREAS, It has become increasingly difficult to obtain employment for parolees and discharged prisoners; and

WHEREAS, The American Prison Association has repeatedly urged upon private employers the obligation to assist in the rehabilitation of the offender; and

WHEREAS, It further appears that there are arbitrary and unreasonable restrictions in many Civil Service laws and regulations forbidding employment of ex-prisoners;

Now, therefore, *Be it Resolved*, That Civil Service Commissions be urged to reconsider the justice of such absolute restrictions and to provide a procedure whereby in suitable cases penal and correctional departments and institutions may qualify ex-prisoners through the Civil Service.

*Correctional Institution Administrators*

For many years the American Prison Association has insisted that the administration of correctional institutions is a career, and that preference in appointments of officials to those positions should be given to those especially qualified by training, experience, and intelligence.

Therefore, the Association expresses its disapproval of many recent departures from this principle in the appointment of officials to penal departments, institutions and allied agencies. In spite of certain of its restrictions and

disadvantages the classified Civil Service, as applicable to the above-mentioned services, presents the most reliable defense against the political control and manipulation of this important governmental activity.

*Reiteration of Resolutions of Other Years*

The Resolutions Committee has attempted to submit important resolutions containing new and timely matters. It sees no particular purpose in reiterating certain principles that are recognized as fundamental in the Association, and it calls particular attention to the splendid set of resolutions adopted previously, especially in the years 1938, 1937, and 1936, which relate to such subjects as parole, institution libraries; personnel; prison chaplains; medical services; prison labor; county jails and local institutions; unemployed prisoners; probation; crime prevention; education; and reaffirms its approval of these resolutions.

*National Parole Conference*

WHEREAS, The National Parole Conference called by the Attorney-General of the United States, with the interest of the President of the United States, developed Principles of Parole; and

WHEREAS, These principles give expression to practical and generally acceptable objectives and methods of procedure in parole work; and

WHEREAS, A committee for further action was authorized to carry forward the work of the National Conference;

*Be it Resolved*, That the American Prison Association endorse the work of the National Parole Conference, and urges strong and uninterrupted activity to carry out in practice the Principles there adopted.

*Training Courses for Prison Officers*

Since 1870 adequate training of prison officers has been a cardinal objective of the Association. The great changes wrought in prison procedure during recent years emphasize the need for such training as never before.

The United States Office of Education has recognized this need by including the training of prison officers in its program of vocational education for public service, under the terms of the George-Dean Act.

Therefore, *Be it Resolved*, That the American Prison Association commends the action of the Commissioner of Education, Dr. John W. Studebaker, and the Assistant Commissioner for Vocational Education, Dr. J. C. Wright, in taking the preliminary steps to provide such training courses for prison officers; and

We urge that the Federal government co-operate with the states to establish such courses in penal and correctional institutions to the end that there shall be set up a permanent service of this character.

In order that our readers may be informed of the remarks of the speakers there follow excerpts from some of the addresses presented at the various general sessions. Unfortunately, space does not permit the inclusion of the remarks of all discussants and those presented are not in order of importance. The addresses have been summarized solely for the benefit of those interested in obtaining a cross-section of the sentiment of the Congress.

*Joseph J. Canavan*, Chairman, New York State Parole Board:

PAROLE

I am going to present to you today the histories of those released in the most unfavorable year we could have chosen—1934. We deliberately chose an unfavorable year for our study. We were looking for truth not propaganda. The releases of that year came as a result of what some of the

opponents of parole have described as a legislative jail delivery. The minimum terms of those with indeterminate sentences were drastically cut by changes in time allowances for good behavior in prison. They came out in 1934 with pre-parole investigations hurriedly and sketchily made. They came out under the supervision of parole officers already taxed beyond the limit of their capacity. 1934 was far from a favorable year in which to begin a study of parole,—but what did we find? What happened to these men and women while they were on parole?

The record was rather better than the most careful and cautious parole administrators could prophesy.

Only 9.4 per cent of all these parolees were convicted of new felonies, the degree of crime for which they were originally sentenced.

Only another 8.1 per cent were convicted of the lesser degree of crime, misdemeanors.

Sixty-four and two-tenths per cent were not convicted of any crime, nor did their actions require that they be disciplined by the State Parole Board and be returned to prison. Up to the present, then, this 64.2 per cent made good on parole.

As a matter of public safety, a final 18.3 per cent were returned to prison by the State Parole Board, either to complete their sentences or to wait until they were better prepared to meet their parole obligations. This 18.3 per cent represented parolee alertness in detecting a probable lapse into criminal behavior of those under supervision, but these parolees, too, were not convicted of new crimes.

Thus, the record of five years shows a total of 82½ per cent who were not convicted of any crime of any degree whatsoever while they were on parole.

This 18.3 per cent returned to prison by the State Parole Board—not returned by the courts, mind you—includes about 4 per cent who were arrested while on parole but whose charges were dismissed. If they had not been on parole but had concluded their sentences, no power in the land could have returned them to prison. But parole did.

But the parolees were different from those who were not paroled only in the greater degree to which they showed promise of rehabilitation. They, too, in large measure came from the penitential, overcrowded, sore spots of our civilization where crime has its best breeding place. They, too, found or made numerous interruptions of their schooling and waited only for the minimum required by law to start their immature efforts at making a living. They, too, largely went from school to dead end jobs. Social service agencies were no mystery to them either. Most of their families had to receive the help of those agencies to exist. They needed no introduction to the crime fighting agencies which precede prison. The truant officer had reported them,—the Juvenile Courts had treated them,—the penitentiary had housed them.

We on the Parole Board had to remember an all-important fact as we studied the histories of these men and interviewed them. They were coming out again. If not today when their resolution was good and they were ready to co-operate with their parole officer, then tomorrow, when the termination of their sentences guaranteed them their freedom.

As we look at this human balance sheet of the successes and failures on parole, we are fully aware that much more must be done to improve the administration of parole. We believe, too, that with more adequate financial support, and with a changing attitude on the part of the public towards parolees we may in the future bring even higher the ratio of apparent successes on parole. For nearly 10 years, parole in New York State has been guided by principles given nation-wide attention at the First National Parole Conference. But adequate financial support and a public attitude which will promote rehabilitation, not block it, advance by a gradual and difficult process.

Parole—effective, adequately financed parole, can reduce crime. We know that. As parole takes its true place nationally as the best method yet devised by handling the return of offenders to a community, let us claim for it no miracles. Parole can be good but not divine.

Alexander Paterson, His Majesty's Commissioner of Prisons for England and Wales, representing the International Penal and Penitentiary Commission:

#### HOW ENGLAND HANDLES THE YOUNG OFFENDER

In order to be true to life, I venture to suggest that we should so enlarge the scope of the subject as to cover all the problems of youth. For every boy born into this world alive is a youthful offender; and he is not, he is more likely to grow up to be a milkop than a man. Therefore, those who work in boys' clubs and in similar agencies are, with those who work in reformatories or with young prisoners, all members of a common service, devoted to the high purpose of trying to help every boy to grow up to be the man that God meant him to be.

I believe in our common task, whether we are boys' club leaders or prison officials, our first duty is to strike the right attitude towards youth. We must look forward rather than backward. We must try never to start our remarks to him by saying, "When I was your age." It is a remark like that that suggests disappointment. We should rather start by looking forward that that suggests "When you are my age," because then we shall not suggest disappointment; we shall suggest growth and we shall suggest hope.

The foolish fathers of this world are the men whose most cherished ambition is that their sons should grow up to be as like them as exactly as possible. There are some among you here tonight who feel like that. But, ladies and gentlemen, God is no cheap photographer, issuing mechanically countless copies of the same impression, trimming all boys to the same type. We will expect a boy to grow and to change, but we do not want him to be exactly like his father and his grandfather.

Our next task is to appreciate the boy. Your boys and our boys are the finest human material in the world, although at times the material appears to be just a little raw. They are very often opposed to conventional ideas of conduct and belief. They hate hypocrisy more than they fear danger, wrong; they want a reason for everything. But, above all, they ask a life more abundant than their environment very often will afford them, and to then life very often means movement, pace, effort and excitement.

We are fortunate in London and the other great centers of population in England to have the voluntary services of a number of women visitors, who day after day and week after week visit the homes of the young offenders, and bring to us detailed and valuable reports, throwing up a picture of the home background when guilt has been proved, our courts have before them a number of different alternatives for treatment. Save in those cases where the first offense is of a very grave character, the vast majority of all young offenders on their first appearance are assigned to the care of a probation officer for a period up to three years.

The whole probationary system, so far as its success or failure is concerned, pivots on one point: The personality of the probation officer. He should be a man of kindness and courage, a man with an understanding heart, with a faith that knows no doubt. Furthermore, he cannot fulfill his duties if he is burdened with too great a load of cases. The young offenders on probation to him should be members of his family, and the family of a probation officer should never number more than fifty.

It is of great importance when a young offender is put on probation that he should realize it is a serious and significant matter; that probation does not amount to a mere acquittal, but that he must during his period of probation regard very seriously his attitude toward the probation officer.

But there are unhappily at times young offenders who come from homes to fall their very weight against the adverse influences of the home; and in such cases the court has the power to require the young offender to leave his home, and go to live in a small hostel with twenty or thirty other young offenders. Each morning, while he is living in his hostel, he goes out to

work, to his ordinary work, but he is required to come back to the hostel at a prescribed hour every evening, and he is throughout his time there under the personal influence of the officer in charge of the hostel.

If he is perhaps earning five dollars a week, he will keep one dollar for his own pocket money, but he will be required to hand over the other four dollars for the support and maintenance of the hostel.

In this way, the hostel has two great advantages over full institutional treatment: In the first place, it is far less expensive. No supervision at all is required during the daytime, because all the boys are away in their work in office or factory, and, furthermore, each boy is contributing four dollars a week towards his support in the hostel. It is also better, where it is suitable, than full institutional treatment, because he is not being taken away from the current of industrial life; he is not being exposed to all the dangers of the artificial life in an institution; he is still an ordinary working member of the community.

But, of course, when probation has been tried and failed, when compulsory residence in a hostel has been tried and failed, it may be necessary for a court on a second or third or fourth reappearance to make an order that the young offender shall be sent away for full institutional treatment.

In our country, for the young offender, we have two different sets of places for the institutional treatment of the young offender. For the youngsters under seventeen, there are what we call approved schools, which are paid for and are inspected by the state, but actually belong either to local educational authorities, or to local philanthropic societies. For young offenders between sixteen and twenty-three, we have our Borstal System.

The Borstal System derives its name from a very little village in Kent called Borstal, where the system first took root.

A youngster between sixteen and twenty-three is sentenced to three years' training in a Borstal institution. It is possible for the authorities to license the offender on parole after he has completed six months, and very, very few stay in an institution for the full period of three years. Those who go to what we call Borstal camps usually come out after a year or a little more, and those who go to the walled institutions usually come out after about two years.

I want to touch on two or three of the distinctive features of Borstal training in our country. There are nine of these institutions. Four of them have no walls around them at all; four of them have a fairly high wall around them; and the ninth has a very low wall which was erected not to keep the boys in, but to keep others from entering.

We are experimenting more and more with the Borstal camp rather than with the walled institution; and we in England have to thank you in the United States for having taught us the idea of a prison camp. The first prison camp I ever saw was one that Sanford Bates took me to see in Virginia. A year or two after returning home we started our first prison camp in England. We are hoping after the war to start our second prison camp, and we already have four Borstal camps for young offenders—thank you!

Now, these nine institutions take nine different types of young offender, differing partly by degree of criminality and partly by degree of trustworthiness. We spend a great deal of time—my colleagues and I—whenever a lad has been sentenced to Borstal training in deciding to which unit he can most appropriately be sent. They differ very greatly. In fact, some of our visitors (and no visitor to a Borstal is more welcome than my old friend, Dr. Healy) are a little puzzled and mystified, and wonder if there is such a thing as a Borstal System, when they find such great varieties in practice and principles in existence between the nine institutions.

Quite frankly, ladies and gentlemen, while we all approve and applaud the type of individual treatment, it is quite impracticable if your institution reaches a certain size. Where you have a thousand lads in one institution, it is surely abundantly clear that the man with the greatest personality and influence is the man right at the top—but what a long way your great personality and influence must be from each one of the thousand boys.

That is why in England our camps rarely exceed a hundred, and our walled institutions rarely exceed three hundred. That is why we have divided them up further into houses and groups, and why one or two housemasters are in charge of each house, so there may be somebody who has been chosen for his personality and influence in close daily touch with every individual boy.

These housemasters—who are they? They come from all sources. Some are men promoted from the ranks of discipline officers; some have been merchants, or have seen service in the Army or Navy; some have been school teachers. We don't care where they come from, so long as they have a devotion to their work; so long as they have character and personality to lead the young offender.

They come to us at a very modest wage—a thousand dollars a year—but if they succeed in the profession, the vocation, that they have chosen, they will in due course become deputy governors or governors of Borstal institutions or governors of prisons. Of our nine Borstal institution governors I think it is true to say that every single governor started as a housemaster, and quite a number of prison governors started as Borstal housemasters. It is a very valuable source of recruitment.

Finally, I do venture to remind you that this problem of the young offender is a vital and an urgent problem; that the years of adolescence hurry on with tragic pace to those of manhood, when the character is fully formed and is only re-formed with so much difficulty.

Often—too often—in my life have I seen some old prisoner in Dartmoor—hardened, cunning, in and out of prison all his life—and sometimes on early mornings I have seen men take their last shuffling steps upon the scaffold, and I have said to myself, "Once there was a chance when we might have prevented this, but now—now it is too late."

And there are no words sadder than "too late" to the ears of one who loves his fellow-men.

*Dr. William Healy, Director, Judge Baker Guidance Center, Boston, Massachusetts:*

#### CAN AMERICA APPLY ENGLAND'S METHODS?

Those of us who have intimate acquaintance with the public service rendered by the English Borstal System can have no doubt that their achievement is vastly superior to anything that we can show. Their figures for success and failure—and they follow their cases closely—if not quite the reverse of our statistical findings, certainly show an immense contrast to what we know about the after-care of those who have been institutional inmates in this country.

One of our favorite slogans in America is efficiency. . . . Are we not ready to consider greater efficiency and greater success in the treatment of young offenders? It is so easy to show the human wastage and the tremendous cost of continuing along with our present methods.

With the greater development in this country in the fields of dynamic and social psychology and sociology, it seemed clear to me that we might effectively undertake deeper analyses of causations and motivations. And to a much greater extent than the English do we might bring to bear upon the problem our modern development of understandings of abnormal personality types.

May I tell you what I consider the essentials of the methods by which so much is done in England for the individual offender and consequently for the protection of society. This summer I had a third opportunity to learn something, indeed much, of the procedures and spirit of the Borstal System. Once more I came away inspired with ideas of better possibilities for our own treatment methods. In the first place let me say that not every youth found guilty is sent to the Borstal System. Some, of course, are placed on probation and some are given prison sentences. The new Criminal Justice Bill, I understand, does away with the latter. Evidently a court



generally obtains some advice as to whether or not a case is suitable for Borsal. In the last year 2,000 young offenders—16 to 23 years old—were committed to this system. You would realize if I outlined for you all that is done for these lads that this means a large undertaking. I emphasize this because it shows that the Borsal intake is not narrowly selected.

Every individual goes to a central observation station where he is examined and studied for an average of thirty days and where a case history is worked up. Then at a conference of experienced men—the heads of the Borsal institutions, one of the governors gather with those who have had the individual under observation—the individual's case, his needs and desires are considered. Then he is allocated to one of the units. Even before this, however, he is met by a representative, generally the head, of the organization known as the Borsal Associates—an organization which will have charge of him and aid him in many ways after his discharge on parole, or license, as it is termed.

The period for which the Borsal System has control of the offender is limited to four years; he cannot be held as an inmate without trial on license for a longer period than three years.

The Borsal units, several of which are hardly to be called institutions, are widely separated and are exceedingly diverse in their surroundings, their equipment, and their occupational training. Last summer there were ten of them with plans for others. In each of these units a program of work, physical training, education and recreation is carried on that makes the régime of our own institutions seem mighty soft. But the reaction of most of the lads certainly is growth of pride in their bodily development and hardihood.

*Hon. Joseph N. Ulman*, Judge, Supreme Bench of Baltimore, Maryland:

Judge Ulman addressed the Congress as a member of the Committee on Criminal Justice—Youth, of the American Law Institute, which is making an extensive investigation of Youth Crime in America. When the committee has completed its work it will present a program of action for the approval of the American Law Institute, outlining in a general manner the views of the Committee. Judge Ulman said,

#### CRIME AND THE TEEN AGE

First of all, we believe that punishment as such must go into the background. "Let the punishment fit the crime"—that old slogan must be buried and forgotten once and for all. This is not to say that we are soft sentimentalists. We realize as well as anybody that for some cases swift, sharp punishment is the best way to protect society and the only way to impress the criminal. But to speak generally, we stand for the principle that the primary business of the criminal law is not to punish the criminal but to protect society against him and his kind. And we believe that the best of all ways to do this is to rid him of his criminal impulses and habits if this can possibly be done. On the other hand, if he is not susceptible of rehabilitative treatment, then we believe he must be segregated permanently from society, in some cases that his elimination by death is the only sensible way to deal with him.

We want a system that will make sense, a system that will work. We have seen that punishment as the main spring of social action does not work. Instead, we emphasize training and treatment—training and treatment based on the individual needs, peculiarities and potentialities of each individual prisoner. We are concerned with him as a human being who either can be fitted into the free life of a free society or cannot be. We are concerned only incidentally with the particular crime he has committed, the section of the Criminal Code he has violated. We want a system in which individualization

of treatment will be the keynote, the rehabilitation of the prisoner a primary aim, and the protection of society the ultimate objective.

Our insistence upon absolute elasticity of treatment is an essential part of the individualization of treatment. Each offender is an individual human being, different from every other human being in the whole world. He must be studied and evaluated and treated for what he is. Nobody can tell in advance what form of treatment, what kind of training, what degree of restraint he will respond to. Perhaps he will respond to nothing and must be kept in close confinement all his life. Therefore, it is foolish—yes, it is absurd—to impose upon him a specific sentence to a specific place for a specific time.

We insist also that no plan is worthy the name of a plan unless it comprehends within itself all the elements I have adverted to. There must be a unification of purpose that can be accomplished only by a unified control. The offender is the same human entity whether he is being studied for diagnosis, held in preliminary detention, released on probation, confined in an institution, or let out on parole. He may be changing, changing for the better or for the worse. But he is always the same person. Therefore we don't want him slung about from one control to another. The state-wide board will be compelled to work through subordinate boards or committees. In large and populous states it may have to organize these regionally. But the whole machinery must be operated and bound together by a single administration so that each individual being committed to its care may be controlled and treated as the one human being that he is.

*Sam A. Lewisohn*, President, Miami Copper Company, New York:

#### A BUSINESS MAN'S VIEW OF PRISON LABOR

We spend hundreds of thousands of dollars in apprehension and prosecution and then proceed to neglect the returns of our investment. This investment that I am speaking of is placed in surroundings which are wholly artificial and far removed from those associated with the free man. If we expect a return on this investment, we are faced with the task of providing an institutional program which is designed to return prisoners better equipped to join the free community. We are faced with the task of providing a program within the prison which will help to accomplish the purpose. Prison labor is an important factor in such a treatment program. Life within a prison institution is an artificial life very different from normal living. Within these walls the prisoner is deprived of the outlets and experiences of every day living, and prison labor provides the nearest approach to the activities of the outside world.

A proper program of prison labor supplies a normal routine which has the great merit of providing a rhythm of work similar to the rhythm of employment in the daily life of men outside of prison. A régime of prison labor activity furnishes a health atmosphere that is a health pattern for the inmates in preparing for their adjustments outside of prison. It should help to keep the released prisoner out of mischief. It has the effect of providing a normal discipline and routine.

There is another great virtue that prison labor has as a prisoner activity. In these days of balancing budgets, you prison administrators have no doubt been impressed with the fact that appropriations will be seriously limited. Therefore, insofar as you conduct a prison labor program you not only provide a discipline that is basic but at the same time an activity that will not burden the ordinary State budget.

In some jurisdictions operating the State Use system legislators have either furnished the Correctional Department with a capital fund to enable it to operate the State Use system or have permitted these departments to build up a working capital which they have not diverted into the general Fund.

Thus one can say that a proper State Use system, given a reasonable market, and having once accumulated or been given a capital fund, should provide a wholesome régime of activity which finances itself.

I am very much encouraged by the change in outlook that has slowly but surely taken place in the last two decades among many prison officials. Instead of regarding the prison as a warehouse within which human material is confined, they are coming to conceive them as rehabilitative centers where the human material can be reconditioned. More and more prison administrators regard it as part of their day's work to use every facility in prison to make the out-going inmate a better neighbor and citizen. But I must admit that with the facilities at hand and with conditions as they are, it is a heartbreaking task.

And that is the reason those of us interested in the general problem of the treatment of the wrongdoer feel that it is a part of common sense to delimit the incarceration within prison walls as far as possible—not out of any maudlin sympathy for the prisoner himself, but for the protection of society. That is the reason I am in favor of encouraging the development and perfection of an adequate probation and parole system.

I think it a great mistake to continue packing our prisons so that they bulge with more inmates than in any other period in the history of the American Prison System. It is folly, let alone a sheer waste of money to continue to imprison men and support their families on relief, when all the scientific knowledge indicates that this individual is a good parole or probation risk. I do not see any value in the detention of a man in prison, with all the difficulties and expense involved, when a well-supervised term of probation would be more profitable to society as well as to the individual.

I believe that our attack on the program at hand should follow two definite paths: First, we need a concerted and common sense effort to decrease prison illness through extension of the opportunities afforded by good parole and probation. Secondly, each one of us, as administrators, needs to encourage continued thought on the opportunities to develop self-supporting prison labor activities correlated with the total plan of treatment. It has been done, it is being accomplished now, and it can be done in the future.

*Sanford Bates, Executive Director, Boys' Clubs of America:*

#### IS PRISON MANAGEMENT A CAREER?

Prison management, whether it be from a desk in the state capital or while standing in front of an angry mob of prisoners made desperate by a timid parole board, is an interesting job. It demands courage, ability, discrimination, integrity, patience, knowledge of human nature, business acumen and a sense of humor. Because a man is good at garnering votes may, but probably does not, indicate that he will be able to keep order and do justice in a modern penitentiary. Managing a prison is an exciting adventure, and it is a useful public service. It is still in its experimental stages but in the great majority of states of this Union it is not a career. And don't let anybody tell you different!

I thought it might be interesting to find out something about the men who are in the prison service in executive positions at this time, so I proceeded to post some of them with the inevitable questionnaire. We sent out 106 blanks, copy of which is attached to this paper. We received 71 replies; 32 of them were from wardens, 18 from superintendents of reformatories, 9 from prison administrators and 2 from women.

By making all allowances, here is what the questionnaire indicates. All of those who answered are white. Of the 32 wardens only 11 are single. The superintendents are married and all but 1 of the commissioners. The average age of the wardens is 51, of the superintendents 52 and of the commissioners 50. The average age of all is 51 and 4 months. Leaving out the State of New York, their average salary is \$2,972 in cash, with usually some perquisites or allowances. Including the 5 New York wardens, this figure would be \$4,793.

Of the wardens, 16 had been in service less than 3 years; of the superintendents, 4. Eleven wardens had been on the job from 4 to 10 years, inclusive, and 9 of the superintendents. Including both classes, 40 per cent had been on the job less than 3 years; 40 per cent had been there from 4 to 10 years,

and 20 per cent, 10 years or more. Eleven of the wardens had been in the penal service less than 3 years; 11 from 4 to 10, 6 from 10 to 20, and 4, 20 years and over.

In rather sharp contrast to these figures, the superintendents of reformatories seem to have been making a career of their job. Two of them had been in the service less than 3 years, 2 from 4 to 10, 3 from 10 to 20 and 11 out of 18 had been in the work 20 years and over. Of the 28 states represented in the answers to the questionnaire, 28 had no Civil Service applicable to the penal institutions; 2 have partial coverage and 8 only answered that Civil Service applied. To the question, "Have you ever taken Civil Service for any public position?" 10 wardens answered "Yes," 21 "No," and one did not answer; 11 superintendents answered "Yes," and 7 "No."

In answer to the final question, "Do you believe that the prison service should be organized on a career basis?" all except 2 answered "Yes." The 2 who answered "No" made no elaboration of their opinion.

If we want prisons and reformatories to be places of efficiency, of honest and intelligent administration, we should be as mindful of the personnel as the average business corporation or school department. If we insist on treating the prison as a place where those who are unable to obtain employment from somewhere else can be taken care of, we might just as well shut up shop now and start talking about prison reform.

It would do no harm for this Association to once more put itself squarely on record in favor of the career system. It will also help if all of us resolve to treat our job as though it were a career job and not a political reward, to act entirely in the interest of those unfortunate people whom we have in our charge, to serve them and the whole people and not the party bosses.

*Charlotta Easby Grave, Ph.D., The Woods Schools, Langhorne, Pennsylvania:*

#### THE PROBLEM CHILD AND HIS ADULT RELATIONSHIPS

From a practical standpoint we must accept the fact that any family group will have rules, and that the infraction of these rules will be met by punishment. It is not the fact that there are rules or that there is punishment that creates problem children but rather the *kind* of rules and the *way* that punishment is administered. Psychiatrists and psychoanalysts have made us familiar with the fact that we often project our own problems on others. Children are especially responsive to the moods and attitudes of adults. Even such details as facial expression, voice pitch and muscular tension may speak more effectively to a child than words. The parent who is irritated by traffic restrictions, loud in voice and laboriously civil when addressed by a police officer, may give lip service to the group need for traffic rules but frequently transmits to his child his own difficulty in accepting authority.

Fathers, mothers, and older siblings, insecure or self-conscious about their own positions, often make rules and impose punishment which are distinctly over-sophomoric. Tied up with their own problems, they try to put something over on the child rather than establish an important point of discipline. Engaged with their personal quarrels, they deal out regulations indifferently or inconsistently. These are some of the familiar aggressive reactions of parents against children.

The success of the institution depends on its success in returning children to the community better adjusted to the demands of group living. In turn, adjustment in the community depends on the possibility of finding satisfying human relationships there. There can be little gain in spending the community money on institutional placement for the child if he returns to the environment which contributed to his problems and finds that environment unchanged.

We all know the difficulties of adjusting individual impulses to the requirements of group living. We all know the value of satisfying adult relationships for any child. We all know that these relationships can be built up at home,

at school or in the institution. We even know something of how all these things can be accomplished, yet the crop of problem children grows each year. Just as with world peace, it is easier to talk about it than to do something about it. In good Quaker phraseology, each one of us should have a "concern," a command from the inner spirit—that concern to be the active and vigorous application of all available knowledge and experience to the creation of environments which foster security and social feeling in every child.

*Hon. Carl A. Hatch, U. S. Senator from New Mexico:*

#### POLITICS AND THE MERIT SYSTEM

Politics and the Merit System might seem to indicate that there is a closeness or a tie between the two subjects. Such is not the case. Between politics and the merit system, there is a gulf so wide and deep it can and will never be crossed. In saying this, I am not reflecting upon either. Each in its own place and sphere has a perfectly proper part in our system of government. I simply mean that they cannot be united. They cannot work together with that degree of efficiency which the multitude of duties of this day require.

Using the word "Politics" in the sense in which it is commonly used today, that of the professional, selfish, greedy, machine-building type of politics, I repeat the word so used is absolutely antagonistic to and destructive of the system of filling positions on a basis of merit and fitness for the post. Politics in appointments and tenure of office in the sense in which I am now speaking is best described by the time-old expression, "to the victor belongs the spoils." It is the patronage or the spoils system which has done more than anything else to bring politics and politicians into disrepute. The development of the two antagonistic systems in our government covers the period of time beginning with President George Washington's first administration to this day.

The merit system is designed to provide, first of all, that only policy-making officials, such as chief executives, department heads and others charged with the shaping and formulation of administration policies should change with each change of administration. Positions should be classified on the basis of the duty to be performed by the occupant of the position. Ability, experience, education, training and general fitness for the position should be the test rather than the political requirement of an endorsement from local, county, state or national chairman of political party organization. The continuance and tenure of office should depend upon and be controlled by a continuance of that efficiency and ability which was required in the first instance. As long as the duties of the office are discharged in a capable, honest and efficient manner, the incumbent should have no fear of removal, regardless of what political party is in power.

Can the evils of the patronage system be abolished and can a real merit system be established? My answer is yes. Not only can it be done, but it will be done. Sooner or later in this government of ours we are going to awaken to the need for a genuine merit system in all government. Sooner or later we shall see what folly it is to have some under a merit system and some under a spoils system. Sooner or later we will do in America what already has been done in some other countries.

You people who deal with human beings, delinquents and criminals though they may be, know there is no place in your work for the spoils system. You know that merit, efficiency and integrity are the things demanded and required. They are the things that make decent and honest administration possible. As officials, yes, but primarily as citizens should we not strive for that high ideal of government service which make a "public office" in truth and in fact a "public trust."

Free government demands the abolition of the spoils system. The fight against its evils began long ago. Let it be ours to continue the fight with all the ability and courage we possess, confident that in the end victory will come—not to us, but it shall be the victory of good government.

*Frederick A. Moran, Member, New York State Board of Parole:*  
**HOW TO CARRY FORWARD PRINCIPLES DEVELOPED AT THE  
 NATIONAL PAROLE CONFERENCE**

The interest of the general public still seems to be limited to attacks on parole boards because of supposed faulty selections for release, while the concern of academic criminologists appears to be in the development of prediction tables to be utilized by parole boards in selecting prisoners for parole.

Let us freely admit that the publicity given to the investigations of the operations of parole systems throughout the country indicate that justifiable criticisms have been made not only of the personnel of parole boards in some states but of their methods of selection and the lack of supervision given to parolees. What does not seem fair is that equal publicity has not been accorded to the number of states who, profiting from the criticisms that were made, have during the past two years, completely revolutionized their parole systems.

If attempts were made to enumerate the two fundamental changes that have occurred during the past seventy years in our treatment of incarcerated felons, the first mentioned would be that generally speaking, prisons and reformatories no longer are merely places for safe keeping and manufacturing by cheap labor, but they have become educational institutions. The second would be that today prisoners are not mere numbers but at least in progressive institutions, each prisoner is an individual with his own individual problems and his own particular needs.

In comparison, however, to the changes that have occurred in institutional programs, our concepts of parole have not materially changed. It is still stressed that parole should be granted only to carefully selected prisoners, which obviously means that the other prisoners should remain incarcerated until the expiration of their full maximum sentences, or that they should be released by some device other than parole. It still seems to be the assumption that all prisoners are young, strong and healthy.

Practical prison administrators and parole boards who must deal with the problem of release cannot overlook the fact that in practically every institution there are a number of individuals who are not suitable parole material. The unsuitability is due not to their criminal records or their potential danger to society, but solely because of physical and other defects.

From a humane point of view what is the responsibility of prison officials and parole boards to the individual without a home or friends, who through no fault of his own, has become blind during the period of his incarceration? At the expiration of this inmate's maximum sentence, is he merely to be given a new suit and handed his release money and a railroad ticket to the community from which he was convicted? Are the physically handicapped, the epileptic, the tubercular, or the aged to be turned back into the community with no plans for their future welfare, due to the fact that they are not suitable parole material? This is exactly what may happen if the existing concept of parole is not changed. As long as parole is to be limited in its use, its value to prison administrators, to the prisoner, and to the community, must also necessarily be limited. Either parole must be extended to care for the physically handicapped, or prisons and correctional institutions in the future must develop effective social service departments of their own.

Generally speaking, parole supervision must be constructive but it must also be accepted by the parole officer that unlike the case of a worker in a private social agency whose first responsibility is to the person under the care of the agency, the first responsibility of the parole officer is not to the parolee but to the community. It cannot be forgotten by parole administrators or parole officers that parole is a legislative program of social welfare created by the taxpayers not only in recognition of their responsibility to released prisoners, but for the protection of members of society from further loss of property or physical violence on the part of those whose anti-social conduct has been responsible for their incarceration.

It should not be overlooked that the real developments of parole have occurred during the past ten years and that some of our defects may be charged to this fact. Naturally we desire to have the best equipped and best trained parole officers that can be secured, but at this stage of parole development, it is found to expect that the minimum qualifications of newly appointed parole officers should include training equivalent to that represented by graduation from a college or university of recognized standing with major work at the social sciences or closely allied fields, and at least two years of successful social work in a recognized social agency with extra credit for work with delinquents.

If the proper type of parole officer is secured, he in turn, has the right to expect from the administration of parole a certain definite thing. First, a sense of security can only be achieved when it is accepted that the organization is not permeated with politics and that staff turnover will not occur merely for political reasons. Parole officers must also know that honest and conscientious work will be rewarded not only by expressed approval but also by annual increments and that promotions will be made only as a reward for effective, honest, efficient work.

The value of centralizing parole authority in a state body makes possible the establishment of uniform procedures to govern release and supervision. By districting the State, unnecessary travel and duplication of work are avoided. Parole records and clerical and stenographic forces may be consolidated. A certain authority is usually in a position not only to unify and co-ordinate parole work, but usually is in a position to interpret its work to the public and to make known its needs to the proper fiscal authorities.

If we are to face reality, we must accept that the problem of case recording in parole or in any other branch of social work, will not be solved by providing for additional time for conducting investigation or for recording supervision contacts. It will not be solved by additional stenographic service or dictation schedules. Nor will the printing of a manual for case recording or staff discussions on the virtues or defects of block, summary or chronological recording, solve this important problem. All of these efforts will, of course, be helpful but what is actually needed is to develop skill in writing and for us to accept and put into practice the point of view and techniques of biographers. Until this is done, case records including investigation and supervision reports will never tell the story of effective parole work.

The National Parole Conference is ended. But it may be taken both as a symbol of the widely awakened interest in the problem of parole and the interest of parole administrators in making parole an effective agency for social control.

*Edwin Gill*, Commissioner of Paroles, State of North Carolina:

#### NOTES ON PAROLE SELECTION

Presuming that the paroling authority has a broad discretion, I would suggest that the pre-parole inquiry be centered upon a satisfactory answer to each of the following questions:

1. Whom shall we parole?
2. Where shall we send them?
3. When shall parole action be taken?

The investigation should proceed on all fronts at the same time and while it may appear that one of the inquiries has been answered a bit in advance of the others, parole action should not be taken, and therefore parole selection should not become a fact, until we arrive at a satisfactory answer to all three questions.

First, let us take a look at the human being who is to be the subject of our study. If you will examine his fingerprints you will find that they differ in some detail—in some line or whorl—from the millions of prints

now on file in the F.B.I. If you will carefully analyze his personality, you will also find that it differs in some particular from the make-up of other men. For this reason it is imperative that we place the microscope on the individual involved and that we watch for these unique differences for they will furnish the pivotal point for our study in parole selection.

I have talked with many men in prison and have yet to find one that did not have a philosophy of life which to him seemed logical. Inherited traits, impressions of infancy, childish experiences, all of these lay the basis for the construction of a creed. Through youth habit gives more authority to these principles until in manhood we find the individual dominated in his thinking and in his whole approach to life by a code that has been fashioned in the light of personal experience.

If our treatment of the individual offender is to have a fair chance to succeed, we must learn, if possible, the set of principles that govern the life. We must find the false premise upon which reason is developed. We must attack the problem in terms of existing code if we are to demonstrate its lack of logic.

We cannot hope to find a better place for the paroled offender than that occupied by the average of his fellows on the outside who have never been to prison.

We cannot expect a state, a city, a town, or even a crossroads to reconstruct its life to fit the problems of the paroled offender, but we can hope to throw around the parolee a small but important group of people who will seek in every way to aid the offender to come to terms satisfactorily with the existing social and economic order. And within these limitations, I assure you that modern miracles have been, and will be, accomplished.

The most propitious moment for parole consideration is the time when the offender and the community approach a reconciliation.

When our study shows that the man on the inside of prison is ripe for return to society and when it appears that society is ready to receive him upon terms that offer a fair chance for success, then is the psychological moment for parole action.

If there are laws upon the statute books that prevent action being taken at this psychological moment, then such laws should be revised in the interest of a scientific and common sense solution of the parole problem.

In timing the release of a prisoner, we must consider the temper and the feelings of the public. What a community thinks may not be wise or just, but it is a fact that may mould the parole experiment nightly for success or failure.

Parole selection is like working the combination of a safe. There are many preliminary moves to the right and to the left and many tumblers fall into their appointed places, but there is no such thing as a solution of the combination until the final move is made and the final tumbler falls. Then, and only then, may the door be opened. Likewise, there are many preliminary moves in our investigation but we must not admit that parole selection is a fact until every essential move has been made in our investigation and we are ready to fit an individual into a definite niche in society.

Then, and only then, should the door of the prison swing open.

*N. L. Engelhardt*, Professor of Education, Teachers College, Columbia University, New York:

#### DEMOCRACY AND ITS PRISONS

The members of the American Prison Association are to be congratulated upon the great progress that this Association has been able to make in the redevelopment of guiding principles of correction, in the betterment of physical conditions, in the training of your working personnel, and in the adaptation of your institutions for meeting the changing problems of our society. Much pioneer work has been done but no doubt the future will witness far greater changes than have occurred in the past in man's understanding of the prob-

lems of his fellowman and in man's treatment of his fellowman when he has violated the law. One need only read your most recent contribution to correctional literature, and the splendidly prepared enlightening First Yearbook of your Committee on Education to get a realization of what the future has in store. Layman and penologist alike will get a great thrill out of this volume because of its prophetic significance in the lives of thousands of men and women.

Over the ages the agencies and methods employed in the processes of imprisonment and punishment have slowly changed. The dungeon, the instrument of torture, and inhumane mental or physical treatment are in the main outmoded in this country. The conference table, the psychological test, the vocational tryout, and the educational program have supplanted the devices formerly used. In today's society the prison is still a place in which man is restrained of liberty. The prison administration sets the conditions under which that liberty is to be limited. The prisoner is not allowed to mingle in normal society with his fellowmen. He must conform to certain other restraints growing out of prison practices. However, some important forms of liberty promised men under our form of government are, it may be assumed, still reserved even for the prisoner. This, to be sure, may not be commonly acknowledged in practice, but should a prison sentence cut a man off from his rights of free speech, his rights for understanding the world about him, his rights for further education, his rights for becoming thoroughly enlightened in the areas of his greatest needs, and his rights to go back to a normal life and to an accepted productive place in the society which has promised to protect him? Much has been done in the past to conserve something of the dignity of the human personality when an individual enters upon prison life. At least the stripes of the uniform have gone. Prison leaders will make further advance as they continue to interpret the prison sentence in the light of our basic democratic principles. Members of our society who have broken the law are, under our American ideals, still entitled to consideration as individuals. They certainly should be given opportunity for adjustment according to their individual abilities and capacities. They, above all, have the right to stand before their fellowmen and their God as human personalities.

In an enlightened democracy, who should go to prison? Our laws and courts of justice, to be sure, answer that question but with great variations in interpretations and in penalties. Laws have been made, sentences are given, and public opinions have been formed, with the emphasis on the "penalty" concept. The failure to conform to society's requirements is certainly not corrected through any "penalty" process. If our democracy wishes greater conformity with its laws, the processes of education must be refined with the stress on prevention of crime. Communities, groups, and individuals must be enlisted in this cause even beyond the extensive activities already promoted in this country. If democracy sentences some of its membership to compulsory retirement from its ranks, democracy can serve its own purpose only as those who return to its ranks have made the adjustment for constructive and harmonious participation in the service of democracy. There is no fixed or simple formula. Adjustment in any form of society is difficult. But of all social orders democracy is the greatest taskmaster. Its greatest challenge to all its members is one of adjustment through education.

Without doubt, the spirit of this country is to make greater investments in human beings. It is clear that the American Prison Association will render an even more constructive service in the future than it has in the past in making society's investments in its prisons produce larger percentages of men and women who are better adjusted to the American way of life. Better initial and in-service training of prison personnel, scientifically prepared programs of inmate education, and public recognition of prisons as investments in mankind are some means the Association might well employ in establishing this future record.

James V. Bennett, Director, U. S. Bureau of Prisons, Washington, D. C.:

#### THE ROLE OF CLASSIFICATION IN PREPARING PRISONERS FOR RELEASE

We know that 56 per cent of the 70,000 to 80,000 men and women who are leaving the prison gate this year will be back again within the next five years, if we can but face the future by the past. But the cold statistical fact proves it that such rehabilitation efforts as we are making are more likely to fail than they are to succeed. There, my friends, is the record. Is the showing so poor because we have undertaken an impossible task or is it the present policies which are wrong?

I do not know of a single individual in the whole field of prison work who does not want to do something real and constructive for men and women who get into prison or who is not looking for an answer to this extremely baffling problem of redirecting the wayward tendencies of those who come in contact with the law. But just how is he to do more and what tools does he need?

One of the ways is by inaugurating what we term a prison classification program. Many people, I fear, do not understand the term "classification" as applied to prisons. Classification is the word that embodies within its concept all of those services and techniques which can be advantageously utilized to bring about true and lasting reform of the known offender.

Classification presupposes a thorough study of the individual from the standpoint of the prison administrator, the physician, the psychologist, the psychiatrist, the educational director, the social worker, the parole officer, the chaplain, and the vocational director. But in addition, it means that the warden, the deputy warden, and the various department heads shall sit down together, combine their knowledge of the case, and work out a program directed toward fitting that individual for the difficult day when he must return to the free world and make an honest living. One individual, though he be as wise and understanding as Solomon, cannot possess all the techniques and the experience necessary to analyze a prisoner's problems, to determine what factors have made him a criminal and to guide and direct him toward an acceptable way of life. Classification focuses on the individual case all of the knowledge and experience of the prison personnel, both administrative and professional, and through the conference method assures the co-ordination and application of that knowledge and experience.

Classification, as I conceive it, is more than a grouping of prisoners on the basis of some common denominator. It involves a thorough study of the individual from the standpoint of custodial officer, the physician, the psychologist, the psychiatrist, the educational director, the social worker, parole officer, the chaplain, and the vocational director. Then, he any institution fortunate enough to have all of these experts. But even if there are only two or three members of the staff, it certainly pays to sit down and talk over each case. It requires, furthermore, that as definite a program as possible for the institutional treatment of the offender be worked out at that time. A plan ought also to be made for preparing the man for the difficult day when he must return to a free world a self-reliant and self-respecting citizen. Now, I grant you that when dealing with human beings and the vast complex of emotional and environmental factors which control their behavior, no exact blueprint can be prepared which should be mindlessly followed. That is not the objective of classification. Rather it is a sort of cut, make, and trim system to be altered as the need seems to indicate.

There is, no more difficult or more practical problem in prison administration than that of preparing the prisoner for release. It is a problem that requires the combined ingenuity of the entire prison personnel. It requires that we continually review and analyze our procedures and our training and treatment facilities. It requires that we obtain the best personnel available and that this personnel be kept abreast of the penological developments through an in-service training program. It requires that the reports of the various departments and officials of the institution be closely co-ordinated

and that the work of the institution be co-ordinated with that of all other agencies, both public and private, which deal with the offender. Prisons have not reached the point of maximum efficiency. They can approach this point only by the adoption of those techniques and methods which experience and logic indicate as worthy of trial. I submit that "classification" in the sense I have described offers the best method so far devised for making effective use of the rehabilitative possibilities of the prison.

**Richard A. McGee, President, National Jail Association, and Warden, Penitentiary of the City of New York:**

#### THE JAIL OF TOMORROW

Our jail system needs redesigning. Everyone admits as much. And now in this time of crisis the necessity for action is more insistent than ever—not because the jails cannot wait, God knows they have already waited long, but rather because they include the symptoms of social conditions which simply will not be put off. Therefore, I make no apology for attempting to mark a pathway for this improvement of our discredited jails even in the face of war headlines, senatorial debates, and breathless broadcasts from over the seas. We have a job to do here and now and no smokecreen from over our source should deter us.

Your field of endeavor, and mine, is that of operating as best we can our great correctional institutions and some 3,700 county and city jails. You may say that is job enough for anybody, and I agree. But, if we limit our thought and energy to this limited area, speakers from this platform will be making precisely the same laments at the October convention in the year 2039. The roots of our troubles lie in the simple fact that in the field of government and especially of local government we are trying to drive a horse and buggy on the same track with a streamlined 20th Century Limited.

The laws of the future should insure justice for the underprivileged and the poor as well as for the privileged and the well-to-do. There should be no excuse then or now for retaining a man in jail at public expense for no better reason than his inability to post bail or pay a fine.

Perhaps it may seem that I am straying far from considerations that deal with the subject of the jail, but I repeat that the administration of jails and prisons cannot be separated from other agencies dealing with the same problems and the same people.

Speaking more specifically of the jail it is probable and certainly desirable that our descendants will see the day when the institution we know as the county jail will cease to exist. It will undoubtedly be necessary to retain temporary detention places in close proximity to the district courts but persons being held in temporary detention while awaiting trial will not be interned in the same institutions with those already convicted. All convicted prisoners for any offense and for any period whatsoever will pass immediately into the hands of the state correctional authority. Each state will maintain a diversified system of institutions, hospitals, foster homes, farms and work-camps. Convicted men will be allocated to these institutions not on a basis of the crime committed nor the legal definition thereof, but rather on the basis of their personal characters and the prognosis for successful readjustment of society.

I do not wish to engage in fantasy or wishful thinking. I am far more interested in bringing to this gathering a heartening message and some indication of the means by which our ideals and hopes may be achieved. It is easy to envision a Utopia. It is difficult to take even the firstattering steps towards the achievement of the Utopian state. Will you therefore, permit me to tell you briefly of the work and the plans of the National Jail Association.

The general objective of this Association is to guide in whatever degree possible the development of "The Jail of Tomorrow."

This Association became a reality exactly one year ago. It was born out of a hope which has survived the failures of a century and a half. A hope which has persisted in the hearts of a long succession of right-minded men from John Howard to Dr. Hastings Hart, and in our own generation the

same faith has been defended by many who sit in this room this morning. In short, we have hoped, we do hope and we shall continue to hope that some day, short of the millennium, the disgraceful and degenerate local systems of justice in America may at least achieve the status of respectability.

The founders of the National Jail Association were convinced that the annual reading of papers in denunciation of the jail nuisance would neither remove nor reform it. A program was necessary. This program is beginning to take definite form. It is a program of action and it begins with an indictment.

The true bill charges of the typical American jail that:

It is needlessly expensive.

There are too many of them.

They are dirty.

They are unhealthful.

They are corruptly operated.

They contain too many persons who do not belong in jail.

They are centers of illical political activity.

They are breeders—not healers of crime.

They fail in their most elementary function, that of safe detention.

If any person here is responsible for the administration of a jail and it is not guilty of a majority of these faults, then his is not a typical jail. If it is not a typical jail today, it was at some time in the past and no doubt it will be again at some time in the future.

The National Jail Association has chosen to strike its first blow against public ignorance and indifference. Our weapon in this sphere is the *Jail Association Journal*. From four to seven thousand copies of each issue of this magazine have been circulated every other month during the entire year of 1939. It has received the approval and the praise of the foremost leaders as well as of the rank and file of the entire field of jail and prison work. It has attracted the attention of the editors of some of the best known magazines of the country. Its professional articles and constructive editorials have been quoted and commented upon by scores of newspapers from coast to coast. It is a high-grade professional journal with courageous and constructive editorial policy, and also we hope, with a saving sense of humor. We were determined from the beginning that this journal should not be a mere flash in the pan. Today it is an established force. Its insistent voice is heard throughout the nation, not annually, but daily. We hope its excellence will command your support. We believe it must.

The officers and directors of the Association have also given serious thought to the problem of eliminating well-known evils arising from the indiscriminate detention of young first-offenders into our jails who are too poor to obtain bail or legal help, but who may be held for trial in local jails for indefinite periods of time. Many of these boys and young men are later found innocent by the courts. Certainly there can be no excuse for deliberately breeding crime by sending these young men into daily contact with known criminals and the degenerate dregs of society. The Association hopes to be able to obtain funds from some philanthropic source for the purpose of sponsoring one or more experiments, the objective of which shall be to provide legal as well as professional and financial assistance to deserving cases of first-offenders immediately after arrest. The purpose of this activity will not be to circumvent the operation of the law but rather to prevent needless social damage to the under-privileged and to assist them to make satisfactory life adjustments after release.

In conclusion I confess my inability to envision a wholly ideal system of jails and prisons. I cannot project for you the streamlined architectural fancies of the ideal jail, regional work farm, penitentiary, prison, hospital, or some other unnamed institution yet to be conceived. I cannot draw a map of the nation dividing our vast territory into suitable districts of administration. I cannot cite for you the language of the laws which shall cover these things. I cannot tell you how many prisoners will be rehabilitated. I cannot tell you what punishments will be devised or abolished—but I can say with force and conviction that forces are at work which, if given support and co-operation, will develop a system for the administration of justice in this country which will be compatible with American ideals.

## DEPARTMENT OF CORRECTION, CITY OF NEW YORK

The Department of Correction of the city of New York continued to strive for acceptable and commendable penological standards during the year 1939. The sixth consecutive year of leadership under Commissioner Austin H. MacCormick was climaxed by a week of critical and expert observation on the part of the 1,200 delegates present at the 69th Annual Congress of the American Prison Association, held in New York from October 16 to 20, 1939. The Department undoubtedly benefited by the expert and unusual attention it received, and was the recipient of commendation considering the handicaps and peculiar situations under which it operates.

The following remarks concerning some of the institutions of the Department, while not inspection summaries as such, are intended to be of general information to the Association's members and friends.

**Reformatory Prison, Harts Island**

This institution continues to be the only one in the State housing male inmates exclusively under the dormitory plan and continues under the able direction of Acting Warden Lazarus Levy. There is no separation according to types of sentence and all prisoners are housed together in dormitories. Many of the inmates are crippled, elderly, and best classified as beggars and vagrants. It is doubtful whether or not there is any rehabilitative influence involved in committing such persons to a correctional institution and about the only advantage is their segregation from society for varying periods of time. An analysis of the arrest and commitments of this group would undoubtedly show an abnormally high rate of recidivism supported at great expense by the taxpayers. Under present procedure, however, there is no other recourse than the methods currently followed. The plant unfortunately continues to remain a serious fire hazard in spite of changes made recently to correct this danger. The use of the auditorium, for assembly purposes, has been discontinued and it is used now for storage purposes and as a congregate day room for groups of inmates. It is anticipated that additional fire prevention work will be carried on in the future to the extent of possibly fireproofing various floors.

In view of the character of the majority of the inmates constructive employment is not possible at this institution. Maintenance duties and work in connection with the Potters Field located on the island, and occasional repair work constitute the majority of the work assignments. The products raised at the institutional farm are used at the institution itself with the excess being shipped to the penitentiary at Rikers Island for distribution.

Cases of serious illness and operative cases are transferred to the main Department of Correction hospital located at Rikers Island.

[98]

During the past year a school has been organized, directed by a civilian teacher. The classes include elementary subjects for illiterates, and intermediate and advanced studies in grammar, arithmetic and other subjects. Self-study courses are available for those desiring to take advantage of them; the courses being forwarded from the Rikers Island Penitentiary school. The installation of the educational program is a step forward and one that should be continued as far as possible. The recreational program, discussed in our last annual report, was seriously curtailed following limitation of W.P.A. projects in general, and organized recreation is lacking at the institution. It is hoped that this may be again extended as part of the general educational routine.

The population at the Reformatory Prison as of December 31, 1939, totalled 1,163, 715 of whom were serving penitentiary sentences, 439 serving workhouse sentences, and the remainder, 9, constituting men transferred from the New York City Reformatory at New Hampton.

**Penitentiary of the City of New York**

Remarks relative to the overcrowding of this institution noted in the last annual report of the Prison Association of New York bear repetition in view of the fact that the population has at times approximated 3,400. Constructed to accommodate 2,200, the population on December 31, 1939, was 3,013 and at the present writing, 3,108. The population trends of this institution color and seriously affect its rehabilitative program. The great demands upon its capacity together with the nature of the sentences of those confined mark it as a prison extraordinary. Probably no other institution in the country is affected by similar circumstances.

**Industrial Program**

As far as possible all able-bodied inmates are assigned to some form of labor if no more than occasional work assignments when an excess population makes this necessary. Probably the busiest activity, industrially speaking, is the laundry. This plant is responsible for the laundry of the Department of Correction as well as the departments of Health, Sanitation, Welfare, Hospitals and Education and each week nearly 70,000 lbs. of work is turned out. At the present time 300 inmates are employed in two shifts and with the enlargement of the plant, anticipated in the near future, many additional inmates will be employed and the shifts extended to three.

In view of the work leading toward the completion of LaGuardia Field, the New York City Municipal Airport, the island acreage has been reduced because of the removal of fill to the airport. During the past year a vast improvement has been noted in the leveling of the former mountains of refuse which once characterized Rikers Island. This work was performed by W.P.A. labor. During the past year several manufacturing operations have been instituted such as the production of knit goods and underwear fabric. Also organized was a small brush shop employing a small number of

inmates manufacturing street brooms for the Department of Sanitation. This shop was formerly located at the Reformatory Prison at Harts Island. It is anticipated, or at least hoped, that the capital outlay budget appropriation for new barracks will, on completion of the additional quarters, permit the using of the industrial shops for their original purpose. Heretofore, some of the shops have been utilized as dormitories in view of the unusually high population.

Additional equipment has been placed in the machine shop, carpenter shop and the auto repair shop and the activities afford vocational training opportunities for a limited number of inmates.

#### *Hospital and Health*

The Department of Correction hospital is located at Rikers Island and is operated as a part of the penitentiary. It remains one of the most complete hospitals to be found in any penal institution in the country and compares favorably with many hospitals in free communities. During the past year the plant met the requirements of the American College of Surgeons and the Committee on Education of the American Medical Association, and at the time of the American Prison Association Congress was the subject of unanimous approval by members visiting the institution. The staff includes a chief physician, resident physicians and medical and surgical internes, a resident psychiatrist, a number of registered nurses, x-ray technicians, a physio-therapist and other professional workers. At one time the hospital was fortunate in having a number of W.P.A. medical employees but during the year the project was withdrawn and the hospital suffered the loss of their services.

In addition to the full-time professional staff a consulting staff of volunteers continues to render service.

All new commitments are given examinations, including Wassermann tests for all persons serving sentences of thirty days or more and for all persons entering the hospital.

#### *Classification*

All new penitentiary inmates are given psychological examinations and group tests and in some cases individual tests are made. The reports of these examinations are used as a basis for action by the Classification Committee on work assignments, the need for further psychiatric study, etc. This task continues to be a difficult one to administer in view of the tremendous turnover of population.

The classification unit also conducts special observation of cases suspected of being afflicted with serious mental diseases. In such cases transfers to State mental hospitals are effected if necessary.

#### *Social Service*

The social service unit solicits the co-operation of public and private agencies and, as has been stated previously, this Association frequently accepts cases on referral from this Penitentiary unit.

#### *Education*

Under the direction of a Director of Education aided by a staff of civilian and inmate teachers, day and night school sessions are conducted. The school meets throughout the year and in addition a number of correspondence courses are available. Inmates assigned to a full-time school program are not given work assignments. The majority of the day school group are those assigned to elementary educational courses. It is appropriate to state at this point that the opportunities afforded by the penitentiary school have been noticed on frequent occasions by Association staff members coming in contact with parolees applying at the Association's Employment and Relief Bureau. On numerous occasions parolees have displayed with pride the results of their basic education in the three R's. This is especially true in the cases of former inmates who could not read or write their own name at the time of admittance to the penitentiary.

Advanced classes in business English, shorthand, typewriting and other commercial courses are conducted for select groups of inmates. Evening school classes consist of instruction in speech correction, economics, shorthand, bookkeeping, English and other academic subjects.

The inmate publication, the *Rikers Review*, continues to be published and edited by the inmate body and has shown continuous improvement since its origin.

The library facilities are in charge of a trained librarian assisted by inmates. Here again the reduction in W.P.A. forces was noted and the library is without the services of former project employees. There are at the present time 11,000 volumes on the shelves of the library which is an increase over the number noted in the last annual report of the Association. The library, through the columns of the *Rikers Review*, attempts to stimulate the use of its facilities and from time to time conducts contests leading toward the attraction of additional inmate interest.

#### *Discipline*

The problem of discipline at a short-term institution is, of course, not as severe or as complicated as might be found in a long-term prison. The laws governing the procedure of the Parole Commission of the city of New York provide for the granting of so-called "good time" which in itself tends to assure a minimum of acts calling for formal disciplinary treatment. In considering inmates for parole the institutional attitudes and behavior are considered and a serious disciplinary record undoubtedly works to the detriment of the prospective parolee.

Chronic trouble makers have been segregated for some time in a section by themselves and work and carry on their institutional life as a group without mixing with the rest of the inmate body. Another section of the institution is reserved for the segregation of those who have been adjudged in need of solitary confinement



for varying periods. These individuals are visited regularly by physicians and a log book is kept recording such visits.

#### Conclusion

At the conclusion of 1939 the institution had been under the continuous supervision of Warden Richard A. McGee, since its opening in 1935. Warden McGee was formerly Educational Director of the U. S. Northeastern Penitentiary and his management of the new institution continues to be commendable.

The penitentiary is the largest penal institution in the State of New York and ranks among the largest in the United States. Sixty per cent of the population consists of inmates with indefinite sentences ranging from six months to three years, with the remainder committed on so-called workhouse sentences generally ranging from one day to six months. There are exceptions to this statement but the majority of offenders can be classified as mentioned.

Rikers Island at one time consisted of eighty-seven acres but has been extended to nearly 400 acres through the accumulation of refuse deposited by the Department of Sanitation of the city of New York. In view of this the institution is largely resting on made ground. The grading and development process have consumed much of the work assignments of the inmate body. With the eventual disposal of the mountains of refuse mentioned elsewhere in this statement the remainder of the island will undoubtedly be converted into farm land.

The Association takes this opportunity to reiterate statements it made in its last annual report to the effect that a certain amount of study will be necessary in the near future concerning the release procedure from the penitentiary. The state of the finances of the city of New York are recognized and the Association is mindful that no immediate solution is possible at the present time. It does, however, work to the disadvantage of a ten million dollar institution, complete with many modern facilities for rehabilitation, to have inmates released and given the sum of ten cents, to aid them in their adjustment to a free community. As theory and practice it is nothing short of farcical. Progress in this direction is necessarily slow considering the great demands made upon the budget of a city the size of New York, and the fact that an appropriation was made for clothing for released prisoners during the present administration is considered evidence that the problem has been realized by those in control. At one time in the not too distant past persons released from the city's penitentiary were not given suitable clothing with which they could start life anew. It is hoped, therefore, that the same continued attention will ultimately be given the problem of either creating a system of wages for prisoners or the supplying of parolees with sufficient funds to carry them for a reasonable period of time such as is the case with parolees released from State institutions.

#### City Prison, Brooklyn

The year 1939 witnessed no decrease in the agitation for the abolition of this antiquated institution. In all fairness to the officials of the Department of Correction and the present city administration, it should be said that the problem has long been recognized as a serious one, and were the city's resources sufficient to include an item for the construction of a new jail, this would undoubtedly be done. Built in 1879 to serve a borough of some 750,000 people, the jail now serves a population of about 2,750,000. Agitation for its removal has been under way for years—in fact since 1900—and the jail has since been condemned by many as an incubator of crime. Organized groups of Brooklyn citizens have been aided in their campaign by the Prison Association of New York, and on numerous occasions representatives have directed attention to the disgraceful features of the institution. The General Secretary of the Prison Association of New York, referring to this institution, stated that “. . . all the inmates spend their time in close confinement, many two in a cell, doing nothing day after day. . . . We take the individual, to some extent damaged in mind, body and soul, and throw him in with a large number of others, thereby adding fuel to the fire and making highly possible further ruination through the reflex of mass contamination.”

The Raymond Street Jail has a normal capacity of about 466, but the population frequently numbers as many as 700 at a time. This of course necessitates the housing of more than one individual in a cell, which in itself is not in accord with the beliefs of present day penology. This institution also witnesses a vast turnover of inmates each year, frequently numbering around 40,000.

Due in part to the great public opinion against the use of this institution, and also due to the foresight of administrative officials of the Department of Correction, the transfer of those of adolescent age from this institution to the Queens City Prison toward the end of the year 1939 was brought about. This eliminates the use of the Raymond Street Jail for the detention of a large body of young prisoners, and further serves to reduce the population. The condemnatory aspects of reports on this institution do not reflect on the efforts of the institutional administration to conduct its affairs in as acceptable a manner as possible. The institution is kept clean, and the officials strive as best they can under the circumstances to promote the welfare of those confined.

There is no employment possible in this institution because of the fact that it is for the detention of court prisoners. The only work available is performed by penitentiary prisoners, transferred from that institution for maintenance purposes.

The best that can be said for Raymond Street Jail is that the solution of its problems can be made possible only through the construction of a new institution and the abolition of the present one.

A 1939 Grand Jury report summarized the general situation by indicating that “the condition of the jail is so bad that it is almost

impossible to adequately describe the existing situation. Because of its construction and obsolete facilities, the jail is a breeding spot of crime."

#### City Prison, Queens

The population of this institution as of December 31, 1939, was 212. With a capacity of 185 it can readily be seen that the population generally exceeds the number which it was originally designed to accommodate. As has been noted heretofore, the latter part of 1939 witnessed the setting aside of sections in this institution for the housing of adolescent prisoners formerly housed in the City Prison, Brooklyn. This jail, though as inadequate as many of the city's prisons, has the advantage of a more favorable location than does the Raymond Street Jail. Therefore, the accommodations for the young prisoner are far better than was possible under the former arrangement.

As is the case with other of the city's detention prisons, no work is available except for those assigned to the prison from the penitentiary at Rikers Island. These men perform maintenance tasks and are requisitioned from the penitentiary when needed. Many sentenced prisoners at this institution are distributed daily to points throughout the city for labor purposes. Some fifty to sixty are sent to Welfare Island for the unloading of coal and other tasks for the benefit of city institutions on the island.

The practice mentioned in the last annual report of this Association relative to the extension of the facilities of the Queensboro Public Library to this institution fortunately continues, and should be expanded in view of the fact that the institution is assigned for the housing of the adolescent offender. It would also be of value to the welfare of the people of the city if the Department of Correction promulgated a plan such as is now in operation with minors in the Tombs Prison, Manhattan. A program of activity for the adolescent offender is extremely valuable, and should be extended to include this institution.

Undoubtedly the city will be called upon to displace this institution in the years to come, and the continued expansion of the population of Queens County must be taken into consideration in this respect.

#### City Prison, Manhattan

A statement relative to the physical facilities of this institution can probably be dispensed within this section of the annual report, due to the fact that the new Criminal Court Building and City Prison is well under construction, and will be ready for occupancy within another year and a half. At the present writing the steel framework has virtually been completed, and it is expected that the jail section will be available for use before the Criminal Court section.

It is interesting to note, however, that this institution undoubtedly continues to claim leadership over all other institutions in the

country so far as turnover of population is concerned. The year 1938 (the last calendar year preceding the present fiscal year) witnessed a total turnover of more than 119,500 prisoners, numbering 39,875 different admittances. The various transactions involved in the turnover of prisoners includes the notation and recording of transfers to other institutions, courts and clinics, releases and remands on bail, visits with attorneys and relatives, and numerous other daily activities that must be fully recorded and checked.

The population of this institution as of December 31, 1939, was 665. The average daily census for the calendar year of 1938 being 742.

The management of the Tombs, under the direction of Warden William A. Adams, is to be commended for its continued efforts to maintain as high a state of cleanliness as is possible. The interesting administrative improvement worth mention at this time is the continued response on the part of the inmates to the rehabilitative program instituted in 1938 for the adolescent offenders. Under the immediate direction of a trio of especially trained correction officers the program of lectures and discussions in elementary educational classes is conducted. The complete co-operation of city departments, together with the New York Public Library, the Museum of Natural History and other agencies, has been enjoyed throughout the year. A circulating library of some 600 volumes is maintained, and the free time of the adolescent offender is directed to wholesome channels instead of in the direction of demoralization and deterioration.

The Association has been pleased to have been a co-operative agency in the rehabilitation program mentioned above, and during the year brought it to the attention of many distinguished foreign and domestic visitors.

As of October 15, 1939, all actual money was taken from the inmate body, and a credit plan was instituted. This has long been advocated and the present experiment is being observed with unusual interest. It is the accepted procedure in long-term institutions, but is generally agreed to be difficult of operation in an institution housing a constant rapid turnover of court prisoners.

The Association continued to be of assistance to the administration of the institution and performed a valuable public service, as commented upon elsewhere in this report, under the heading of "Tombs Interviews."

#### 7th District Prison

The highest daily census of this institution for 1939 was 228 and the lowest, 42, with the population on December 31, 1939, at 78. During the twelve-month period of 1939 the total admissions amounted to 22,700, while the total discharges were but 90 less. The average daily census for the year was 89, but as is the case in the majority of the city's penal institutions, this figure does not indicate the great number that were booked and discharged without spending a full day at the institution. This institution houses a great many material witnesses, and for 1939 had a total turnover

of nearly 50,000 individuals. This represents an increase of some 3,000 in total turnover over the year 1938. Much of the congestion at this institution is related to the operation of the Night Court adjacent to the prison. Frequently the rush hours at the institution are climaxed at about midnight, with the result that its facilities are often overtaxed beyond the point of the minimum requirements of sanitation and decency. The problems met in this respect are at odds with all approved standards of present day penology, and no regard can be had for classification and other everyday modern techniques of institutional administration. The solution of the problem can probably be found only through an extension of the facilities of the Department of Correction. A step in this direction was noted in the capital outlay budget item providing a sum to bet set aside for the construction of an institution in Manhattan for short-term offenders.

#### Budgetary Appropriations

Operating at an increase of \$184,179 over 1938, the Department in 1939 continued to be faced with population trends unequalled in any other part of the country. The new fiscal policy of the city in setting up a fiscal year from July 1 to June 30, 1940, makes it necessary to compare the last complete fiscal calendar year, 1938, with the first complete fiscal year of from July 1, 1939 to June 30, 1940. It is necessary, therefore, to omit consideration of the special intervening six-month period from January 1, 1939, to June 30, 1939.

The Capital Budget for 1940, so far as it relates to the Department of Correction, provides for an appropriation of \$885,514. The budget includes funds for farm buildings, manufacturing and laundry equipment, and barracks for workhouse prisoners at the penitentiary on Rikers Island. As heretofore noted, the new barracks should release the penitentiary industrial buildings for their original purpose and preclude the necessity of their continued use as dormitories.

The Capital Budget also provides for fire prevention work and alteration at the City Prison, Queens; enlargement of the reformatory sewage disposal plant and other equipment for other institutions.

Two significant items provide for an appropriation of \$20,000 to permit preliminary planning for new facilities for Raymond Street Jail (City Prison, Brooklyn) and the sum of \$108,000 for a Farm Colony for Women at Harts Island or some other city-owned site. These appropriations will allow for the necessary ground-work of long-needed improvements.

#### Conclusion

The Prison Association of New York as a part of the service it performs for the community, continues to extend its full and complete co-operation to the New York City Department of Correction, and enjoys the confidence and respect of Department officials.

### CONSTITUTION AND BY-LAWS

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

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

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

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

#### ARTICLE FIRST

The objects of the association shall be:

1. The amelioration of the condition of prisoners whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline and the government of prisons whether for cities, counties or states.
3. 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, four vice-presidents, a recording secretary, a corresponding secretary, and a treasurer, and there shall be the following 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 co-operating with it.

## ARTICLE TENTH

The executive committee shall have power to add to any of the standing committees such persons, as, in their opinion, may be likely to promote the objects of the society, and shall have power to fill any vacancy which may occur in any of the offices of the association, intermediate the annual meetings.

## ARTICLE ELEVENTH

This constitution may be amended by a vote of the majority of the society at any meeting thereof, provided notice of the amendment has been given at the next preceding meeting.

The officers elected for the current year, under the constitution shall continue to be the officers thereof until others shall be duly chosen in their places.

And it is hereby further enacted that no manager of said society shall receive any 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 duties 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 name of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

#### BY-LAWS\*

I. There shall be a stated meeting of the executive committee on the third Thursday of each month, and special meetings shall be held on the requisition of the Chairman or any three members of the executive committee. The call for a special meeting shall, in all cases, state the business to be transacted at said meeting. The annual meeting shall be held on the third Thursday of January in each year at an hour and place to be designated by the executive committee.†

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

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

† At the February, 1938, meeting of the Executive Committee, section 1 of the By-Laws was amended to provide that the monthly meeting of the committee be held on the second Monday of each month, and that the annual meeting of the Association be held on the second Monday in January of each year. However, at the November meeting the By-Laws were again amended to provide that the monthly meeting be held on the third Thursday of each month, as heretofore, and that the annual meeting of the Association be held on the third Thursday in January of each year.

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

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

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

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

1. The reading and approval of the minutes of the last preceding meeting.
2. Report of treasurer.
3. Reports from standing committees.
4. 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 at least the following standing committees: executive; finance; law; detentions; nominations; probation and parole; prison administration. Such committees in addition to any powers or duties conferred by these by-laws shall severally possess the power and be subject to the duties designated from time to time by the executive committee. Furthermore, the committee on probation and parole shall function as the committee on discharged convicts mentioned in the constitution, and the com-

mittee on prison administration shall function as the committee on prison discipline mentioned in the constitution.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

conclusions upon them, also to care for the law business of the association.

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

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

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

## THE PRISON ASSOCIATION OF NEW YORK

### GENERAL FUND

#### STATEMENT OF INCOME AND EXPENSES AS PER BOOKS

YEAR ENDED DECEMBER 31, 1939

<i>Income</i>		
Donations—special purposes		
The Greater New York Fund—1938 Campaign..	\$1,454 00	
The Greater New York Fund—1939 Campaign..	1,862 00	
Other funds .....	4,077 38	
Donations—unrestricted .....	11,238 08	
		\$18,631 46
Endowment income		
Interest on mortgages .....	5,280 65	
Interest on bonds .....	1,537 78	
Dividends on stocks .....	7,202 30	
		14,000 63
Total income .....		\$32,632 09
<i>Expenses</i>		
General administration .....	12,997 58	
Relief—prisoners and families (cash, food, clothing, etc.) .....	8,581 37	
Relief—administration .....	2,084 50	
Employment—administration .....	2,088 50	
Appeal—administration .....	2,957 42	
Traveling expenses .....	79 39	
Printing and stationery .....	299 73	
Postage .....	347 69	
Telephone and telegraph .....	309 74	
Auditing, legal and legislative service .....	524 90	
Furniture and fixture expense .....	43 82	
Periodicals, custodian fees, and miscellaneous .....	435 74	
House maintenance .....	2,465 95	
Total expenses .....		33,216 36
Excess of expenses over income .....		584 27
Special Donation—to offset withdrawals from Endowment Fund.		2,000 00
Net income for the year .....		\$1,415 73

#### AUDITORS' CERTIFICATE

We have audited the books, accounts, minutes, and other records of The Prison Association of New York for the year ended December 31, 1939. In our opinion the statement of income and expenses shown above states correctly the operations for the year ended at that date.

WEBSTER, HORNE & BLANCHARD,  
Certified Public Accountants

New York, N. Y., February 21, 1940.

## CONTRIBUTORS

## LIFE PATRONS

By Contributions of \$500 or More at One Time

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

Markle Foundation, The John and Mary R.  
New York Foundation.  
Pratt, Herbert L.  
Rockefeller, John D., Jr.  
Rockefeller, The Laura Spelman Memorial.  
Sagan Holding Co.  
Sage, Dean.  
Schiff, John M.  
Sergievsky, Mrs. Boris.  
Suarez, Mrs. Diego.  
Vail, Mrs. Lawrence.  
Woerishoffer, Mrs. Anna.

## HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

C. S. S.  
G. W. W.  
K. V. R. and O. A. V. R. (In Memory of).  
Anonymous.  
Abbott, George.  
Alexander, Mrs. Archibald S.  
Anson, Mrs. Ernaid.  
Association of Grand Jurors, N. Y. County.  
Auchincloss, Mrs. C. C.  
Bachelors, The.  
Bandler, Maurice E.  
Baring, Charles.  
Barksdale, Mrs. H. M.  
Bell, Mrs. Gordon Knox.  
Bliss, Robert Woods.  
Bowen, Mrs. Harry S.  
Brown, Alexander H.  
Brownell, Miss Matilda A.  
Bulkley, Mrs. Jonathan.  
Burling, William A. M.  
Burlingham, Mrs. Charles.  
Carhart, Mrs. Hamilton.  
Cary, Miss Kate  
Charlhay Corporation.  
Chisolm, E. Ogden.  
Clark, Mrs. Stephen C.  
Coe, William R.  
Conroy, John W.  
Connor, W. E.

Cromwell, James W.  
Curran, Mrs. Guernsey, Jr.  
Curtis, Mrs. James F.  
Cushing, Charles G.  
Cutting, Charles Suydam.—  
Cutting, Fulton.  
Davella Mills Foundation, The.  
Davies, Frederick M.  
Davis, Joseph E.  
\*deBraunt, Mrs. Marinus.  
Devoe, Miss Harriet E.  
Dodge, Mrs. Cleveland H.  
Driver, Wilbur B.  
Dwight, Winthrop E.  
Elbert, Mrs. Robert G.  
Emmons, Mrs. Arthur B.  
Ewing, William F. C.  
Fairfax, Mrs. Lindsay.  
Frost, Aaron V.  
Gabriel, Mrs. Vivian.  
Gery, Peter G.  
Goelet, Robert W.  
Grace Church.  
Hadden, Alexander M.  
Halkett, Mrs. Stokes.  
Hall, Mrs. Bolton.  
Harris, John F.  
Hawkes, Mrs. Morris.  
Herrick, Mrs. Robert F.  
Hird, Miss Martha.  
Hochschild, Walter.

\* Deceased.

Hubbard, Miss Anna Weir.  
Hulawit, Frank T.  
Hurd, Richard M.  
Hyde, Mrs. Clarence M.  
Jackson, Mrs. Charles H., Jr.  
Jameson, E. C.  
\*Jennings, Miss Annie B.  
Jinks, The.  
Johnson, Arthur G.  
Johnson, James W.  
Judson, F. A.  
LaFarge, Mrs. Oliver H. P.  
Langley, William C.  
Lehman, Mrs. H. H.  
Lewisohn, Sam A.  
\*Livingston, Johnston.  
\*McIang, Henry K.  
McKinney, Price.  
Moore, Edward S.  
Moore, Mrs. William H.  
Morgan, John P.  
Morris, Mrs. Lewis R.  
Mutual Welfare League of Sing Sing Prison.  
Nichols, W. H.  
Olyphant, Robert M.  
Osborn, William Church.  
Osborn, Mrs. William Church.  
Ostwalt, F. E.  
Perkins, Mrs. George W.  
Pond, Miss Florence L.  
Porter, H. Hohart.  
Porter, Mrs. H. Hobart.  
Potter, William C.  
Pratt, Mrs. Charles M.

\*Pratt, Harold I.  
Pratt, Mrs. John T.  
Prentice, Bernon S.  
Reed, Latham G.  
Reid, Fergus.  
Remsen, Miss Elisabeth.  
Rice, Dr. and Mrs. Alexander H.  
Richardson, Mrs. C. Tiffany.  
Rinckhoff, John P.  
Rionda, Mrs. Manuel.  
Riverside, The Church.  
St. Thomas Church.  
Satterlee, Mrs. Herbert L.  
Schoenfeld, John L.  
Scoville, Miss Grace.  
Scudder, Mrs. Hewlett.  
Seligman, J. & W. Co.  
Sexton, Mrs. A. G.  
Shaw, G. Howland.  
Simpson, Miss Jean Waiker.  
Skell, Mrs. Roswell, Jr.  
\*Sloan, Samuel.  
Sloane, Mr. and Mrs. George.  
Stillman, Miss Charlotte R.  
Swan, Joseph R.  
Third Panel Sheriff's Jury.  
Thomson, George M.  
Train, Mrs. Arthur C.  
\*Untermeyer, Samuel.  
Van Gerbig, Mrs. Barend.  
Van Norden, Warner M.  
Van Rensselaer, William Stephen (In Memory of).  
Weekes, Harold H.

## LIFE MEMBERS

By Contributions of \$50 at One Time

A. H. (In Memory of).  
C. S.  
P. H. A.  
"From a Friend."  
Agent.  
Anonymous.  
Adkins, Mrs. Leonard D.  
Agnew, Mrs. George B.  
Aldrich, Winthrop W.  
Alexander, William.  
Anderson, J. Cameron.  
Arnold, Edward W. C.  
Baker, Mrs. Walter.  
Baldwin, William M.  
Barrows, Ira.  
Bannert, Frank J.  
Bellak, C. Morton.  
Benecke, Alex.  
Benjamin, William E.  
Bennett, Eugene B.

Bliss, Cornelius N., Jr.  
Bliss, Mrs. Robert W.  
Bogert, Mrs. Beverley.  
Borden, Albert G.  
Boynton, Herbert F.  
Brown, Everett L.  
Byrce, Peter Cooper.  
Bulkley, Edwin M.  
Bulkley, Mrs. Edwin M.  
Campbell, Mrs. O. A.  
Carey, S. W., Jr.  
Carpenter, Mrs. C. Whitney.  
Chapin, Charles Merrill, Jr.  
Chapin, Simon B.  
Christ Church of New Brighton.  
Cheney Brothers.  
Christian Herald.  
Christie, Robert E.  
Clark, Mrs. J. William.  
Clarkson & Ford Co.

\* Deceased.



Chuet, Walter, H.  
 Clyde, William P.  
 Cooper, J. H.  
 Coward, Mrs. Thomas R.  
 Cromwell, J. H. R.  
 Cross, John Walter.  
 \*Davis, Henry J. (In Memory of  
 Mrs. Amy Elizabeth Davis).  
 Davis, Thomas B.  
 de Florez, Mrs. Pedro R.  
 De Lamar, Mrs. Alice A.  
 Delano, William Adams.  
 de Peyster, Miss Augusta M.  
 Dows, David.  
 Dwight, Mrs. Edward F.  
 Eastman, Mr. and Mrs. Lucius R.  
 Eastwood, Mrs. John H.  
 Eittinger-Schild Co.  
 Emmet, Mrs. C. Temple.  
 Emmet, Miss Lydia F.  
 Evans, Hartman K.  
 Field, Mrs. William D. C.  
 Flagler, Mrs. Harry H.  
 Fox, Mortimer J.  
 Friendly Fund, Inc.  
 Gabrieliwitsch, Mrs. Clara.  
 Gallatin, Albert.  
 Gallatin, Mrs. Albert.  
 Geddes, Donald G.  
 Goldman, Julius.  
 Great, The Atlantic and Pacific Tea  
 Co.  
 Guggenheim, Mrs. Simon.  
 Hammersley, Louis Gordon.  
 Hammersley, Mrs. Louis Gordon.  
 Hammond, Mrs. John Henry.  
 Heilets, Jascha.  
 Henry, Mrs. Barklie McKee.  
 Hickox, Mrs. Charles V.  
 Hoe, Mrs. Richard M.  
 Hooser, Mrs. Estelle de Peyster.  
 Hunt, Mrs. Thomas.  
 Hyde, Mrs. B. Talbot B.  
 Johnson, Mrs. Aymar.  
 Joost, Martin.  
 Joost, Mrs. Martin.  
 Jourdan, Edward R.  
 Katz, Mrs. Hannah E.  
 Kemble, George I.  
 Kerr, Mr. and Mrs. Robert C.  
 Kidder, Mrs. A. M.  
 Klee, Walter S.  
 Lamont, Miss Elizabeth K.  
 Landauer, James D.  
 Landon, Francis G.  
 Lathers, Miss Julia.  
 Leffingwell, R. C.  
 Leffingwell, Mrs. R. C.  
 Leon, Maurice.  
 Low, Miss Lois Curtis.  
 Maurice, Miss Marian B.  
 McClellan, Mrs. George B.

\* Deceased.

MacKay, Henry.  
 Metcalf Brothers & Co.  
 Metcalf, Mrs. Manton B., Jr.  
 Moore, Henry Booth.  
 Moore, Mr. and Mrs. Paul.  
 Moore & Shley.  
 Morgan, Miss Caroline L.  
 Nichols, George E.  
 Parish, Henry.  
 Parks, Leighton.  
 Pearl, Mrs. Frederick W.  
 Peckham, Mrs. Wheeler H.  
 Perkins, Mrs. Frederick C.  
 Perry, Mrs. H. G.  
 Peters, Mrs. Theodore.  
 Chippe, Mrs. John S.  
 Pierce, Mrs. Theron F.  
 Polk, Mrs. William M.  
 Pope, Mrs. Charles F.  
 Prospect Helpers, Inc.  
 Prosser, Thomas.  
 Randolph, Mrs. Francis F.  
 Resor, Mr. and Mrs. Stanley.  
 Reynolds, George G.  
 \*Richard, Miss Elvina.  
 Robbins, Mrs. Frances C. Lamont.  
 Roessler, Mrs. Franz.  
 Rothbart, Albert.  
 Russell, Miss Marie L.  
 Satterlee, Herbert L.  
 Scott, Miss Mary Evelyn.  
 See, Alonzo B.  
 Shepard, Finley J.  
 Sherwood, Mrs. Arthur H.  
 Sicher, Dudley F.  
 Sparks, T. Ashley.  
 Speyer, James.  
 Stebbins, E. Vail.  
 Steele, Charles.  
 Stokes, J. G. Phelps.  
 Stout, Mrs. Andrew V.  
 Taylor, Lloyd.  
 Thacher, Thomas D.  
 Towne, Mrs. John H.  
 \*Tucker, Allen.  
 Tucker, Mrs. Carl.  
 Tucker, Marcia Brady Foundation,  
 Inc.  
 Tucker, Samuel A.  
 Tuckerman, Mr. and Mrs. Paul.  
 Twitchell, Mrs. Burton P.  
 Van Vechten, R.  
 Wade, Mrs. Alfred B.  
 Watson, Mrs. James S.  
 \*Wellington, Miss Elizabeth R.  
 White, Mrs. Henry.  
 White, Miss May W.  
 Whitney, Mrs. Caspar.  
 Williams, Harrison.  
 Wilson, Mrs. Orme.  
 Yeatman, Pop.  
 Young, Miss Katharine V.

## CONTRIBUTORS' LIST

For Fiscal Year January 1, 1939 to December 31, 1939

## Designation of Funds

Contributions preceded by name only are for the General Fund, for general purposes. Other contributions are designated as follows: G. R., General Relief (used only for relief); S. R., Special Relief (donations for specially designated instances of need); E. B., Employment Bureau; S, Special Purposes; C. T., Christmas Toys.

A			
Aborn, Mrs. J. A.	\$3 00	Banker, Mrs. E. H.	5 00
Ackerman, Marjoe S.	5 00	Baring, Charles	50 00
Adams, Mrs. Calvin Thayer	5 00	Baring, Charles	S. 10 00
Adams, Mrs. Hall	5 00	Barlow, De Witt D.	S. 5 00
Adee, Mrs. Ernest R.	S. 10 00	Barnes, Courtlandt D.	10 00
Adee, George Townsend	5 00	Barnes, Mrs. E. W.	5 00
Agnew, Mrs. George B.	25 00	Barnum, William Henry	5 00
Albee, Ellye E.	2 00	Barrows, Ira	25 00
Aldrich, Mrs. Richard	10 00	Barstow, Miss Cornelia K.	10 00
Aldrich, Winthrop W.	25 00	Bartol, Mrs. Henry G.	20 00
Aldrich, Mrs. Winthrop W.	10 00	Bass, Frederick W.	5 00
Alexander, Archibald S.	25 00	Basset, Mrs. Charles F.	5 00
Alexander, Miss Mabel W.	10 00	Baxter, Mrs. W. J.	1 00
Allen, George Marshall	5 00	Beckhard, Martin	5 00
Allibone, L. W.	1 00	Bedford, Mrs. Alfred C.	25 00
Allison, Mrs. Ethel T.	2 00	Beer, Mrs. George L.	5 00
Allyn, Robert S.	5 00	Belitz, H.	10 00
Alsberg, William	10 00	Beller, A.	10 00
Altschul, Mrs. Charles	15 00	Benedict, Elliot S.	10 00
Altschul, Mrs. Frank	10 00	Bennett, Eugene B.	7 00
Angell, Mrs. Montgomery B. S.	5 00	Bennett, Miss Josephine	2 00
Annenberg, Mrs. Sadie C. S.	10 00	Berkey, Mrs. Charles P.	1 00
Appleby, Mrs. John S.	10 00	Bernhard, Mrs. Joseph	5 00
Armitage, Mr. and Mrs. Thomas W.	3 00	Bernheim, Henry J.	10 00
Arnold, Mrs. Benjamin W.	25 00	Bernheimer, Miss Cora A.	10 00
Arnold, Mrs. Carrington G.	5 00	Bernuth, O. M.	30 00
Auchincloss, Mrs. Charles G.	25 00	Bert, William	S. 5 00
Auchincloss, Mrs. Edgar S.	10 00	Bewer, Julius A.	10 00
Auchincloss, Gordon	10 00	Beyer, Eugene O.	10 00
Auchincloss, Mrs. Reginald Le G.	25 00	Binger, Mrs. Walter	1 00
Austen, Mrs. Vallé	5 00	Birdsall, Miss S. Josephine	1 00
Austin, Mrs. Dwight E. S.	2 00	Bishop, Elliot	10 00
B		Blanke, Miss Alice M.	2 00
Babcock, Miss Maria	S. 10 00	Blanke, Miss Katharine M.	2 00
Bache, Harold L.	15 00	Bliss, Robert Woods	100 00
Bachus, Mrs. Dana C.	20 00	Bitens, Mrs. Morris J.	10 00
Bacon, Mrs. Francis McNeil	3 00	Blumenthal, George	302 58
Baird, David G.	S. 3 00	Blumenthal, Mrs. Rose	2 00
Baker, Mrs. Herbert S.	10 00	Bodman, Mrs. George M.	5 00
Ballard, Mrs. Edward	25 00	Boettger, Mrs. Theodore	1 00
Ballin, Mrs. Jacques	2 00	Bonbright, Irving W.	10 00
Ballin, Miss Marie H.	4 00	Bonney, Mrs. Leonard W.	10 00
Baltz, Mrs. Harry R.	5 00	Borden, Albert G.	35 00
		Botjer, Miss Bertha L.	3 00
		Bourne, George	20 00
		Bradley, Charles Burnett	10 00
		Broadhead, Mrs. A. L.	2 00
		Brooks, Mrs. Frederick	S. 10 00
		Brower, Jacob L.	1 00



Greenwood, Miss Mary M.....	10 00	Holmes, John Haynes.....	2 00
Griffin, Miss Margery C.....	5 00	Holt, Mrs. L. Emmett.....	10 00
Griffin, William A.....	10 00	Holt, Miss Sarah L.....	10 00
Griggs, Mrs. John W.....	15 00	Horton, E. P.....	30 00
Gristede, Diederich.....	5 00	Howard, Mrs. William Fisher	35 00
Grossmann, Mrs. Edward A.....	8 00	Hudson, Mr. and Mrs. Paul	5 00
Gruntal, Benedict.....	10 00	Hughes, Mrs. William K.....	2 00
Gunzburg, Miss Lillie.....	6 00	Hunt, Miss Mary F.....	10 00
Guion, Mrs. C. C.....	4 00		
Gutman, Mrs. Louise.....	2 00		
Gwynne, Miss Mabel.....	1 00		

## H

Hackett, Miss Irene A.....	2 00	Iger, Mrs. Tonie.....	1 00
Hague, Miss Eleanor.....	5 00	Irvin, Charles H.....	20 00
Hammann, Mrs. William A.....	10 00	Iselin, Mrs. Alston.....	5 00
Hammond, John Henry.....	10 00	Iselin, Mrs. Arthur.....	5 00
Hammond, Mrs. John Henry	5 00	Iseman, Mrs. Percy H.....	25 00
Hammond, Mrs. Paul L.....	10 00	Israel, Mrs. Albert.....	10 00
Harburger, Mrs. Julius.....	3 00	Ittleson, Henry.....	10 00
Hardenbergh, William P.....	10 00		
Hare, Mrs. Meredith.....	25 00		
Harkness, William Hale.....	10 00		
Harriman, E. Roland.....	25 00		
Harris, Mr. and Mrs. Victor	10 00		
Harrison, George L.....	10 00		
Hartman, Mrs. Edith Cooper	5 00		
Hartshorne, Miss Katharine			
B.....	1 00		
Harvey, L. J.....	10 00		
Haskell, Mrs. J. Amory.....	3 00		
Hathaway, Mrs. Charles.....	1 00		
Hayden, Charles, Foundation			
S.....	500 00		

Hays, Mrs. David S.....	5 00	Jackson, Wayne G.....	5 00
Heifetz, Jascha.....	15 00	Jackson, Mrs. William B.....	5 00
Helme, Mrs. George A.....	25 00	Jacobs, Miss Fannie.....	5 00
Henderson, Mrs. Edward C.....	10 00	James, Mrs. Bayard.....	10 00
Hendricks, Henry E.....	5 00	Jameson, E. C.....	5 00
Henry, Miss Florence.....	5 00	Jameson, Mrs. James Walker	5 00
Henry, Miss H. Maud.....	5 00	Jarrett, Mrs. Floyd.....	2 00
Herbert, Preston.....	5 00	Jay, De Laney K.....	10 00
Herrick, Mrs. W. S.....	20 00	Jenks, Mrs. Robert L.....	5 00
Hickox, Mrs. Lena.....	6 00	Johnson, Mrs. Aymar.....	5 00
Hickox, Mrs. Charles V.....	50 00	Johnson, Mr. and Mrs. Burges	5 00
Hicks, Mrs. Joshua T.....	2 00	Johnson, Mrs. Elmer Har-	
Hicks, Walter F.....	1 00	land.....	5 00
Hicks, Walter F.....	2 00	Jones, Mrs. Adam Leroy.....	6 00
Higgins, Mrs. James Crane		Jones, Mrs. De Witt Clinton	10 00
S.....	10 00	Jones, Miss E.....	1 00
Hill, Mrs. Richard W.....	5 00	Jones, Miss Elizabeth Van	
Hillhouse, Miss Sylvia R.....	2 00	Clef.....	2 00
Hiltman, Mrs. J. W.....	4 00	Jones, Mrs. Paul T.....	1 00
Hilton, Mrs. Frederick M.....	15 00		
Hird, Miss Martha.....	100 00		
Hose, Mrs. Charles R.....	2 00		
Hose, Mrs. J. Edward.....	2 00		
Hoschschild, Walter.....	200 00		
Hoe, William J.....	5 00		
Hoffman, Miss Margaret E.....	5 00		
Hogan, Mrs. Jeffrey.....	2 00		
Hogg, Miss Elisabeth M.....	10 00		
Hollstein, Mrs. Gustavus M.....	2 00		

## K

Kane, Mrs. Frederick L. S.....	10 00	Kaufman, Mrs. Edward S.....	10 00
Kaplan, Mrs. Jack.....	10 00	Kaufmann, Miss M. J.....	10 00
Katz, Mrs. Hannah E.....	10 00	Kellogg, Mrs. Frederic R.....	5 00
Kaufman, Mrs. Edward S.....	10 00	Kellogg, Morris.....	10 00
"In Memory of Miss Rosa-		Kennard, William M.....	5 00
lie Nathan".....	10 00	Kernan, Mrs. Michael J.....	4 00
Kaufman, Mrs. Edward S.....	10 00	King, Miss Isabelle C.....	10 00
Kaufmann, Miss M. J.....	10 00	Kirkham, Mrs. Ethel D.....	10 00
Kellogg, Mrs. Frederic R.....	5 00	Kissel, Mrs. Gustav E.....	10 00
Kellogg, Morris.....	10 00	Kitching, Miss Belle M.....	5 00
Kennard, William M.....	5 00	Kittredge, Samuel Dana.....	4 00
Kernan, Mrs. Michael J.....	4 00	Knies, George J.....	5 00
King, Miss Isabelle C.....	10 00	Knoop, S. Adolphus.....	2 00
Kirkham, Mrs. Ethel D.....	10 00	Koegler, Richard A.....	5 00
Kissel, Mrs. Gustav E.....	10 00		
Kitching, Miss Belle M.....	5 00		
Kittredge, Samuel Dana.....	4 00		
Knies, George J.....	5 00		
Knoop, S. Adolphus.....	2 00		
Koegler, Richard A.....	5 00		

Kohn, Daniel.....	5 00	Madigan, John H.....	S. 5 00
Krech, Shepard.....	10 00	Magee, John.....	20 00
Kress, C. W.....	2 00	Magee, Sanford J.....	10 00
Kress, Samuel H., Founda-		Manges, Morris.....	5 00
tion.....	15 00	Manice, William De Forest.....	10 00
Kuhn, Loeb and Co. (Through		Manley, Miss Faith L.....	S. 2 00
Greater N. Y. Fund, Inc.)	500 00	Manning, Mrs. J. J.....	S. 10 00
Kuhn, Samuel L.....	5 00	Marquand, Mrs. Allan.....	10 00
		Marquand, Miss Sarnia.....	25 00
		Martin, Miss Florence C.....	5 00
		Martin, William V.....	5 00
		Marwick, Mrs. Brewster.....	20 00

## L

La Farge, Mrs. Oliver H. P.....	10 00	Mathewson, Mr. and Mrs.	
Lafrantz, F. W.....	S. 10 00	Douglas.....	2 50
Laist, Mrs. Frederick.....	S. 10 00	Mauch, William C.....	S. 10 00
Lake, Miss Jennie S.....	2 00	Maurice, Miss Marian B.....	60 00
Lambert, Mrs. Samuel W.....	20 00	Mauzy, Mrs. Henry Tobin.....	3 00
Lamont, Mr. and Mrs.		Maxwell, Howard W.....	5 00
Thomas W.....	10 00	Mayer, Mrs. Edwin.....	4 00
Langdon, Mrs. Frederic M.....	1 00	Maynard, Miss Helen Louise.	10 00
Langsdorf, Mrs. Jesse E.....	5 00	Maynz and Company.....	5 00
Lauterstein, Mrs. Leon.....	2 00	McCarroll, James R. T.....	3 00
Lawrance, Mrs. Charles Lan-		McClellan, Mrs. George B.....	10 00
ter.....	10 00	McCutchen, Mrs. Charles	
Lawman, Mrs. David T., Jr.....	5 00	Walter.....	25 00
Leaman, Walter E.....	2 00	McDowell, Miss Florence.....	3 00
Lee, Mr. and Mrs. Burton J.....	5 00	McGraw, Mrs. Edward.....	10 00
Ledingwell, Mrs. Russell C.....	25 00	McGovern, Miss Eleanor.....	10 00
Lehmster, James M.....	10 00	McKin, Mrs. LeRoy.....	10 00
Lemlein, Asa.....	3 00	Merchant, Mrs. B. T.....	5 00
Lente, Miss Mary.....	1 00	Meritt, Miss Helen S.....	3 00
Lente, Miss Mary.....	S. 1 00	Mersereau, Mrs. Jacob.....	10 00
Leonard, Mrs. Edgar W.....	20 00	Metcalf, Mrs. Manton B., Jr.	25 00
Le Roy, Mrs. Robert.....	15 00	Meyenberg, Miss Amelia S.....	5 00
Lester, Miss Fanny A.....	2 00	Meyer, Miss Jennie A.....	S. 1 00
Leuchs, John.....	2 00	Meyer, Max George.....	10 00
Levi, George.....	2 00	Milburn, Mrs. Devereux.....	10 00
Lewis, Mrs. Richard J., C.T.		Miller, Mrs. Edgar Grim, Jr.	2 00
Lewisohn, Sam A.....	100 00	Miller, Mrs. G. Macculloch.	20 00
Lichtenstein, Mrs. I.....	2 00	Miller, Mrs. Henry Wise.....	5 00
Liebman, Julius.....	20 00	Miller, William W.....	25 00
Lincoln, Mrs. Fredrick W.....	5 00	Milliken, Mrs. Gerriah H.....	5 00
Lindeman, Oscar.....	15 00	Moeller, Miss Hannah T.....	2 00
Lindley, Miss Alice F.....	5 00	Mohun, Mrs. R. Dorsey.....	2 00
Lindley, Mrs. Erasmus C.....	20 00	Moon, Miss George.....	10 00
Linsenstin, Mrs. William C.....	12 00	Moore, Mrs. Benjamin.....	10 00
Lockwood, Mrs. I. Ferris.....	15 00	Moore, Edward S.....	10 00
Loeb, E. H.....	S. 2 00	Moore, Mr. and Mrs. Paul.....	50 00
Loines, Mrs. Stephen.....	10 00	Moore, Mrs. William H.....	25 00
Lori, Frederic W.....	10 00	Morawetz, Mrs. Victor.....	10 00
Lotta Fund for Aiding Dis-		Morgenthau, Mrs. M. L.....	10 00
charged Convicts.....	S. 448 00	Morris, Mrs. Irma C.....	C.T. 1 00
Louchheim, Harry F.....	10 00	Morris, Lewis Spencer.....	10 00
Love, John W.....	1 00	Morris, William H.....	15 00
Lovens, Mrs. Amy.....	2 00	Mosley, F. S. and Co.	
Low, Miss Lois Curtis.....	10 00	(Through Greater N. Y.	
Luquer, Mrs. Lea McVaine.....	10 00	Fund, Inc.).....	500 00

## M

Mahon, Mrs. A. F.....	1 00	Moss, Mrs. Howard Hill	10 00
MacNeil, Herman A.....	2 00	Mott, Lewis F.....	10 00
Macon, Clifton.....	5 00	Mouraille, Miss M. Mathilde	10 00

\* Deceased.

Mueller, Miss Louise M.	5 00	Prizer, Miss Mary C.	10 00
Murphy, William Cumming		Pruyn, Mrs. Robert D.	10 00
Murray, Miss Catherine	5 00	Pugh, Thomas	5 00
Murray, Mr. and Mrs. J. Archibald	10 00	Purrlington, Mrs. William A.	15 00
		Purrlington, Mrs. William A.	5 00
		Putnam, Mrs. William A.	10 00
		Pyne, Mrs. H. Rivington	5 00
		Q	
Newborg, M.	10 00	Quan, Mrs. James (For 1938-1939)	2 00
Newhouse, Mrs. Walter Scott	1 00	Quinto, Philip	2 00
Newman, Stephen L.	2 00		
Nichols, George	1 00		
Nichols, Mrs. John W. T.	10 00		
Nitze, Mrs. Paul H.	25 00		
Norton, Mrs. Charles D.	25 00		
Nourse, Miss Juliet L.	10 00		
Nute, Mrs. John Wesley	2 50		
		R	
		Randolph, Miss Blanche F.	5 00
		Randolph, Mrs. Francis S.	25 00
		Randolph, Mrs. Harriet B.	5 00
		Raven, John H.	10 00
		Ravner, Mr. and Mrs. Wil- liam	5 00
		Raynor, Mrs. Forrest	5 00
		Read, Duncan H.	25 00
		Redmond, Mrs. Roland L.	10 00
		Reed, Henry Douglas	10 00
		Reese, Miss Margaret M.	5 00
		Reid, Fergus	100 00
		Reilly, Miss Mary A.	1 00
		Reilly, Mrs. W. B.	25 00
		Renssen, Miss Margaret S.	5 00
		Renton, Stanley H.	5 00
		Renwick, Mrs. William C.	10 00
		Requa, J. Eugene	2 00
		Reynolds, George G.	50 00
		Richard, Miss Elvina	50 00
		Richard, Oscar L.	10 00
		Richards, Miss Harriet M., Jr.	5 00
		Richardson, Mrs. C. Tiffany	10 00
		Richardson, Miss Marion	
		Riegelman, Mrs. Charles A.	5 00
		Rives, Mrs. H. Harold B.	10 00
		Robbins, Mrs. Harry Pelham	
		S	
		Robinson, Mrs. Franklin W.	5 00
		Rockwood, Mrs. Katharine C.	10 00
		Rodewald, Miss A. Leontine	5 00
		Rogers, Mrs. Benjamin	25 00
		Root, Oren	20 00
		Rosensohn, Mrs. S. J.	10 00
		Rosenthal and Kalman	10 00
		Rosenthal, Rudolph	1 00
		Rosenzweig, Mrs. Joseph	5 00
		Rothschild, Miss Anna J.	10 00
		Rumery, Ralph R.	2 00
		S	
		Sage, Dean	3 00 00
		Sage, Dean	3 00 00
		Salm, Mrs. Coster	5 00
		Salomon, Mrs. August	2 00

Salomon, Mrs. Harry	4 00	Spencer, Mrs. Edwards	5 00
Satterthwaite, Mrs. Thomas E.	10 00	Speranza, Mrs. Gino	25 00
"Sawyer, Mrs. Conway	6 00	Sprague, Walter A.	10 00
Saxton, Miss Bernice	5 00	Staub, Sarah A.	10 00
Sayre, Miss Mary Hall	10 00	Stebbins, E. Vail	20 00
Schadt, George Leonard	C.T. 5 00	*Steele, Charles	10 00
Schaefer, Bernhard K.	10 00	Stein, Mrs. Emil	10 00
Schefer, Anton H.	5 00	Stetson, Miss Ethel	1 00
Schley, Evander B.	10 00	Steuier, Mrs. Max D.	5 00
Schley, Mrs. Kenneth B.	4 00	Stieglitz, Mrs. Albert	5 00
Schmidlap, Carl	25 00	Stillman, Miss Charlotte R.	50 00
Schmitt, Miss Bertha M. S.	5 00	Stinson, Mrs. C. W.	10 00
Schneider, Mrs. B. B.	10 00	Stokes, Harold Phelps	5 00
Schuecser, I.	10 00	Stone, Herbert F.	23 00
Schoenfeld, John L.	S. 10 00	Stoughton, Miss Leila R. S.	3 00
Schuchardt, Mr. and Mrs. Frederick	10 00	Stout, Henry P.	10 00
Schulte, Mrs. Joseph M.	1 00	Sturges, W. W.	1 00
Schultz, Mrs. Albert B.	10 00	Strauss, Mrs. Charles S.	5 00
Schwab, Miss Emily	15 00	Strong, John R.	5 00
Schwarz, Robert	2 00	Strong, Mrs. J. R.	50 00
Scotes, Mrs. Richard J.	2 50	Sturgesant, A. Van Horne, Jr.	25 00
Scott, Donald, Jr.	5 00	Suarez, Mrs. Diego	1,050 00
Scoville, Miss Edith	10 00	Sullivan, William Mathews	5 00
Scoville, Miss Grace	25 00	Sulzberger, Mrs. Arthur Hays	10 00
Second, The Panel Sheriff's Jury	10 00	Sutro, Mrs. Lionel	5 00
Seelig, G. A. F.	1 00	Sutton, J. Wilson	7 00
Seeman, Joseph	10 00	Swallow, Mrs. A. G.	10 00
Selgman, Mrs. George W.	5 00	Swan, Joseph R.	50 00
Shaw, G. Howland (For 1938-1939)	S. 200 00	Swatland, Donald C.	25 00
Shaw, Mrs. F.	1 00	Swett, Mrs. Paul F.	S. 5 00
		T	
		Sheldon, Miss Edith	2 00
		Shepard, Finley J.	25 00
		Sherwood, Mrs. Arthur H.	10 00
		Sherrwood, Walter C.	5 00
		Shriver, Alfred	2 00
		Sidman, Edgar N.	5 00
		Simons, Mrs. Isaac	2 00
		Sloan, Mrs. George E.	5 00
		Skillin, Edward S., Jr.	10 00
		Slade, Francis Louis	5 00
		Sloan, Benson B.	10 00
		Sloan, Samuel	10 00
		Sloane, Mrs. John M.	25 00
		Sloane, Mrs. William	25 00
		Smith, Mrs. Fitch W.	20 00
		Smith, Roy C.	5 00
		Smith, George E.	5 00
		Snowden, James M.	S. 5 00
		Society of St. Vincent de Paul Particular Council of Brooklyn	S. 3 00
		Solomon, Mrs. Stella	3 00
		Sowden, Miss Elizabeth W.	S. 5 00
		Spalding, Mrs. George A.	5 00
		Sparks, T. Ashley	10 00
		Spear, Mrs. Louis Dean	5 00
		* Deceased.	
		Taylor, Henry C.	25 00
		Taylor, James B.	10 00
		Toagle, Walter C.	5 00
		Toeks, Herbert M.	S. 3 00
		Tekulsky, Louis	2 00
		Tlachner, Mrs. Thomas D.	10 00
		Thaw, J. W.	10 00
		Third, The Panel Sheriff's Jury	50 00
		Thomas, Mrs. Allen M.	5 00
		Thompson, Mrs. Lewis S.	5 00
		Thorburn, Mrs. L. N.	3 00
		Tiffany, Charles L.	10 00
		Timpson, Miss Margaret C.	25 00
		Towl, Mrs. Forrest M.	3 00
		Towne, Frank	30 00
		Tracy, Miss Helen Dawson	2 00
		Train, Mrs. Arthur C.	25 00
		Treyvoux, Mrs. C. L.	1 00
		Tropp, Leopold	5 00
		Tucker, Mrs. Brady Foundation, Inc.	50 00
		Turnbull, Miss Ethel	5 00
		Turner, Mrs. Henry Chandlee	5 00
		Twichell, Mrs. Burton P.	25 00
		Tyler, Mrs. Walter L.	5 00