

STATE OF NEW YORK.

No. 67.

IN SENATE,

APRIL 9, 1886.

FORTY-FIRST ANNUAL REPORT

OF THE PRISON ASSOCIATION OF NEW YORK FOR THE
YEAR 1885.

PRISON ASSOCIATION OF NEW YORK, }
NO. 65 BIBLE HOUSE. }

To the Lieutenant-Governor and President of the Senate:

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

Respectfully yours,
THEODORE W. DWIGHT,
President.

EUGENE SMITH, *Recording Secretary.*
NEW YORK, *April 8, 1886.*

[Sen. Doc. No. 67.] 1

OFFICERS FOR 1886.

President.

THEODORE W. DWIGHT, LL. D.

Vice-Presidents.

RT. REV. F. D. HUNTINGTON, SINCLAIR TOUSEY,
WALTER HOWE, EDWIN HUTCHINSON.

Corresponding Secretary.

W. M. F. ROUND.

Recording Secretary.

EUGENE SMITH.

Treasurer.

CORNELIUS B. GOLD.

Executive Committee.

CHARLTON T. LEWIS, *Chairman*,
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HENRY W. DEFOREST, WENDELL PRIME, D. D.,
Z. STILES ELY, JAMES R. STEERS,
GEORGE S. FRASER, LISPENARD STEWART,
CHAS. H. KITCHEL, EDWARD B. MERRILL,
DEAN SAGE, C. D. WOOD,
RICHARD A. McCURDY, J. HAMPDEN ROBB,
CHARLES WATROUS.

General Agent.

STEPHEN CUTTER, 65 Bible House, New York city.

CORRESPONDING MEMBERS.

- M. Charles Lucas, Member of the Institute of France, Chateau à Rongère près le Bourges, France.
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W. L. Sargent, Birmingham, England.
Alfred Aspland, F. R. C. S., Dukerfield, Ashton-under-Lyne, England.
Hon. Geo. W. Hastings, LL. B., Worcester, England.
Dr. G. Varrantrapp, Frankfort-on-the-Main.
F. B. Sanborn, Concord, Mass.
Z. R. Brockway, Elmira, N. Y.
Rev. Fred. H. Wines, Springfield, Ill.
Baron Franz Von Holtzendorff, Prof. Law in the Royal University, Munich, Bavaria.
Mons. Bonneville de Marsangy, Counselor of the Imperial Court of Paris, No. 7 Rue Penthievre, Paris, France.
Signor Martino Beltrani-Scalia, Rome, Italy.
J. J. Henley, Esq., Local Government Board Inspector, New Government Offices, Westminster, London, England.
Sir E. F. Du Cane, Chairman of Directors of Convict Prisons, 44 Parliament street, London, England.
Mons. Robin (pasteur), 21 Rue Platt, Belleville, Paris, France.
Dr. Prosper Desplae, 12 Rue du Loisir, Marseilles, France.
Dr. Guillaume, Director of Penitentiary, Neuchâtel, Switzerland.
Richard Petersen, Director of Penitentiary, Christina, Norway.
Herman Adams, LL. D., Bremen.
Alfred Field, President Chamber of Commerce, Birmingham, England.
Rev. Sidney Turner, Inspector of Reformatories, 15 Parliament street, London, England.
Florence Davenport Hill, Bristol, and 55 Wimpole street, London, England.
Joanna Margaret Hill, Bristol, England.
F. R. Bruun, Director of Prisons, Denmark.
Florence Nightingale, South street, London, England.
Edwin Hill, Esq., 1 St. Mark's square, Regent's Park, London, England.
A. Angus Croll, Esq., Roehampton, England.
T. B. Ll. Baker, Esq., Hardwicke Court, Gloucester, England.
William Tallack, Secretary Howard Association, 5 Bishopgate street without London, England.
Rev. J. W. Horsley, Clerkenwell, London.
Arthur Maddison, Secretary Reformatory and Refuge Union, London.

LOCAL COMMITTEES FOR CO-OPERATION AND COR-
RESPONDENCE.

- Albany County: Residence, Albany — Maurice E. Viele, William Law Learned, Rev. Rufus W. Clark, Edward Savage, Dean Sage, Rev. Dr. Wood — Rev. G. P. McCullough, Cohoes.
- Allegany County: Residence, Friendship — Hon. Abijah J. Wellman.
- Broome County: Residence, Binghamton — Dr. John G. Orton, B. N. Loomis, E. M. Noyes, E. K. Clark, D. H. Carver, J. W. Manier, Chas. Wilkinson, Avery Cromse, Julius Rogers, Dr. F. W. Putnam, Dr. J. H. Chittenden, H. M. Beecher, C. R. Williams, L. K. Thompson, E. C. Tichener.
- Cattaraugus County: Residence, Little Valley — Arthur H. Howe, Dr. L. Twombly.
- Cayuga County: Residence, Auburn — Miss Perry, Dr. S. Willard, Byron C. Smith, D. M. Osborne, Dennis R. Alward, Mrs. Miles Perry, Mrs. D. R. Alward, Rev. Willis J. Beecher, D. D., William G. Wise; residence, Fair Haven — Hon. George I. Post.
- Chautauque County: Residence, Mayville — Rev. J. H. Miller, William Chase; residence, Fredonia — M. S. Moore; residence, Westfield — Alfred Patterson; residence, Jamestown — Hon. Jerome C. Preston.
- Chemung County: Residence, Elmira — Dr. W. C. Wey, Z. R. Brockway, J. D. F. Slee, Rev. G. H. McKnight, Dr. T. H. Squire, Dr. Ira T. Hart, D. Atwater, Frederick Hall, M. S. Converse, Maj. E. O. Beers.
- Chenango County: Residence, Norwich — Dr. H. H. Beecher, B. Gage Berry, Daniel M. Holmes, Cyrus B. Martin.
- Clinton County: Residence, Plattsburgh — Hon. William P. Mooers, Henry Orris, Rev. F. B. Hall; residence, Keeseville — Hon. Henry Kingsland, 2d.
- Columbia County: Residence, Hudson — A. B. Scott, C. W. Gebhard, John Smith, M. D., L. F. Longley, Chas. C. Terry.
- Cortland County: Residence, Cortlandville — Lewis Bouton, Frank Place, Dr. Frederick Hyde; residence, Homer — Dr. Caleb Green, Thomas S. Ranney.
- Delaware County: Residence, Delhi — Dr. Ferris Jacobs, T. W. Brown, Gen. Ferris Jacobs, Jr., Mrs. W. H. Griawold, Mrs. F. Jacobs, Jr., Mrs. W. Youmans, Dr. H. A. Gates, Mrs. H. A. Gates, Mrs. C. A. Frost, Rev. F. H. Seeley, Rev. J. S. Robinson, James Penfield, Mrs. James Penfield, Adam Scott, Mrs. Adam Scott.
- Dutchess County: Residence, Poughkeepsie — H. Loomis, Jr., Dr. Edward H. Parker, Edmund Platt, Robert F. Wilkinson, Warren G. Cowle, Mrs. Mary G. Underhill.

Erie County: Residence, Buffalo—James Lyons, P. J. Ferris, Dr. John D. Hill, David P. Page, Mrs. A. McPherson.

Essex County: Residence, Elizabethtown—Dr. S. E. Hale, Francis A. Smith, Richard L. Hand, Abijah Perry, Robert W. Livingston.

Franklin County: Residence, Malone—Dr. S. P. Bates, Hon. W. A. Wheeler, P. H. Heath, Hon. John L. Gilbert, J. P. Badger, Newcomb H. Munsill, Julius C. Saunders, Martin E. McClary, Chas. Ferry, Frederick G. Paddock, Chas. I. Hubbard, Henry A. Miller, Rev. J. W. Ashworth, Rev. Chas. S. Richardson, Rev. W. G. W. Lewis, Rev. I. D. Peaslee.

Fulton County: Residence, Johnstown—Jacob Burton; residence, Gloversville—John Ferguson, Dr. Engene Beach.

Genesee County: Residence, Batavia—Prof. G. Fuller, Hon. J. R. Holmes.

Greene county: To be appointed.

Hamilton County: Residence, Wells—G. B. Morrison; residence, Sageville—William H. Fry.

Herkimer county: To be appointed.

Jefferson County: Residence, Watertown—Rev. Richard G. Keyes, Jesse M. Adams.

Kings County: Residence, Brooklyn—William H. Male, Lester W. Beasley, Henry R. Jones, Dr. A. Matthewson, George H. Fisher, Henry Battermann, Isaac H. Cary, Alexander Forman, Dr. T. J. Backus, Geo. C. Brackett, John B. Woodward, Dean Sage, Charles A. Schieren, Abbot L. Dow, Chas. D. Wood, E. H. Kidder, Albert C. Perkins, Willis L. Ogden, Thomas S. Moore, Franklin Allen, Churchill H. Cutting, F. B. Bellamy.

Lewis County: Residence, Lowville—Rev. Joseph H. France, Amos Rice, Carroll House, Royall P. Wilbur; residence, Croghan—Hon. William W. Rice.

Livingston County: Residence, Geneseo—Dr. W. E. Lauderdale, Rev. T. D. W. Ward, Prof. W. J. Milne.

Madison County: Residence, Morrisville—D. D. Chase, H. P. Meade, Lucius P. Clark; residence, Oneida—W. R. Williams.

Montgomery County: Residence, Fonda—William N. Johnson, Rev. W. Frothingham.

Monroe County: Residence, Rochester—Dr. E. V. Stoddard, Quincy Van Voorhis, Theodore Bacon, Col. J. S. Graham, Rev. Mr. Landsberg, Rev. Myron Adams, Hon. Oscar Craig, Hon. W. S. Hubbell, E. O. Sage, Gilman H. Perkins, Geo. E. Mumford, Col. Chas. Fitch.

New York County: The Association's Committees on Detentions and Discharged Prisoners.

Niagara County: Residence, Lockport—Gaylord B. Hubbell, M. H. Webber, Dr. J. B. Hartwell, Dr. A. W. Tryon, Mrs. Robert Norton, Myron E. Tarbox, Mrs. M. McGushan, J. S. Helmer, Rev. Dr. Cushing, Rev. M. D. Babcock, Rev. P. Cannon, Mrs. Burt Van Horn, Mrs. A. L. Dietrick, Mrs. Montgomery, care of Mrs. Robert Norton, Wm. H. O'Keefe, Moses Brady.

Oneida County: Residence, Utica—Col. Theo. P. Cook, John F. Seymour, Dr. Edwin Hutchinson, Chas. H. Warren, Edwin Hunt, Hon. P. J. Bridges, Rev. I. S. Hartley, Rev. C. E. Gardner, Rev.

Father Lynch, Rev. Chas. F. Bachman; residence, Rome—Simon G. Visscher, Mr. Converse, Dr. Dutton, Mrs. Jay Hildreth, Hon. Henry A. Foster.

Onondaga County: Residence, Syracuse—Hon. P. Burns, A. C. Williams, Dr. H. B. Wilbur, Rev. M. Baird, Dr. R. W. Pease, Hon. W. H. H. Gere, Timothy Hough, M. W. Hancock, Timothy R. Porter, J. C. Williams, Dr. B. E. Van De Warker, James A. Skinner, G. L. Bonta, A. L. Merrick, Maj. H. W. Clarke, Sec'y.

Ontario County: Residence, Canandaigua—Dr. Harvey Jewett, Cyrus W. Dixon, Mrs. Collins Hart, Prof. Edward Tyler, Hon. James C. Smith, Levi B. Gaylord; residence, Geneva—T. C. Maxwell, Arthur P. Rose.

Orange County: Residence, Newburgh—Rev. John Forsyth, D. D., H. A. Jones, Rev. H. V. S. Myers, John L. Sloat, Chas. Estabrook, Col. C. H. Weygant, Maj. E. C. Boynton, M. C. Belknap, Joseph Van Cleft, Dr. R. V. K. Montfort, Grant Edgar, Wm. McCrea, John Caldwell, Uriah Traphagen, L. E. Corwin; residence, Goshen—Dr. J. H. Thompson, Rev. Floyd A. Crane, Geo. H. Mills; residence, Middletown—Hon. J. D. Friend, Hon. J. G. Wilkin.

Orleans County: Residence, Albion—Edwin R. Reynolds, Daniel W. Frye, U. C. Rogers.

Oswego County: Residence, Oswego—Hon. O. J. Harmon, G. C. McWhorter, Hon. J. A. Place, Dr. A. S. Coe, G. Mollison, Mrs. George Goodier, Miss Florence Pettibone, Mrs. G. B. Randell, Edward Lee, Hon. Geo. B. Sloane, Mrs. P. G. M. Tribe, Mr. P. O. Wright, Rev. David Tully, D. D. Edward Momen, Rev. H. H. Stebbins, Rev. W. S. Parker; residence, Pulaski—N. B. Smith; residence, Fulton—D. W. Gardner.

Otsego County: Residence, Cooperstown—Elihu Phinney, Dr. H. Lathrop, S. M. Shaw, G. P. Keese, Miss Susan Cooper, Dr. W. T. Bassett.

Putnam County: Residence, Carmel—Hon. W. S. Clapp, J. D. Little, James R. Weeks, Addison Ely, M. D., Rev. A. W. Colver.

Queens County: Residence, Manhasset—John Keese, W. H. Onderdonk; residence, Hempstead—Rev. Wm. H. Moore, D. D., Ebenezer Kellum, Valentine Clowes; residence, Westbury—Benj. D. Hicks, Mrs. Jas. R. Willets; residence, Glen Cove—Edwin A. Hopkins; residence, Astoria—Rev. Washington Rodman, Miss E. H. Rodman, Dr. J. D. Trask.

Reusselaer County: To be appointed under the new rules.

Richmond County: Residence, West Brighton—Chairman, Mrs. J. S. Lowell; residence, Richmond C. H.—Dr. Ephraim Clark, Dr. I. L. Milspaugh, Stephen Stephens, Miss H. Moore, Miss Mundy.

Rockland County: Residence, Stony Point—Dr. Wm. Govan; residence, Haverstraw—Alonzo Wheeler; residence, Nyack—Seth B. Cole; residence, Tomkins Cove—Walter T. Searing, Mrs. Laura Wood.

Saratoga County: Residence, Ballston Spa—J. W. Horton.

Seneca County: Residence, Waterloo—Hon. S. G. Hadley, Dr. S. R. Wells, Rev. S. H. Gridley, Solomon Carman; residence, Ovid—

Hon. George Franklin, Dr. John B. Chapin; residence, Seneca Falls—Charles A. Hawley.

Schoharie County: Residence, Schoharie—Rev. Jacob Heck, Thos. W. Zeh, Jr.

Schenectady County: Residence, Schenectady—Dr. B. A. Mynderse, Hon. W. T. L. Sanders, S. B. Howe, Prof. C. E. Kingsbury, Rev. Dr. Alexander.

Schuyler County: Residence, Watkins—Frederick Davis, Dr. J. W. Thompson, Rev. George Knapp, B. W. Woodward.

St. Lawrence County: Residence, Canton—Geo. Robinson, Rev. James Gardner, H. H. Judd, Dr. J. C. Preston, G. B. Manley, Rev. E. E. Brown, Rev. Geo. E. Forbes; residence, Ogdensburg—Dr. B. F. Sherman, Prof. R. G. Pettibone, Daniel Magone, Rev. L. Merrill Miller, Rev. J. Bastow, W. L. Proctor, J. W. Wilson, Gates Curtis; residence, Potsdam—E. W. Foster, L. E. Wadleigh, Rev. Geo. Harkness, Rev. C. E. Bascom, O. E. Bonney, John A. Vance.

Stauben County: Residence, Bath—Guy H. McMaster, Z. L. Parker, Rev. O. K. Howard, Rev. James M. Platt, Dr. A. H. Cruttenden; residence, Corning—Dr. H. C. May, F. A. Williams.

Suffolk County: Residence, Riverhead—N. W. Foster, Dr. R. H. Benjamin, Thos. Cook, G. O. Wells.

Sullivan County: Residence, Monticello—Charles F. Canedy, Dr. Edward Quinlan, James Strong; residence, Grahamville—Dr. J. M. La Moree.

Tioga County: Residence, Owego—Hon. Wm. Smyth, Rev. J. A. Ostrander, A. Abel, V. N. Russell, Hon. T. I. Chathfield, G. B. Goodrich, A. Coburn, H. D. Pinney.

Tompkins County: Residence, Ithaca—Prof. Ziba H. Potter, Prof. James Law, Prof. William D. Wilson, Marcus Lyon, Orange P. Hyde.

Ulster County: Residence, Kingston—Hon. James G. Lindsley, Mrs. Mary J. W. Reynolds, F. W. Westbrook, S. D. Hood, Rev. L. T. Watson, Augustus W. Reynolds; residence, New Paltz—Dr. C. W. Deyo; residence, Saugerties—W. R. Sheffield; residence, Rosendale—Rev. John Gleason.

Warren County: Residence, Lake George—Samuel R. Archibald, Francis G. Crosby, Elias S. Harris, Dr. W. R. Adamson.

Washington County: Residence, Salem—James Blashfield, C. R. Hawley.

Wayne County: Residence, Lyons—John L. Cole, Wm. Van Master, Charles Ennis; residence, Palmyra—Isaac C. Bronson, Dr. Samuel Ingraham, A. S. Niles, Mrs. Horace Eaton, George G. Jesup; residence, Arcadia—Rev. Park Burgess; residence, Walworth—Hon. Lucien T. Youmans.

Westchester County: Residence, White Plains—Dr. H. E. Schmid, Mrs. J. O. Dyckman, M. Prudhomme, Rev. F. V. Van Kleeck; residence, Sing Sing—Dr. G. J. Fishee, Mrs. Catherine E. Van Cortlandt, L. G. Bostwick, S. G. Howe, Miss E. Roe, Rev. N. T. Everts.

Wyoming County: Residence, Warsaw—Hon. Augustus Frank, Rev. L. E. Nassau.

Yates County: Residence, Penn Yan—Myron Hamlin, Joseph F. Crosby, Wm. F. Van Tuijl, D. A. Ogden.

TREASURER'S ACCOUNT.

From December 31, 1884, to December 31, 1885.	
<i>Dr.</i>	
Cash on hand December 31, 1884.....	\$6,078 67
Donations and interest.....	3,494 55
Estate of Samuel Willets, acct. bequest.....	1,000 00
	<hr/>
	\$10,573 22
<i>Cr.</i>	
Expense of agency in New York city for discharged convicts and persons under arrest.....	\$1,996 71
Expense of State organization, prison and jail inspections, and general county work.....	3,558 12
Cash balance of current receipts.....	18 39
Cash balance bequests in U. S. Trust Co.....	5,000 00
	<hr/>
	\$10,573 22

CORNELIUS B. GOLD,

Treasurer.

DONATIONS.

John R. Ford	\$20 00
John J. Donaldson	5 00
Rev. D. Stuart Dodge	10 00
Geo. A. Robbins	50 00
Dr. C. R. Agnew	10 00
Thos. H. Suckley, Rhinebeck, N. Y.	50 00
Charlton T. Lewis	100 00
Cornelius B. Gold	300 00
Alfred Sully	100 00
W. G. Langdon	10 00
Bleecker Van Wageningen	25 00
Henry W. De Forest	50 00
Frank E. Heath	25 00
Meyer S. Isaacs	15 00
Miss Julia Rhinelanders	100 00
Lispenard Stewart	50 00
Spring Street Presbyterian Church	13 87
E. A. Debell	5 00
Herman Bendix	2 00
W. E. Allis	5 00
Quentin McAdam	5 00
David McAdam	5 00
Wm. McCarroll & Co.	5 00
C. H. Dodge	10 00
Miss Serena Rhinelanders	100 00
Cash (unknown)	25 00
A. L. Case, Jr.	15 00
J. J. Astor	100 00
Walker Howe	100 00
Morris K. Jesup	50 00
Wm. H. Scott	50 00
Rev. J. C. Groth, Dunkirk	2 00
Henry Day	10 00
Oelrichs & Co.	25 00
Cornelius N. Bliss	50 00
Mrs. Wm. T. Shedd	10 00
Union Meeting Baptist Church, Hudson	15 00
Rev. G. Cruger	2 00
Anonymous	1 00
John W. Hamersley	10 00
Cash	5 00
Mrs. Dana C. Barber	10 00
Rev. D. Stuart Dodge	20 00
Alfred C. Post	5 00
Geo. E. Baker	5 00
Mrs. M. L. Ewen	5 00
St. Ann's Church, Amsterdam	4 64

Samuel P. Avery	\$100 00
N. A. Campbell	5 00
John Sinclair	10 00
First Presbyterian Church, Clinton	5 00
Alice Keteltas	10 00
T. M. C.	1 00
Julia Mills	3 00
J. B. C. (in memoriam)	10 00
Rev. H. M. Morey, Geneva	1 00
C. D. Wood	100 00
John S. Kennedy	100 00
Baptist Church, Belleville	6 00
G. A. Sabine	10 00
S. T. Gordon	10 00
John Taylor Johnston	50 00
Presbyterian Church, Pleasantville	1 75
Berea Baptist Church	18 61
Albert G. Bogert	5 00
F. S. W.	10 00
Anson Phelps Stokes	25 00
Christ Church, Pelham	27 80
Mrs. J. R. C. Hoyt	5 00
R. Fulton Cutting	100 00
Pilgrim Church, N. Y.	58 40
H. G. Marquand	10 00
W. J. Haddock	5 00
H. C. Schwab	10 00
Anonymous	1 00
C. F. A. Hinrichs	5 00
25 00	
Dudley Jardine	100 00
Geo. S. Fraser	10 00
A. C. Zabriskie	10 00
Robt. Rutter	10 00
G. B. Hurd & Co.	5 00
Miller & Flinn	5 00
B. & O. Myers	5 00
J. B. Putnam	10 00
Mrs. J. R. Swords	10 00
Miss P. C. Swords	5 00
Henry C. Swords	10 00
W. P. Prentice	25 00
Samuel Sloan	5 00
W. D. Barnes	5 00
Rt. Rev. E. D. Huntington, Syracuse	10 00
C. W. Snow & Co., Syracuse	5 00
John H. Everson, Syracuse	10 00
E. F. Holden, Syracuse	10 00
Geo. Barnes, Syracuse	10 00
N. F. Graves, Syracuse	10 00
James Barnes, Syracuse	5 00
Mrs. Geo. A. Leavitt	5 00
Mrs. M. L. Ewen	5 00

Geo. E. Marx and friend	\$1 00
Edgar B. Van Winkle	2 00
Alexander Miller	2 00
Mrs. Helen Deas, by Sister Ellen	10 00
Union Meeting, Presbyterian Church, Watertown	17 00
J. C. Sterling	5 00
Union Meeting, Presbyterian Church, Ogdensburg	13 00
Union Meeting, Presbyterian Church, Plattsburgh	17 15
Horace Holden	5 00
Wm. Caudwell	10 00
Mrs. E. Bunker	5 00
Dr. Benjamin Lord	20 00
Wendell Prime, D. D.	10 00
Thos. R. White, Jr.	10 00
Catherine L. Wolfe	100 00
John C. Tucker	10 00
W. G. T. Shed, D. D.	5 00
Thos. G. Shearman	25 00
Dean Sage	5 00
American Reformed Church, Newburgh	6 23
Miss E. M. Cothel	5 00
Mrs. S. Lawrence	5 00
Z. Stiles Ely	20 00
Union Meeting, Gloversville	5 35
Anonymous	1 00
F. S. W.	5 00
Geo. L. Prentiss, D. D.	5 00
James O. Bloss	5 00
Horace Russell	100 00
Berean Baptist Church	18 63
Thomas Faulke	5 00
Fifth Avenue Baptist Church, Thanksgiving offering	10 00
Presbyterian Church, Smithville Flats	2 00
Congregational Church, Mannsville, N. Y.	2 25
Helen G. Brush	5 00
Grace Church, City Island	2 37
First Congregational Church, Canandaigua, N. Y.	6 00
H. K. McHarg	100 00
Rochester Meeting collection	22 32
Murray Fund, D. S. Taber, treasurer	25 00
Mrs. Ellen E. Thomas	20 00
J. N. Trowbridge	10 00
Anson Phelps Stokes	50 00
Thomas Denny	10 00
H. M. Schieffelin	25 00
Church of the Incarnation	25 00

\$3,406 43

OTHER DONATIONS.

Mrs. John F. Dillon, reading matter and clothing (five donations).
 A. N. Seller, reading matter and clothing.
 Edwd. P. Carpenter, reading matter.
 A. W. Dennett, clothing (five donations).
 Mrs. W. H. Parsons and Mrs. A. E. Van Tine, clothing.
 R. Kennedy, Martin Wolf, Mrs. W. D. Cable, reading matter.
 Mrs. Jas. Chambers, Mrs. Lucy F. Randolph, D. A. Woodworth, J. F. Gerow, clothing.
 Mrs. M. S. Dart, reading matter.
 A. J. Haddock, John B. Whiting, C. E. Gregory, Alice Keteltas, W. M. Haddock, W. C. Noyes, Thos. M. F. Randolph, W. F. Bruns, James H. Seymour, clothing.
 T. Schriver & Co., one copying press.
 Hektograph Manufacturing Company, one hektograph.
 Henry Lindenmeyer, one ream Manila paper.
 Samuel Raynor & Co., envelopes (two donations).
 Berlin & Jones Manufacturing Company, envelopes.
 "Evening Post," "Brooklyn Daily Times," papers.
 L. Prang & Co., J. H. Bufford's Sons, Wirths Brothers & Owen, Christmas cards.

LIFE PATRONS.

BY CONTRIBUTION OF \$500 OR MORE AT ONE TIME.

Henry K. McHarg, New York. Mrs. A. T. Stewart, New York.
 John David Wolfe,* " Miss C. L. Wolfe, "
 Oswald Ottendorfer.

HONORARY MEMBERS.

BY CONTRIBUTION OF \$100 AT ONE TIME.

George B. Archer, New York.	Wm. E. Dodge,* New York.
Wm. H. Aspinwall,* "	Wm. Butler Duncan, "
Wm. B. Astor, "	Winthrop S. Gilman, "
J. J. Astor, "	Henry W. De Forest, "
Mrs. Caroline W. Astor, "	Theo. W. Dwight, "
Samuel P. Avery, "	Geo. S. Fraser, "
Rev. N. S. S. Beman,* Troy, N. Y.	Wm. C. Gilman, "
Wm. T. Booth, New York.	Horace Gray, "
Alex. Hargraves Brown, M. P.,	Cornelius E. Gold, "
Liverpool, Eng.	Mrs. Cornelius B. Gold, "
James Brown, New York.	Lincoln S. Gold,* "
H. K. Bull, "	Dr. J. G. Holland,* "
H. K. Corning,* "	Walter Howe, "
R. Fulton Cutting, "	Joseph Howland, Matteawan, N. Y.
John Caswell, "	Mrs. Joseph Howland, " "
Samuel B. Cadwell, "	Dr. Elisha Harris,* New York.
Edward Cooper, "	Meredith Howland, "
A. B. Conger, "	Mark Hoyt, "
Wm. B. Crosby,* "	Adrian Iselin, "
Erastus Corning, Albany, N. Y.	Morris K. Jesup, "
Rev. Dr. Darling, " "	John Taylor Johnston, "

James R. Keene,	New York.	C. H. Shipman,	New York.
John S. Kennedy,	"	Wm. G. T. Shedd, D. D.,	"
James Lenox,*	"	Henry M. Schieffelin,	"
Miss Lenox,	"	R. L. Stuart,*	"
Miss Lenox,	"	Alexander Stuart,*	"
Peter Lorillard,*	"	James Stokes,	"
Wm. P. Letchworth,	"	Jonathan Sturges,	"
Charlton T. Lewis,	"	rs. Cath. L. Spencer,	"
Woodbury G. Langdon,	"	Rev. Jas. Saul, D. D., Phila., Pa.	
J. H. Mead,	"	Francis George Shaw,*	W. New
Richard A. McCurdy,	"	Brighton, N. Y.	
Mrs. C. L. McLanahan,	"	Amson Phelps Stokes, New York.	
Allan McLane,	"	Lispenard Stewart,	"
Samuel F. B. Morse,*	"	Roswell Smith,	"
George D. Morgan,	"	John D. Slayback,	"
Adam Norrie,	"	H. S. Terbell,	"
R. M. Olyphant,	"	Seth E. Thomas,	"
Daniel Parish,	"	Sinclair Tousey,	"
George D. Phelps,*	"	Rev. Henry J. Van Dyke, D. D.,	
John A. Pullen,	"	New York.	
George C. Raud,	"	Henry Villard,	New York.
W. C. Rhinelander,	"	Wm. Van Arsdale, Phila., Penn.	
Miss S. Rhinelander,	"	Alex. Van Rensselaer, New York.	
Miss J. Rhinelander,	"	Cornelius Vanderbilt	"
C. R. Robert,*	"	William K. Vanderbilt	"
C. V. S. Roosevelt,	"	George C. Ward	"
Theo. Roosevelt,*	"	Salem H. Wales,	"
Horace Russell,	"	R. W. Weston,	"
Jas. S. Seymour, Auburn, N. Y.		Samuel Willets,*	"
Alfred Sully,	New York.	Rev. E. C. Wines,	"
Jacob H. Schiff,	"	J. Walter Wood,	"
Adam T. Sackett,	"	William Wood,	"
Joseph Sampson,	"	Charles B. White,	"
J. F. Sheafe,*	"	Cornelius D. Wood, Brook'in, N.Y.	
Mrs. Mary Sheafe,	"		

*Deceased.

LIFE MEMBERS.

BY CONTRIBUTION OF \$50 AT ONE TIME.

Abeel, John H.	Coleman, W. T.
Astor, Mrs. J. J.	Corse, Israel
Astor, W. W.	Chisholm, W. E.
Belmont, August	Dodge, William E., Jr.
Booth, W. A.	Engs, P. W.
Bliss, Cornelius N.	Field, B. H.
Brevoort, J. Carson	Fish, Hamilton
Brown, Stewart	Foster, Jr., James
Brown, James M.	Gilman, Arthur
Brown, John Crosby	Gray, Horace
Bates, Levi M.	Herrick, E.
Coffin, Edmund	Horne, James
Clarke, Benjamin G.	Holden, James C.

Hant, Thomas	Robbins, Geo. A.
Irtin, Richard	Sloan, Samuel
Jay, John	Suckley, Thos. H.
Jones, Edward	Schermerhorn, W. C.
Jones, James J.	Stevens, Fredk. K.
Johnson, Alex. S.	Scott, William H.
Keyser, J. H.	Steward, John
Le Roy, J. R.	Sherman, Austin
Low, A. A.	Sherman, B. B.
Livingston, R. J.	Smith, Cornelius
Lowery, J. S.	Talbot, Charles N.
Maghee, Mrs. S. P.	Terry, I. T.
Moore, W. H. H.	Virgin, Rev. S. H.
Mott, William F.	Van Nest, Abraham
Olyphant, David	Ward, A.
Parnly, E.	Willard, Mrs. Laura
Potter, Orlando B.	Wood, W. H. S.
Potter, Howard	Woolsey, E. J.
Prosser, Thomas	Woolsey, Mrs. E. J.
Pyne, Percy R.	Walker, W.
Ray, Robert	Wetmore, Samuel.
Raymond, James I.	

[Sen. Doc. No. 67.]

3

CHARTER OF THE PRISON ASSOCIATION OF NEW YORK.

AN ACT TO INCORPORATE THE PRISON ASSOCIATION OF NEW YORK.

PASSED May 9, 1846, by a two-thirds vote.

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

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

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

ARTICLE I.

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 the efforts at reform.

ARTICLE II.

The officers of the society shall be a president, vice-president, a corresponding secretary, a recording secretary, a treasurer and an executive committee. There shall be the following standing committees, viz.: A finance committee, a committee on detention, a committee on prison discipline, and a committee on discharged convicts. 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 III.

The officers named in the preceding article shall be *ex-officio* mem-

bers of the executive committee, who shall choose one of their number chairman thereof.

ARTICLE IV.

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 V.

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 VI.

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 VII.

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 VIII.

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 IX.

Any society having the same object in view may become auxiliary to this association by contributing to its funds and co-operating with it.

ARTICLE X.

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 XI.

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

And it is hereby further enacted, that no manager of said society shall receive compensation for his services.

§ 3. The said executive committee shall have power to establish a work-house in the county of New York, and, in their discretion, to receive and take into the said work-house all such persons as shall be taken up and committed as vagrants or disorderly persons in said city, as the court of general sessions of the peace, or the court of special sessions, or the court of oyer and terminer, in said county, or any police magistrate, or the commissioner of the almshouse, may deem proper objects; and the said executive committee shall have the same powers to keep, detain, employ and govern the said persons as are now by law conferred on the keepers of the bridewell or penitentiary in said city.

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations relative to the management and disposition of the estate and concerns of said association, and the management, government, instruction, discipline and employment of the persons so as aforesaid committed to the said work-house, 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 work-house, 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 work-house, 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 the reformation and amendment and future benefit and advantage of such persons.

§ 6. The said executive committee, by such committees as they shall from time to time appoint, shall have power, and it shall be their duty to visit, inspect and examine all the prisons in the State, and annually report to the Legislature their state and condition, and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that, by the twenty-fourth section of title first, chapter third, part fourth

of the Revised Statutes, are invested in inspectors of county prisons;* and the duties of the keepers of each prison that they may examine shall be the same in relation to them as in the section aforesaid are imposed on the keepers of such prisons in relation to the inspectors thereof. *Provided*, That no such examination or inspection of any prison shall be made until an order for that purpose, to be granted by the chancellor of the 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 situated, shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

STATE OF NEW YORK, }
IN SENATE, May 8, 1846. }

The bill having been read the third time, two-thirds of all the members elected to the Senate voting in favor thereof,

Resolved, That the bill do pass.

By order of the Senate,

A. GARDINER, *President*.

STATE OF NEW YORK, }
IN ASSEMBLY, April 24, 1846. }

This bill having been read the third time, and two-thirds of all the members elected to the Assembly voting in favor thereof,

Resolved, That the bill do pass.

By order of the Assembly,

A. C. CRAIN, *Speaker*.

Approved this 9th day of May, 1846.

SILAS WRIGHT.

STATE OF NEW YORK, }
Secretary's Office. }

I have compared the preceding with an original law on file in this office, and do certify that the same is a correct transcript therefrom and the whole of said original.

In testimony whereof, I have hereunto affixed the seal of this office, at the city of Albany, the fifteenth day of May, in the year of our Lord one thousand eight hundred and forty-six.

ARCH'D CAMPBELL,
Deputy Secretary of State.

(Revised Statutes, Part IV, Chap. 3, Title I.)

§ 24. † It shall be the duty of the keepers of each of the said prisons to admit the said inspectors, or any one of them, into every part of such prison; to exhibit to them, on demand, all the books, papers, documents and accounts pertaining to the prison or to the detention of the persons confined therein, and to render them every facility in their power to enable them to discharge the duties above described.

* See Section 24.

† Section 20 in last revision.

And for the purpose of obtaining the necessary information to enable them to make such report as is above required, the said inspectors shall have power to examine, on oath, to be administered by either of the said inspectors, any of the officers of the said prisons, and to converse with any of the prisoners confined therein, without the presence of the keepers thereof, or any of them.

BY-LAWS OF THE PRISON ASSOCIATION OF NEW YORK.

I. There shall be a stated meeting of the executive committee on the fourth Thursday of each month, and special meetings shall be held on the requisition of the chairman or any three members of the executive committee. The call for a special meeting shall, in all cases, state the business to be transacted at said meeting.

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

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

1. The reading and approval of the minutes of the last preceding meeting.

2. Report of the 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.

IV. The chairman shall appoint all special committees; and no person nominated by him shall be excused, unless upon reasons satisfactory to the meeting.

V. The chairman shall 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. There shall be four standing committees, namely: A committee on finance, a committee on detention, a committee on discharged convicts, and a committee on prison discipline.

VII. It shall be the duty of the finance committee:

1. To devise ways and means for obtaining the funds necessary to carry on the work of the association; and they may, at their discretion, employ an agent to collect the requisite funds.

2. To audit all bills against the association; and no bills shall be paid by the treasurer unless approved by the committee and countersigned by the chairman.

3. To audit and report upon the treasurer's accounts annually.

4. To invest and control the surplus moneys of the association, under the authority of the executive committee.

VIII. It shall be the duty of the committee on detention:

1. To inquire, as far as may be practicable or necessary, into the causes of commitment of persons in the prisons or houses of detention in the cities of New York and Brooklyn, and to adopt proper measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto.

2. To visit frequently the prisons under their charge, and to endeavor to improve both the physical and moral condition of the prisoners in all suitable and practicable ways.

IX. It shall be the duty of the committee on discharged convicts:

1. To correspond with prison agents or superintendents relative to the character and trades of prisoners, and to ascertain, previous to the discharge of each prisoner, his feelings, views and capabilities, with a view to making the best arrangements for his future employment.

2. To keep a record of all persons who will employ discharged prisoners, and of their several occupations; to procure such employment for prisoners applying therefor as seems best adapted to the capacity of each; to hold correspondence with employers; to keep a record of the conduct and prospects of those for whom places have been obtained, that they may be sustained and encouraged with the idea that a continued friendly interest is felt for him.

3. To secure suitable boarding places for discharged prisoners, where they will not be exposed to corrupting influences, taking care not to have more than one in a place, where it can be avoided.

4. To see that the prisoners are provided with suitable clothing, of a kind that will not attract particular attention.

X. It shall be the duty of the committee on prison discipline:

To give attention to the internal organization and management of the prisoners during their confinement. This duty shall be comprised under the following heads: health, reformation, convict labor, administration and internal police, comparison of different prison systems, visitation of prisons and houses of reformation, and the whole subject of criminal law and penal justice.

XI. One or more agents may be appointed by the executive committee to assist the standing committees in the performance of their duty.

XII. 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.

XIII. The corresponding secretary shall conduct the correspondence of the executive committee and of each of the standing committees when required; shall act as the general financial agent of the association, and shall report at each stated meeting of the committee.

XIV. The treasurer shall receive and safely keep all moneys belonging to the association; shall pay over the same as directed by the finance committee; shall report at each stated meeting of the executive committee, and shall give such security for the faithful discharge of his duty as that committee shall require.

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

XVI. 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.

FOETY-FIRST ANNUAL REPORT OF THE EXECUTIVE COMMITTEE.

The objects of the Prison Association are made known in its charter. For forty-one years it has been in the service of the State as an incorporated institution. To its efforts are directly or indirectly traceable many improvements in our penal system. Through its agents it has afforded counsel and guidance to more than 50,000 persons who have needed its help. It has been instrumental in saving to honest citizenship many hundreds of persons who, but for its efforts, would have become or continued a menace to society as members of the criminal class. It has maintained a constant supervision of the penal institutions of the State, and has secured many improvements in prison discipline. It has insisted upon the enforcement of the law as to county jails and penitentiaries. It has sought to create an intelligent public sentiment as to the criminal class and its treatment. It fostered and supported the movement that led to the establishment of the Elmira Reformatory. It was the source from which sprang the National Prison Association of the United States. It originated the observance of prisoners' Sunday, and thus directed the attention of the Christian church to its special duty toward the criminal class. It has supplied reading matter to prisoners. It has created and maintained a library of penological works, and its office has become a bureau of information for journalists, publicists and others who have occasion to study the special and important branch of social science that it represents. It has been the trusted agency of the public in reaching and helping the criminal class, and it bases its claim to future support, not simply upon the greater needs of to-day, incident to the growth of the criminal class with the population, but upon its open record before the public of the State.

The year just closing has been one of exceptional activity. The work of the association has been growing broader and deeper. Its opportunities for usefulness were never greater than now. There is perhaps no more important feature of the association's work than the

INSPECTION OF THE COUNTY JAILS.

This is maintained through the local co-operative committee in each county, and by personal visitation by the corresponding secretary. The jails are generally in better condition than last year, and the faults now remaining in them are largely those arising from defective construction of buildings erected many years ago, and from causes inherent in the system that continues them as places of punishment. Touching the most glaring of the abuses that exist in our county jails, and which have been described again and again in the reports of

this society; there seems to be no radical method of cure but to abolish the jails themselves, except as houses of detention for witnesses, and for accused persons awaiting trial. Common sense demands that all persons sentenced for punishment should be obliged to work. No criminal was ever reformed by county jails are not even punished by merely enforced seclusion without labor. The good feeding, the congenial companionship of their fellows in drunkenness, crime and vagrancy; the long hours for sleep; the opportunities for extending criminal acquaintanceship and cementing criminal intimacy, are grateful and pleasant to the average convicted prisoner in the county jail. Longer terms of imprisonment; hard work by day and enforced seclusion by night, with a reduction of diet to the simplest needs of the prisoner, would make jail imprisonment quite another affair. There would be a speedy reduction of our jail population, and those who did come forth from our jails would be in better condition to earn in their living through having acquired habits of industry; moreover the public would be largely relieved of the burden of supporting its jail population.

But under existing circumstances there are many difficulties, some of them apparently insurmountable, in the way of introducing productive labor into our county jails. The buildings are often badly arranged, or inadequate in size. Some of the jails rarely have more than three or four convicted prisoners. To make them work would require the service of an extra keeper. The sheriff, with whom the responsibility of keeping the jail is lodged, begins his term with no practical knowledge of jail keeping; as soon as he has acquired a little experience his term of office expires, and he is ineligible for re-election. The jail becomes a requisite of the next successful political manipulator who can capture the shrievalty. In management of the jail the sheriff has but the slightest responsibility to the State, and the political party that has put him in charge demands no more of him than that he shall so conduct the jail as to avoid open scandal, and not affect the masses unfavorably at the next election, by making the expenses heavier than the patient tax payer is willing to bear.

Prisoners in the county jail are sentenced for breaking State laws — and the State permits the counties to punish them, and at once becomes careless as to how they are punished. The only State inspection of the county jail is vested in the Prison Association, and in reporting as to their condition to the Legislature, it desires to say that the jails of the State are an entirely inefficient part of the penal machinery; that by them the criminal class is recruited and fostered, the people burdened with unnecessary taxation, and a constant slur cast upon the dignity and beneficence of justice.

Many of the evils inherent in our jail system would be at once done away with if the State would follow the example of England, and unify all methods of public punishment in one department. In the place of the sixty-six county jails there might be established twelve district work-houses or district reformatory prisons. This would be one for each five counties — and by utilizing the six county penitentiaries already built, only six new establishments need be organized. The counties would be relieved of the expense of caring for a large number of dependent persons, and the State, by a rigid system of labor,

judiciously administered, might make these penitentiaries very nearly, if not quite, self supporting. There might be some additional expense incurred in the transportation of prisoners, but this would be more than counterbalanced by the economy in feeding alone.

At present the prisoners in our county jails are fed at an unreasonable expense, considering the fact that they do no work. It costs more than four times as much to feed our jail prisoners as it does those in other institutions. The food for an able-bodied adult, who is not engaged in physical or mental labor, should not cost more than \$1.25 per week, and yet to-day the sustenance of jail prisoners in this State averages more than double that sum. The high prices for the board of prisoners are allowed to the sheriff in order that he may find a profit in jail keeping. This is a part of his reward for political service. There certainly should be a better way of paying our sheriffs than to furnish them facilities for keeping a profitable boarding-house for idle thieves, vagrants and drunkards.

Our jail inspection for the year shows that in several counties an attempt has been made to introduce some systematic labor. Out of the 1,800 prisoners there are less than fifty (the number varies with the jail population) who work steadily during their sentence. It shows, moreover, that a large number of the jail prisoners are habitual delinquents or roving tramps, and it is a perfectly well-known fact, that in many of the counties there are those who habitually commit small crimes in the autumn with the deliberate intention of securing comfortable winter quarters in the jail. This is particularly the case where there is a liberal allowance for the board of prisoners. To reduce the jail fare, insist upon hard labor during the day, even if but moderately productive, to enforce strict isolation by night, and on Sundays, with such a system of discipline as would prevent communication between prisoners, would reduce the jail population of the State at least one-half, besides doing much toward reforming those that remained in prison.

JAIL LIBRARIES.

In inspecting the county jails it has been found that the principal reading matter supplied to prisoners is of the most sensational character, the so-called "police" publications, sporting papers and dime novels. These are sent in by friends in most cases, but in several instances we have found that they were supplied by the jailer. In view of the enforced idleness of the prisoners it would be positive cruelty to entirely deprive those who can read of reading matter. The Prison Association has, therefore, undertaken to remedy the evil of low reading by supplying libraries to the jails. It has undertaken to see that a library of not less than one hundred good books is put into every jail in the State, and more than 500 books are already in hand for this purpose. It will require 6,000 books for the entire State. It is hoped that a large number of these will be secured by our local co-operative committees in the various counties, and that others will be given to the association by the friends of prison reform.

DISCHARGED PRISONERS.

No part of the work of the association is more fruitful in direct results than the work done in New York city by the venerable and self-

sacrificing general agent of the association, minutes from whose report will be found attached hereto. Under our present system, there is no adequate provision for the temporary difficulties that beset even the best intentioned discharged prisoner. He often comes out of prison without a prospect of work, and herein the purposes for which the State agent's office was created does not seem to be fulfilled. The State agent's office takes the pittance which is given him by the State discharged convict finds himself still without work, becomes pressed with want and hunger, and goes back to criminal courses rather than starve. In this connection we may repeat what was said by our corresponding secretary in our last year's report touching the usefulness of the State agency.

"Our general agent acts for the State agent in the distribution of this certain funds that are best bestowed in the city of New York. This money is given in addition to that already bestowed by the State at the prisons. The misapplication of these gifts is so frequent that I feel it my duty to protest in the most emphatic manner against a system that gives a dole to the prisoner on his discharge, and does not supply better means for seeing that it is rightfully used. Much of the money that is given at the prison is spent in the nearest liquor shop. It rarely happens that a discharged State prisoner comes to this office for help, but that he has squandered his State money before he gets here. Such applicants often appear to us reeking from a recent debauch. The money has not been given them as a part of their earnings, but as a dole from the State. Their long seclusion has unfitted them to use money wisely, and the exuberance of spirits consequent upon receiving their discharge further robs them of their judgment. At all events I have no hesitation in saying that I believe a large part of the money that is given to ex-convicts by the State is misapplied. I think that any man leaving a prison should have a certain sum of money by which he can be supported while searching for honest work, but I think it unwise to give that money at the prison, except in the discretion of the warden, or that any amount should be disbursed for the State at this office, unless the association has the entire discretion, as well as the responsibility, in such disbursement." * * * "I do not wish to find fault with our present State agent, but I think the system he administers a bungling, expensive and mischievous one. He sees the prisoners only at infrequent intervals. His knowledge of the men can only be of the most superficial kind. He loses sight of most of them immediately upon their discharge. What he gives is often misused. Its reception by the man makes him a pauper when he should be feeling the first thrill of free citizenship. It is also a costly system out of all proportion to its usefulness. There is \$5,000 annually appropriated for the State agent to disburse among discharged prisoners. The salary of the State agent is \$2,500. Thus \$7,500 is appropriated for this apparently philanthropic use. The State agent's expenses for the disbursement of this money amount to \$1,492.78, not an unreasonable sum, considering the amount of work done; but considering the amount of good accomplished, it seems absurd that it should cost \$3,992.78 to get \$3,507.22 to the ex-convicts. * * * It would be infinitely better if even less money was given directly to the prisoners, and a larger proportion

made use of to obtain work for those whom the prison officers should confidently recommend."

(Extract from corresponding secretary's report for 1884.)

Without aid from the State or the city the Prison Association is constantly doing a work in its office, the results of which are of incalculable value to the public. It not infrequently happens that men belonging to other States than New York come out of prisons, and are thrown helpless upon our community. Their only claims to consideration in this State arise from common humanity, and from the fact that they have been convicted of crime in this State. The likelihood of their reformation would be greatly increased by their being sent to their own homes where they might have the assistance of friends who, perhaps, are ignorant of their wrong-doing. During the year 1885 transportation has been furnished to eighty men, as follows:

Philadelphia, Penn.	12	Cleveland, Ohio.	2
Wheeling, West Va.	1	Paterson, N. J.	2
Poughkeepsie, N. Y.	1	Boston, Mass.	1
Chicago, Ills.	8	Greenport, N. Y.	1
Pittsburgh, Penn.	1	Meadville, Penn.	1
Delaware City, Ohio.	1	New Brunswick, N. J.	1
Trenton, N. J.	2	Cornwall, N. Y.	1
St. Louis, Mo.	5	Rockaway, N. Y.	1
Newark, N. J.	9	Port Washington, N. Y.	1
Norwich, Conn.	1	Mount Vernon, N. Y.	1
Flagtown, N. J.	1	Cincinnati, Ohio.	1
New Haven, Conn.	2	Santa Fe, New Mexico.	1
Elizabeth, N. J.	4	Leavenworth, Kan.	1
Little Washington, N. J.	2	Bridgeport, Conn.	1
East Haven, Conn.	1	Cohoes, N. Y.	1
Buffalo, N. Y.	1	Rutland, Vt.	1
Coney Island, N. Y.	3	Port Chester, N. Y.	1
Keyport, N. J.	1	Hartford, Conn.	1
Amboy, N. J.	1	Haverstraw, N. Y.	1
Albany, N. Y.	3		

80

It will be seen that sixty-four of these men have been sent out of the State; but in no case has this been done unless there has been some evidence that the ex-convict had a better claim to citizenship in the place to which he wished to go, than in New York.

CO-OPERATIVE COUNTY COMMITTEES.

The work of the Prison Association has been largely carried forward by its co-operative committees in the various counties of the State. What the duties of these committees are will be seen by the accompanying circular. The existence of such committees, made up of earnest and highly respected citizens, insure a consideration of all important prison questions in every locality of the State, puts a check upon abuses that might otherwise occur in county jails, and affords a means of friendly surveillance and counsel to discharge prisoners, whether from the county jails or the neighboring State institutions.

PRISON ASSOCIATION OF NEW YORK — CIRCULAR TO COUNTY COMMITTEES.

Member of Co-operative Committee for County:

DEAR SIR — The Prison Association of New York enters upon its fortieth year of work with unusual opportunities for usefulness. In the name of public economy and public philanthropy it asks your earnest co-operation during the coming twelve months. Little can be done to improve the prison system of the State unless there are workers in every part of it who are intelligently pressing forward principles of reform. In order to make the work of the local co-operative committees more uniform and more in harmony with the association's general plan of work the following rules are offered to you, subject, of course, to the discretion you may find it best to exercise regarding them. The first rule, you will see, does not apply where committees have already effected organizations.

RULES FOR LOCAL CO-OPERATIVE COUNTY COMMITTEES OF THE PRISON ASSOCIATION OF NEW YORK.

First. Committees are expected to organize within one month after their appointment, meeting at the call of one of their number to be designated by the corresponding secretary of the association, and to elect a chairman, secretary and treasurer.

Second. Committees are expected to have stated meetings at least semi-annually, and to keep the corresponding secretary informed of the date of such regular meeting; should any special meeting be held, it is requested that notice of the same shall be given to the general office.

Third. Local committees are expected to inspect, at least twice a year, the jails, station-houses, prisons and penitentiaries in their respective counties, and to take cognizance of, and report at this office, as to the discipline, maintenance, moral and sanitary conditions, and to promptly notify the corresponding secretary at other times of any failure on the part of the local authorities to comply with the laws as to the governance and keeping of prisoners, should such failure come to their knowledge. They are further expected to make such suggestions, from time to time, as will help the association to carry out the purposes for which it was organized.

Fourth. They are, at the stated meetings, requested to give full discussion to any plans of the Prison Association that may be submitted to them by the executive committee, to estimate as far as possible the feelings of their respective neighborhoods regarding any such plans, and to help the association's work by creating a right public sentiment as to prison discipline and the criminal class.

Fifth. They are requested to collect and forward to the office of the Prison Association such printed reports of local institutions as are obtainable, and such extracts from local publication as bear upon penological matters.

Sixth. They are expected, by sub-committees, to see that suitable moral and religious instruction is provided in the jails, to collect and distribute reading matter to prisoners, to investigate complaints of ill usage, to report to this office the cases of such as seem unjustly accused, or badly treated.

Seventh. It is the purpose of the Prison Association to hold an average of at least one public meeting within each two years in every county of the State, and the local committees are expected to secure the co-operation of clergymen and others in making the arrangements for such meeting.

Eighth. It is most urgently requested that each county committee do its utmost to increase the membership of the association, and aid in extending its influence.

Ninth. Committees are requested to send annually to the association a list of the names of fifty, or more, of the prominent citizens of their respective counties, to whom the reports and miscellaneous documents of the association may be sent.

Tenth. It is the policy of the Prison Association, and has been from its organization, to secure reforms and the correction of abuses so far as it can be done through the co-operation of officials. The local committees are, therefore, so far as they represent the association, expected to cultivate relations of mutual helpfulness with sheriffs and jailers, and to aid them, in every way possible, in the promotion of right discipline in the county institutions.

Eleventh. Local committees can greatly aid the general agent of the society by reporting to the office of the association the names of any in their respective neighborhoods who are willing to employ discharged convicts who give satisfactory evidence of a desire to reform. They are also requested to furnish the names of those who employ skilled or unskilled labor, in order that direct communication may be made with them from this office.

Twelfth. They are urged to secure as large a local observance as possible of Prisoners' Sunday, and to send printed reports of such observance to this office for filing.

Thirteenth. Through sub-committees to give such counsel and help as they are able, to prisoners discharged from the local correctional and penal institutions.

These rules are printed here, not only for the benefit of the local committees themselves, but to indicate to others the special forms of helpfulness which they render in carrying on the work of the association. Through them it reaches into every county in the State, as a vital and ever present force.

In making up the annual report of this year it is desirable that the reports of county committees be sent in as early as November 15, and in order to facilitate filing it is requested that they be written on foolscap paper and on one side of the sheet only.

Committees will confer a favor by notifying the undersigned at once of any changes in their organization.

Without wishing to dictate as to the time for the stated meetings of local committees, the corresponding secretary would beg leave to suggest that these meetings be held early in November and May.

In the matter of the Prisoners' Sunday, for which October 25th has been named as a suitable date, you are earnestly requested to use your influence with your neighboring religious societies to secure their recognition of the day, to send us newspaper reports of sermons preached, and a statement as to its observance. *We also hope that collections of money for our philanthropic work may be secured from the congregations of your neighborhood.* We shall gladly send state-

ments of our work for distribution in the places where such collections are taken. We ask every part of the State to contribute to our work, as there is no part of the State but that is reached by its labors.

We specially hope that during the coming year you will secure the introduction of some systematic labor into your county jails.

We have undertaken to collect a library for every county jail in the State, where the county authorities or our own committees will guarantee that the books will be properly cared for. Will you confer with your county authorities in this matter? A book-case must be provided, and some one designated who will take care of the library.

Will you not secure a neighborhood contribution of books for the jail library in your own county?

Our county work has grown greatly during the past year. We need a great deal of money to carry it on. Would it be too much to ask your committee to raise \$45 for the general work (\$3 from each member when your committee is full, to pay or collect). That would give us \$2,700 from the counties for our county work; a sum not above its cost.

Thanking you in behalf of the executive committee for your past labors, and bespeaking your continued interest and zeal, I am, sir,

Your obedient servant,

WM. M. F. ROUND,

Cor. Sec. P. A., N. Y."

PRISON LABOR.

At the request of the Superintendent of State Prisons and of others engaged in a practical solution of the prison labor problem, the association has, by a special committee, made a report on prison labor, a copy of which is hereto attached. The executive committee desires to reiterate most emphatically the statements and conclusions laid down in that report.

The attention of your honorable body is called to the returns made to the association from the county jails (pages 34, 35). The figures as to recommitments show that the jails are of almost no use as reformatory institutions; that the other penal institutions in the State stand in the following order as feeders to the criminal class by way of the county jails. Out of 48 jails reporting, with 1,055 prisoners, we find that there were recommitments as follows:

From county jails, 310; from penitentiaries, 171 (or 481—nearly one-half from county institutions); from State prisons, 71; from houses of refuge, 40; from Elmira Reformatory, 8; from Catholic Protectory, 3.

It must be remembered that these figures represent the confession of prisoners as to their previous penal experience. They must be understood as being far below the mark; many prisoners in the jails refuse to answer the questions of our inspectors, and those who do answer are not likely to acknowledge a longer criminal record than belongs to them. There have been many cases where prisoners in the jails have denied having previously been in any penal institution, when at the same time we knew of their having been in several. We have let our statistics stand on the prisoners' own statements, even in such

cases, and the lesson of these figures is sufficiently plain and emphatic, on a representation that only partially represents the facts, the inefficiency of our present county penal system is apparent. Our county jails and penitentiaries cost the State many hundreds of thousands of dollars, and yet on confession of prisoners in the jails alone, we find them furnishing one-half the jail population. They are known to be feeders also to a great extent of the State prisons. From the admirable report of the Superintendent of State Prisons, we learn that a large percentage of the prisoners in Sing Sing prison have, on their own acknowledgment, been inmates of the county jails or penitentiaries.

SUGGESTIONS.

In compliance with the requirements of the charter of this association, we would most respectfully lay before you the following suggestions:

AS TO COUNTY JAILS.

First. That there should be such legislation as shall require the county authorities to keep all prisoners in the county jails who have been sentenced thereto, at hard labor, for not less than the same number of hours daily as shall constitute the common and legal days' work of honest laborers outside the jail.

Second. That all prisoners when not engaged in the labor of the jail, whether they be prisoners awaiting trial, witnesses, or prisoners under sentence, shall be kept entirely separate day and night, and that adequate means shall be provided to prevent all communication between prisoners.

Third. That there shall be no reading matter furnished to the prisoners in the county jails except it shall have passed through the hands of the sheriff, and been stamped or indorsed by him personally, or by his acknowledged deputy, or shall have been furnished by the Prison Association of New York, either through its local county committees or from the office of the association; and all such reading matter last named shall be legibly stamped with the name of the Prison Association.

Fourth. That a uniform price for the board of convicted prisoners in the county jails be fixed by law, the price varying in three grades, in proportion to the average number of prisoners in the jail. After carefully studying the matter and learning the cost of sustenance in the other correctional and penal institutions in the country, we would suggest the following as a just scale of prices:

1st. In jails where the average number of convicted prisoners is less than ten, the price paid by the county for board shall not exceed \$1.75 per week for each convicted prisoner.

2d. In jails where the average number of convicted prisoners is more than ten, and less than twenty, the price paid by the county for board shall not exceed \$1.50 per week for each convicted prisoner.

3d. In jails where the average number of convicted prisoners shall be more than twenty, the sum paid by the county for board shall not be more than \$1.25 for each convicted prisoner.

And we would further recommend that these prices being fixed by law, no food shall be furnished to convicted prisoners in the county

jails, other than that furnished as a part of the regular dietary of the prison, unless the same be ordered by the physician in charge of the jail, in which case the order shall be written, the nature of the food specified, and the said order indorsed by the sheriff or his legal deputy, shall constitute a voucher for the payment for such food by the county, and said order shall be preserved as a part of the permanent record of the jail.

It is furthermore desirable that a fixed price should be made for the board of such prisoners as are waiting trial, or held as witnesses, or detained on civil process. The sum of \$3 per week would be ample to furnish such prisoners with a liberal quantity of wholesome food; and the sheriff, the keeper of the jail, or any other person employed in or about the prison should be prohibited from purchasing for or supplying to any prisoner any article of food or luxury not in the regular dietary of the prison; or for allowing a traffic in any article of food or luxury to be carried on within the jail by any person whatsoever. A law embodying such regulations should not, however, prohibit the prisoners of the class last described from receiving, at the discretion of the sheriff, articles of food or luxury from their friends outside the prison, or from making purchases of tobacco through the agency of the keepers of the jail; nor should it prohibit any articles of diet that might be ordered by a physician, but where such orders are given they should be indorsed by the sheriff, or his legal representative, and preserved as a part of the permanent records of the jail.

AS TO THE COUNTY PENITENTIARIES.

There being a considerable number of felons boarded by the State in the county penitentiaries, and inasmuch as the Prison Association of New York constitutes the only State board of inspection for these institutions such legislation is recommended as will prevent the payment of board for State prisoners in the county institutions until the bill for the same shall be presented to the Comptroller accompanied by a statement from the Prison Association of New York, certifying that the laws have been fully complied with in the keeping of State prisoners in the county penitentiaries.

These recommendations are most earnestly made in behalf of the people of the whole State. When the counties are made to keep as prisoners those who have broken the laws of the State, the State should most carefully regulate such keeping. The growth of the criminal class is appalling. In view of the table appended hereto, and by reference to the report of the Superintendent of the county authorities, with almost no regulation by the State, are simply recruiting places and educating agencies for this class, and as such demand the thoughtful attention of those who make laws for the welfare of the people.

All of which is respectfully submitted,

CHARLTON T. LEWIS,

Chairman Executive Committee.

By W. M. F. ROUND,
Corresponding Secretary.

[Sen. Doc. No. 67.]

REPORT OF THE GENERAL AGENT.

The year 1885, like its predecessor, has been a year of constant labors and anxieties, and its results equal to other years.

We cannot but feel the office needs more helpers in the discharged convict department, to think for and advise these poor destitute and friendless boys and men, marked as they are as prison birds, and in no condition to get work or even to look for it. We need a shelter or a home for them, if only temporary.

Then there are ex-convicts from State prisons every day coming to the office to seek assistance, to tell their troubles, their destitution, their exposure sometimes all night in the streets, no money to pay their lodging. They belong to the State agency, and we are not provided with means sufficient to do all that might be done for them.

We find in our diary 768 cases examined at the Tombs and other prisons before trial, advice and assistance rendered as they seemed to require.

Besides attending to these duties at the Tombs and in the courts, the agent has assisted 885 discharged prisoners who have called at the rooms of the Prison Association and there registered, receiving advice and assistance of clothing, lodging, tools and money.

One hundred and forty-seven have been provided with clothing from our cast-off clothing drawer. We have purchased painters' overalls, waiters' jackets and aprons for those who having such articles could get employment.

Three hundred and fifty-seven fathers and mothers have called at the office to inquire about their boys at the reformatory at Elmira and other reformatories. Some call to get advice what they could do with a disobedient child beyond their control, etc.

THE following tabular statement shows the number of discharged convicts who have, during the past year, been assisted by the general agent, out of the prisoners and reformatories from which they have been released.

1885	FROM STATE PRISONS.				FROM PENITENTIARIES & REFORMATORIES.					FROM DETENTION PRISONS.				
	Sing Sing.	Auburn.	Clinton.	Of other States.	Blackwell's Id. Pen.	Kings Co. Penitentiary.	Albany Co. Penitentiary.	N. Y. House of Refuge.	Elmira Reformatory.	Blackwell's Island Work-house.	City Prison.	Madison Street Jail.	Raymond Street Jail.	Other Jails.
January.....	17	1	1	1	43	2	1	2	6	13	2	3	1	89
February.....	19	3	4	1	31	3	2	..	11	7	3	1	..	74
March.....	14	2	2	1	47	13	2	..	12	29	6	1	3	130
April.....	14	2	1	1	36	7	1	..	2	16	1	..	..	80
May.....	16	1	2	1	24	4	1	..	13	5	1	..	..	62
June.....	10	1	1	1	47	3	..	..	4	1	1	..	..	67
July.....	30	1	1	1	47	4	..	..	4	3	1	..	..	87
August.....	8	..	2	1	36	4	..	..	4	3	1	..	..	55
September.....	13	1	2	..	31	6	2	..	20	8	1	..	1	60
October.....	28	1	2	..	31	5	..	..	8	4	..	1	1	68
November.....	7	1	1	1	25	1	1	..	21	7	4	1	1	100
December.....	10	2	2	1	36	0	1	..	6	10	2	1	..	68
	170	17	19	5	431	59	8	5	115	103	22	2	4	5
														855

We append hereto a few selected cases to still further illustrate the character and methods of the work of the association.

No. 1 came from the island, where he had been three months for stealing a pair of shoes. He is nineteen years old; brought up in Boston. Early in March, while working for his father, and against his wishes, he left home for this city with \$20 in his pocket. He plodded through the city looking for work until his money was gone, shoes worn out, and pawned all the clothes he could spare; hungry and discouraged, he stole a pair of shoes and was arrested; he returned the shoes, confessed to the agent his guilt with apparent deep penitence. Soon after his incarceration he took cold, had pneumonia, was given up by the doctor, and anointed by the priest. But the boy recovered; weak and emaciated, he calls at our office and asks to be sent home to his parents, says he will never leave them again. When we told him we would give him a ticket for Boston, he cried for joy.

¶ No. 2, March 4, 1885, came from the work-house to-day, where he had been confined two months for intoxication. We were at first disposed to regard him as among the common horde of work-house prisoners. His story was that he had been chief mate of several steamers and sailing vessels, and it was supported by half a dozen or more of the best testimonials to show his good character, especially for sobriety. He is a native of Germany, was married and doing well; never drank until his wife died, when he was broken hearted and under such depression of spirits that he began to drink. He was arrested here on the fifth of June and sent to the island for two months. He is aware, he says, that in his condition he must begin again as a common sailor before the mast and work up, which he is willing to do. He begs to be assisted to do so, and will be as abstemious again as he had been before his fall; is willing to get second-hand articles for his outfit, which we helped him to, and he left with the gratitude of a true sailor.

No. 3 is a man of 36 years, single and a marble polisher; convicted of petit larceny and sent up to the island for five months; he is now released and calls to the office and asks to be sent to Greenport, Long Island, to work at the fertilizing fish works, as he said he had worked there before; and this being the right season, we concluded to send him, but his breath smelled strong of whisky. We sent our clerk with him to the steamer which runs to Greenport to buy his ticket, but the clerk found that was not what he wanted — he wanted money, which meant more whisky, and tried every means to get part of the money, and when he found he could get none, turned to cursing and calling the Prison Association frauds and skins, etc. This type of case is not infrequent, and the greater vigilance is exercised to prevent imposition.

No. 4 was a prisoner in Jefferson Market prison, accused of stealing two pairs of gloves. We found her suffering intensely at finding herself in prison and obliged to mingle with criminals. According to her story she was born at the South, well educated, left school at sixteen to marry a man against her father's wishes, who disinherited her; her husband soon became a drunkard and she had a hard life for years, finally he died, but her father told her "she had made her bed, she must lie in it." This treatment led her to leave the South

and come to this city, where her life has been any thing but pleasant, trying, she said, to be respectable with so little money that life was made painful. She went in O'Neil's store in Sixth avenue to buy a pair of gloves, was waited upon tardily, was tempted and took two pairs of gloves which she put in her pocket, she was observed by the detective and immediately handed the gloves to him, but he arrested her and she was committed for trial. We found Mr. O'Neil quite willing to favor the prisoner, and when she was called to the bar in Special Sessions, a representative of the firm was there to say that they did not wish to press the charge and asked the court to be merciful. The prisoner was discharged, and wrote that evening to us, saying that she could not sleep without thanking the agent for his kindness which had saved her from going to prison, that if I knew how sincere she is in striving to live honestly for the future, I would be glad I helped her out of her trouble.

No. 5, a woman arrested for assault. She had a babe to nurse for a woman living within a few doors. The mother became dissatisfied and undertook to get her child in an improper manner, a quarrel ensued and she was arrested. We examined the case and became satisfied the prisoner was innocent of the charge. When she was called to answer, we told the court we had carefully examined the case and were satisfied the prisoner was not guilty, and asked for her discharge. It was decided she must be tried, and three days afterward she was tried, the jury acquitting her without leaving their seats.

No. 6 are two lads of sixteen and seventeen years. They were going home somewhat late at night, and became mixed up with a drunken man on the sidewalk, who charges them with taking sixty cents from him and an old pocket-book. They plead not guilty. Both show good character, and first offense. One has a good letter from his employer, and the other is in such favor with the Mutual District Messenger Company that they are willing to set him at work again if the court will discharge. The officer who arrested the boys is determined to have them punished, and told the court that one boy had a miserable home, that his father has been sent to prison for beating his wife, and that this was not the first time he had been in trouble, etc. We refuted all this, and satisfied the court that the father has been an invalid for four years. The mother was a hard-working woman, and this boy helped her support the family, who lived happily. So said the neighbors, and other good evidence. The court discharged them by suspending judgment.

No. 7. The agent's attention was called to a respectable-looking man in prison for intoxication. We found him greatly dejected; the day before he had been found in the street not able to take care of himself, and brought in by a policeman and fined by the magistrate \$10. He told us he belonged at Trenton, New Jersey, was a potter by trade, and came to this city early on the day arrested, on business for the firm for whom he worked; has a wife and five children in that city who would be expecting him home on the evening train. We presented these facts to the justice, who kindly looked up the commitment and signed a discharge, and Mr. D. was made happy to set his face homeward after his first experience of lodging in the Tombs.

No. 8 charged with grand larceny. She said she was innocent.

She had known and been intimate with the lady who made the complaint, for five years. L. says she is a good cook, and had been ten years a widow. At the time she was accused of having committed the crime she called on the complainant to present her with some fruit. She was invited in, as usual, and asked to sit down and rest. The closet from which the property was stolen was always kept locked, but the key was on a nail near by. Others had access to the closet, and the missing property was not found on her person, but she was arrested and charged with the theft. She was greatly alarmed, and gave a lawyer \$25 to defend her. She had a hearing before a police justice, and was committed for trial in the General Sessions. When she got to the Tombs the lawyer she had retained told her his duties were ended, that she must get another lawyer to defend her in court, at the same time recommending another shyster, who called on her without being invited, and demanded \$25 more. At this point we came into the case and heard her story. We told her not to pay another cent. She had paid enough to be defended in the General Sessions. When she was called to plead to the indictment the first lawyer was on hand—two or three days later she was called for trial in Part 1. When she had plead in Part 2, before we were aware of it, the case was put off for two days. This was of course a trick of the lawyer to give time to worry more money out of the unfortunate prisoner. The second lawyer called on her again, and said that unless she paid \$25 she would not be defended. We told her to hold her first lawyer to his agreement, and *pay no more money*. She had no means of raising any more money except by pawning her clothes, and we had considerable difficulty in persuading her not to do so. When her trial came off lawyer No. 1 defended her, and she was acquitted.

We have had several such cases of lawyers putting off cases from day to day in order to extort money from their victims, but when they find the general agent looking into the case it is suddenly attended to, as the above instance shows.

No. 9 shows how hard it is for a man who has a bad reputation to get along in New York city, no matter how diligently he works to secure a livelihood. R. came from State prison during the early part of 1884, and was assisted by this association. In January, 1885, he comes to us with his wife, and says he has been honestly at work since he came from prison, nearly a year ago, making worsted shawls, and helping his wife in the making of ornaments for seal skin cloaks. Some days ago he went up to the neighborhood of Ninth and Tenth avenues and Sixtieth street to sell some of the shawls he had made. He was successful and started for home with the money in his pocket, and on his way he noticed a funeral in a Catholic church. The weather was cold, and R. went in the church to get warm. On coming out and walking toward Ninth avenue he was arrested on suspicion by a detective who had seen him before, and taken before a justice at the Tombs. The magistrate required R. to produce some one who had seen him at work with his wife. R. sent for a man who lived in the house with him, but he refused to come, not caring to be mixed up in the case, and R. was sent to the work-house for six months in default of \$1,000 bail to keep the peace. R.'s wife then paid a lawyer \$30 to have him brought down on a writ of *habeas corpus*, with the under-

standing that if the writ was dismissed the lawyer was to return \$20. The writ was dismissed. Then the lawyer offered to get bail for her husband if he could pay \$50. The poor woman borrowed and begged \$30, which was all she possibly could, and went to the lawyer's office. The man to become bail was there; he took the \$30 and became R.'s bondsman, with the agreement that she was to pay \$20 more. She did not think of the \$20 which the lawyer had agreed to return in case the writ failed. After a few days R. received word that unless the \$20 was forthcoming he would be surrendered. He came to us in great distress, fearing he should be taken back to prison. We told him if that happened we would have the lawyer indicted, but to go to the lawyer and tell him to add to the \$30 the amount due Mrs. R. on account of the failure of the writ, and that would make up the \$50; then, if he was surrendered, to let his wife come to us immediately. We have seen the lawyer since. He tells his story differently, but was careful to say that R. would not be surrendered.

No. 10. December 11, 1885, our attention was called to-day as we went into the Tombs to a respectable-looking old man, dressed in a suit of blue cloth, and belonged to the Sailors' Snug Harbor, was on furlough for one day, came to this city, met with friends who treated him until he was oblivious, and when he awoke to consciousness he was in prison, and fined \$5; as he had forty-eight hours to meditate and sober up in, we found him in a condition to enjoy the sunshine and healthy atmosphere of this December day. We told Judge Duffy it would do our heart good to see him on his way to his comfortable home on Staten Island, now that he seemed clothed and in his right mind. His honor kindly said take this, his discharge, and make him happy too. He was soon on his way home, and it was to be seen that he should allow himself at seventy years of age to get intoxicated.

No. 11. Miles O. came to the office and said he bought a horse at a certain livery stable in this city, paying \$90 on account for the animal. In a few days the horse became lame, and utterly worthless; the dealer refusing to take him back, or refund the money. Miles then came to the general agent to know what he should do, pleading for help, as this was his all. We procured a lawyer for Miles, and in a very short time he had his money returned without costing him a cent. This young man was once a boot-black around the Bible House, and we knew him as a sober, industrious young man, taking good care of his mother.

In closing another annual report we are pleased to acknowledge the courtesy of all concerned in the administration of law in our criminal courts by whom we have been treated with uniform respect.

To the members of the profession of the law we are much indebted for the aid rendered us, and all the willingness shown to defend or help any cases in which we may desire such service at their hands.

Respectfully submitted,

STEPHEN CUTLER,
General Agent.

REPORT OF SPECIAL COMMITTEE TO THE PRISON ASSOCIATION OF NEW YORK ON CONVICT LABOR.

To the Prison Association of New York:

The undersigned, appointed a special committee to prepare resolutions on the subject of labor in the State prisons, present the following report:

The question of the best mode of employing convict labor is undoubtedly the most prominent question of the day, relating to prison management; it is an urgent question demanding a speedy solution, and one which ought to secure, in our own State at least, some decisive action within the coming year. Whatever legislative measure touching prison labor may be adopted by the State of New York will inevitably exert an important and enduring influence on all the interests of prison reform throughout the United States. There is no subject, therefore, related to the objects for which this association was organized which exacts from us such immediate and careful attention as the principles which ought to control in the employment of convict labor. There is no direction in which the practical energies of the association can now be more profitably expended than in the effort to secure the adoption in this State of the best attainable system of prison labor.

There are but three available systems of convict labor, known familiarly as the public account system, the contract system, and the piece-price plan. In deciding between these three systems it is necessary, first, to fix the test of excellence by the application of which one system can be declared to be better than another.

The test proposed by popular opinion is strictly pecuniary; that system is widely accepted as the best which will yield the largest direct return in money to the treasury of the State. We cannot too earnestly condemn the theory that the immediate financial results shown by a system of convict labor afford a test of the value of that system. The amount of profit that the State can possibly realize from prison labor, small at the best, is wholly insignificant when compared with the gain accruing to the State from the reformation of its convicts. Looking at the matter from a merely financial point of view, the saving to the community in being freed from the depredations of each convict who has been reformed by his prison discipline will easily exceed the utmost profit the State could have wrung from the labor of that convict while in prison. On a purely pecuniary basis then, and, far more widely, on the broadest grounds of public policy, the convict's reformation is more profitable to the State than his prison labor can be.

There is, indeed, no conflict between reformatory discipline and lucrative prison labor; on the contrary, the best reformatory treatment involves the assiduous industrial employment of convicts. But the latter

is always subordinate and subsidiary to the former. Prison labor must be regarded as only the *instrument* of reformation; it is valuable only as it promotes reformation, and the true test of excellence in any system of prison labor is not the amount of money, but the amount and quality of reformative influence it can be made to yield.

The choice between the three systems of labor, then, is reduced to the inquiry, which one of them can be most efficiently adapted to secure the end of the prisoner's reformation.

It is fundamental to this inquiry to form an exact conception of the meaning of *reformation*, as applied to the convict class. The formulation of the idea will be suggestive of the true methods for its practical realization. The reformation of a criminal does not involve any sentimental or supernatural element; it does not imply any religious transformation; it does not even effect the elevation of the criminal, either mentally or morally, above the level of the natural capacities that were within him before he fell into crime. It is the effect of crime to produce a distorted character; the criminal's view of life and his principles of action are morbid; a vicious career serves to blunt humane instincts, to blind the moral vision, to enervate the will, by giving the baser part of the nature unbridled supremacy. The criminal feels himself at enmity with the community around him, and is out of harmony with the ideas and sentiments that are generally dominant in common life. He is not, therefore, governed by the restraints, the motives, or the incentives that control other men and are sufficiently strong to keep them from falling into crime. It must be the aim of reformative treatment to awaken in the criminal the hopes and desires, the motives of conduct and the views of life, that actuate ordinary men in the life of the community; to impart to the criminal the same habits of industry and thrift, the same powers of will and of self-command, the same sense of right and justice, the general prevalence of which among men sustains the reign of law and order. In a word, it is the aim of reformation to restore the criminal into the likeness of common men; and when that has been effected so completely that he will lead a law-abiding life through the force of the same habits and motives that govern ordinary men in common life, then the criminal is *reformed*; that which was morbid has become healthy; that which was distorted and abnormal has been made natural and normal.

Industrial labor is not only the most powerful agency of reformation; it is the most indispensable instrument, without the aid of which reformatory results (except in sporadic instances) are wholly unattainable. Industry is the essential prerequisite of healthy life and progress in all human society; and to such a degree that any community deprived of productive employment must quickly lapse into moral corruption and decay. There is little moral efficacy, however, in mere labor of itself; an example of this was afforded in the history of the colored race at the South during the reign of slavery; the negroes led a most laborious life, but there is no evidence that their toil produced any effect toward the moral elevation or development of the race. The virtue of labor, as a moral agency, consists not so much in the toil it requires as in the fruit it yields. Men labor in order that they may enjoy the substantial products of their activity. Industry is the natu-

ral road to honor and success. The sense of self-dependence, the necessity of self-support, the desire of acquisition, these are the normal incentives that inspire human energies; and it is only by means of such incentives that industry serves to develop a high type of manhood.

In order to utilize prison labor as a means of reformation to the convict it is necessary to excite and call into action the same class of incentives that operate so powerfully on human nature everywhere. This is the natural, and hence the philosophic, method of reformation.

Applying the tests already proposed, we proceed to the separate consideration of each of the three systems of convict labor in succession, believing that the comparison of them will throw a stronger light on their several defects and merits, and give a cumulative support to the conclusion arrived at.

THE CONTRACT SYSTEM.

The contract system is essentially unfavorable to reformation, because it fails to appeal to the motives to which alone any reformatory influences of labor must appeal. It regards and treats the convict as a slave, or a live chattel, in the service of the State, and it asserts the right of the State to use the convict, or hire him out to others to be used, as it might do with a horse or an ox, for the profit of the public treasury.

The contract system involves, and, indeed, is based upon these two propositions: First, that the State is bound to support the convict in prison, and to supply him with all the necessaries of life; and, second, that the convict is entitled to no interest in the products of his prison labor, all of which belong to the State. These propositions which, at the best, express but half-truths, are brought into undue prominence by the contract system, and are obtrusively impressed on the thought and daily life of the convict in a manner that is wholly at variance with all true methods of reformatory treatment. If the convict is taught to regard himself as vested with an absolute right to support from the State, if he is placed in the position of a pauper, sustained by public benevolence, it will be found difficult to develop in him a sense of the duty of self-support, or to train him into the habit of self-support. If the convict is treated like a living chattel, to be leased out to the highest bidder, how, in the face of such degradation, can any reformatory precepts be made effectual to awaken in him a sense of his manhood? If he is allowed to reap no personal benefit from the products of his prison labor, how is it possible to create in him habits of thrift and self-dependence, or to arouse in him a sense of the value of labor as the only means of acquiring happiness and success? And, yet, to impart to the convict these habits and sentiments is of the very essence of reformation.

There belongs to each of these propositions, fundamental to the contract system, a correlative proposition, an obverse side, which is ignored by the contract system, but which ought to be primarily impressed on the convict. Whatever obligations may rest on the State to furnish the convict with the necessaries of life, it is the imperative duty of the convict, on his part, to make good, so far as he can do by zealous effort, the cost and damage he has brought on the State. If the public owes no man a living, the criminal who has made him-

self a public enemy has, least of all, a claim on its bounty. If every citizen rests under the duty of self-support, it is impossible to claim that the convict has earned exemption from that universal obligation by the commission of a crime. The State discharges its full duty to the able-bodied convict when it provides him with the opportunity to work for his living; and then the obligation of the convict in prison to earn his own support becomes the same in principle as that resting on every other subject of the State. So with the second proposition, vital to the contract system, that all the product of the prisoner's labor belongs to the State. The convict has inflicted serious injury on the State; his apprehension and trial, his surveillance and imprisonment, as well as the direct damage caused by his crime, have imposed a heavy burden of cost and of loss on the free community—a burden so grievous that the State can only be preserved from extinction by curbing the criminal class and keeping it from ascendancy. The convict's first duty is to relieve the State from the cost of his maintenance, and to this object the fruits of his prison labor are rightfully applicable. The claim of the State to the prisoner's earnings is not an arbitrary appropriation, but the just demand that the prisoner shall defray the charges he has himself incurred. The logical relation, then, of the imprisoned convict to labor is not different from that of every free citizen; both are bound by the duty of self-support, without any rightful claim on the charity of the State, and the product of the labor of both is justly applied to the discharge of that duty.

It is a grave objection to the contract system that it places the convict in a relation to his labor that has no counterpart in common life outside of prison. It presents labor as part of the convict's punishment, not as a resource bringing him advantage and means of progress.

To utilize the reformatory capabilities of industry, and at the same time as to create in the convict the *habit* of industry, and at the same time a sense of its value to him as the only means by which he can attain to prosperity in his life. Stimulate him by the same kind of wants and desires and clothing and bedding; the State is not bound to gratuitously supply the sturdy convict with any of these; the State will simply give him an opportunity to earn money by work, and he must win his own support like any honest workman. Give the convict a further interest in the products of his labor; incite him, by the application to his industry of rewards and punishments; make it no less true in prison than it is everywhere else, that faithful effort bears fruit worth striving for, and that idleness and misconduct entail suffering. The prisoner's comfort should thus be made dependent on his own exertions; diligent application to labor should bring, as its reward, some alleviation of the hardships of prison life, and should be the price at which alone the prisoner can acquire such betterment of his physical surroundings, such privileges of intercourse with his friends and of exemption from the most rigorous rules as may be consistent with the ends of prison discipline; and, in the same manner, inattention and indifference to duty, as well as positive wrong-doing, should be followed by the punishment of increased privations and suffering. By such simple and rational methods the convict will be

a small fraction of State convicts. The great majority of them will have to be engaged from the necessities of the case in the manufacture of merchandise for the general market; and for such industries the public account system is open to the objections and subject to the drawbacks already mentioned. For the labor of such convicts as cannot be employed on State supplies, your committee believe that the piece-price plan has some practical advantages over both the other systems which ought to secure its adoption.

THE PIECE-PRICE PLAN.

The essential character of the piece-price plan has been quite generally misapprehended. It has been represented as a mere modification of the convict system, while it really resembles much more closely the public account system. It differs from the public account system in two particulars, neither of which has any perceptible bearing on the interests of reformation: 1st. Under the public account system, the goods are first manufactured by the prison and then sold to the dealer; under the piece-price plan the goods are sold by the prison to the dealer in advance, and then manufactured as under a special order. 2d. Under the public account system, the plant of machinery belongs to the State, and the raw material belongs to the State; under the piece-price plan, the plant may either belong to the State or be hired from the dealer, but the raw material, instead of being bought by the State, is advanced by the dealer to be worked up by the prison in fulfillment of his advance order. In both these particulars the piece-price plan brings to the State the advantages of requiring a small capital and of throwing upon the dealer the financial risk of an adverse change in the market. The public account system and the piece-price plan are alike, and both differ from the contract system, in the one radical feature, that the labor of the convict is under the absolute and undivided control of the prison authorities; and this feature is vital to the requirements of reformation.

The labor of a prison needs to be apportioned with intelligent reference to the diverse capacities of the prisoners. One prisoner may display a special aptitude for a certain kind of work; another, by reason of physical or mental peculiarities, may be wholly unfitted for certain industries; one prisoner, exceptionally strong and agile, may be able to perform in a few hours an amount of work which another prisoner, constitutionally weak or inert, cannot accomplish in a day. The individual capabilities of the prisoners must be observed in the allotments of labor, or else it will be hopeless to look for reformatory results. For this reason, the presence of a contractor with his agents and overseers is necessarily opposed to the interests of reformation; it reduces all the prisoners to one level of uniformity, without regard to their constitutional differences; it brings into the prison a power behind that of the State, which unavoidably interferes to some extent with the discipline of the place; which fixes the stint of a day's work; which prescribes the employment of each prisoner; and which drives all the industries of the prison under the sole impetus of the contractor's pecuniary interest.

The piece-price plan excludes from the prison every foreign element; it makes all the instructors and overseers prison officers in the

employment of the State; and it gives to the warden supreme control over the labor of the convicts, with unlimited power in the individual allotment and adjustment of that labor. All the intelligent methods of prison discipline which have been approved by scientific tests are readily adaptable under the piece-price plan. Every reformatory measure and influence that can be applied under the public account system can be applied and rendered equally effective under the piece-price plan; and for the simple reason, that under both systems alike, the labor of the prisoners, and all their disciplinary treatment, are committed to the absolute control of the prison authorities, and relieved from all extraneous dictation or counter-action. For reformatory uses, therefore, your committee are unable to perceive any respect in which the piece-price plan does not possess all the advantages, both theoretically and practically, that belong to the public account system; and there are two important particulars in which the piece-price plan seems to present positive advantages over the public account system.

First. It relieves the warden from the financial burden and responsibility of administering a large public fund; it relieves him, in large measure, from the necessity of maintaining an intimate acquaintance with the conditions of the market, and of opening channels of trade through which he can advantageously dispose of his products; and it leaves him comparatively free to concentrate his energies and efforts upon his proper work of improving the internal discipline and efficiency of the prison regime.

Second. It relieves the State from an extensive outlay of capital, which ought always to be depreciated and, if possible, avoided. The public account system places the State in an unnatural position when it makes it a manufacturer and trader as well as a capitalist; the piece-price plan transfers the risk of the manufacturing venture and of the fluctuations of the market from the State to the commercial dealer.

The piece-price plan is no longer an experiment. It has been thoroughly tested in different States, and with results that are wholly satisfactory. At the late meeting of the National Prison Association at Detroit, convincing testimony was given of the practical success which has attended its introduction in Ohio, in Canada, in Massachusetts, in New Jersey, and in the Elmira Reformatory. A decided preference for this plan over the public account and contract systems, both in its reformatory and in its financial results, was freely expressed by intelligent prison officers who had personally administered all the three systems.

We recommend, therefore, for adoption the following resolutions: *Resolved,* That the highest test of excellence in any system of convict labor is to be found in the adaptability of that system to promote the end of the convict's reformation.

Resolved, That the contract system, in principle and in practical methods, is inconsistent with those forms of discipline and treatment that are most conducive to the prisoner's reformation, and should, therefore, be condemned.

Resolved, That the best and most natural method of employing convict labor is in the manufacture of supplies for use in institutions sup-