

THIRTY-SEVENTH ANNUAL REPORT

OF THE

EXECUTIVE COMMITTEE

OF THE

PRISON ASSOCIATION OF NEW YORK

WITH

ACCOMPANYING DOCUMENTS,

For the Year 1881.

TRANSMITTED TO THE LEGISLATURE MAY 3, 1882.

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EDWIN HUTCHINSON, SINCLAIR TOUSEY.
ANDREW D. WHITE.

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W. M. F. ROUND.

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TREASURER,
CORNELIUS E. GOLD.

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Z. STILES ELY.	RICHARD L. DUGDALE.
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HENRY K. MCHARG.

GENERAL AGENT,
STEPHEN CUTTER, 65 Bible House.

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LOCAL COMMITTEES FOR CO-OPERATION AND CORRESPONDENCE.

ALBANY COUNTY: Residence, Albany—Maurice E. Viole, William Law Learned, Rev. Rufus W. Clark, Edward Savage, Rev. Charles Reynolds, *Secretary*.

ALLEGANY COUNTY: Residence, Friendship—Hon. Abijah J. Wellman.

BROOME COUNTY: Residence, Binghamton—Marcus W. Scott, Dr. John G. Orton, Sabin McKinney, B. N. Loomis, E. M. Noyes, Rev. Robert N. Parke, E. K. Clark, Susana J. Taber.

CATTARAUGUS COUNTY: Residence, Little Valley—Arthur H. Howe, Dr. I. 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.

CHAUTAQUA 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. B. Brockway, J. D. F. Slee, Rev. Dr. Knox, Rev. G. H. McKnight, Dr. T. H. Squire, Dr. Ira T. Hart, D. Atwater, Frederick Hall, Rev. F. C. Hoskins, S. Converse.

CHEANGO COUNTY: Residence, Norwich—Dr. H. H. Beecher, B. Gage Berry, Daniel M. Holmes, Cyrus B. Martin.

CHENUNO COUNTY: Residence, Plattsburgh—Hon. William P. Mooers, Henry Orvis, Rev. F. B. Hall; residence, Keeseville—Hon. Henry Kingsland, 2d.

COLUMBIA COUNTY: Residence, Hudson—A. S. Pest, A. B. Scott, C. W. Goshard.

CORTLAND COUNTY: Residence, Cortlandville—Lewis Boston, Frank Place, Dr. Frederick Hyde; residence, Homer—Dr. Caleb Green, Thomas S. Ramey.

DELAWARE COUNTY: Residence, Delhi—Dr. Ferris Jacobs, T. W. Brown, Gen. Ferris Jacobs, Jr., O. S. Penfield, Mrs. W. H. Griswold, Mrs. F. Jacobs, Jr., Mrs. W. Youmans, Dr. H. A. Gates, Mrs. H. A. Gates, Mrs. C. A. Frost.

DUTCHESS COUNTY: Residence, Poughkeepsie—H. Loomis, Jr., Dr. Edward H. Parker, Edmund Platt, Robert F. Wilkinson, Warren G. Cowie, Mrs. Mary G. Underhill.

EARL COUNTY: Residence, Buffalo—Hugh Webster, James Lyons, P. J. Ferris, Dr. John D. Hill, David P. Page, Mrs. A. McPherson.

ESSEX COUNTY: Residence, Elizabethtown—Dr. S. E. Halo, Francis A. Smith, Richard L. Hard, Abijah Perry, Robert W. Livingston.

FRANKLIN COUNTY: Residence, Malone—Dr. S. P. Bates, Hon. W. A. Wheeler, F. T. Heath, Hon. John I. Gilbert, J. P. Badger.

FULTON COUNTY: Residence, Johnstown—Jacob Benton; residence, Gloversville—John Ferguson, Dr. Eugene Beach.

GENESEE COUNTY: Residence, Batavia—Prof. G. Fuller, C. T. Buxton; residence, Wheatville—Hon. J. R. Holmes.

GREENE COUNTY: Residence, Catskill—George H. Penfield, Samuel Harris, Mrs. M. B. Sellick.

HAMILTON COUNTY: Residence, Wells—G. B. Morrison; residence, Sageville—William H. Fry.

HERKIMER COUNTY: Residence, Herkimer—David M. Davendorf; residence, Ilion—E. Remington.

JEFFERSON COUNTY: Residence, Watertown—Richard G. Keyes, Jesse M. Adams.

KINGS COUNTY: Residence, Brooklyn—Rev. Job G. Bass, Eugene D. Berri, Rev. Michael J. Hickie, W. B. Wadsworth, James M. Shanahan, Thomas E. Pearsall, N. T. Beers, Jr., William Hadden, Robert Mayhew, Andrew A. Smith, J. B. Clayton, G. H. Tobias, Moses G. Wanzor, W. J. Schanfele, A. D. Matthews.

LEWIS COUNTY: Residence, Lowville—Rev. Joseph H. France, Amos Rice, Carroll House, Royal P. Willbur; 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—Hon. Henry R. Selden, Dr. E. V. Stoddard, James J. Stewart, L. S. Fulton, Quincy Van Voorhik, Theodore Bacon, Mrs. Vick.

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.

ONEIDA COUNTY: Residence, Utica—Col. Theo. P. Cook, John F. Seymour, Dr. Edwin Hutcherson, Charles H. Warren, Edwin Hunt; residence, Rome—Simon G. Visser, Mr. Converse.

ONONDAGA COUNTY: Residence, Syracuse—Hon. P. Burds, A. C. Williams, Dr. H. B. Willbur, Rev. M. Baird, Mrs. Dr. Dunlap, Dr. R. W. Fasse, Hon. W. H. H. Gere, Timothy Hough, M. W. Hanchett, Timothy H. Porter, J. C. Williams, Dr. E. E. Van De Warke, James A. Skinner, G. L. Bonta.

ONTARIO COUNTY: Residence, Canandaigua—Darwin Cheney, 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, Goshen—Dr. J. H. Thompson, Rev. Floyd A. Crane; residence, Newburgh—Dr. R. V. K. Montfort, Grant Edgar, William McCrea, John Caldwell, Uriah Traphagen, Lewis F. Corwin; residence, Middletown—Hon. J. D. Friend, Hon. J. G. Willink.

ORLEANS COUNTY: Residence, Albion—Edwin R. Reynolds, Daniel W. Frye, O. C. Rogers.

OSWEGO COUNTY: Residence, Oswego—Hon. O. J. Harmon, G. C. McWhorter, Hon. J. A. Place, Dr. A. S. Coe, G. Mollison, Rev. Geo. Grafley, Mrs. George Gooder, Miss Florence Pettibone, Mrs. G. B. Randall.

OTSEGO COUNTY: Residence, Cooperstown—Elihu Pinney, Dr. H. Lathrop, S. M. Shaw, G. P. Reese, 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.

QUEENS COUNTY: Residence, Malhasset—John Kessa, 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. Trank.

RENSSELAER COUNTY: Residence, Troy—Rev. C. W. Wood, *Chairman*, Amasa R. Moore, H. W. Houghton, Rev. William Irvin, Samuel Foster.

RICHMOND COUNTY: Residence, West Brighton—Rev. J. S. Bush, *Chairman*, Mrs. J. S. Lowell; residence, Richmond C. H.—Dr. Ephraim Clark, Dr. I. L. Milspugh, Stephen Stephens, Miss H. Moore, Miss Mundy.

ROCKLAND COUNTY: Residence, Stony Point—Dr. Wm. Gövan; 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, Dr. Morgan Lewis; residence, Saratoga Springs—Prof. Hiram A. Wilson, Dr. L. E. Whiting, Oscar F. Stiles.

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.

SCHUYLER COUNTY: Residence, Watkins—Frederick Davis, Dr. J. W. Thompson, Rev. George Kuspig, B. W. Woodward.

ST. LAWRENCE COUNTY: Residence, Canton—Geo. Robinson, Rev. James Gardner, H. H. Judd, Dr. J. C. Preston; residence, Ogdensburg—Dr. B. F. Sherman, Prof. R. G. Pettibone.

STEELES COUNTY: Residence, Bath—Guy H. McMaster, Z. L. Parker, Rev. O. K. Howard, Rev. James M. Platt, Dr. A. H. Crutenden; residence, Corning—Dr. 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. Y. Russell, Hon. T. I. Chatfield, G. B. Goodrich, A. Coburn, H. D. Pinney.

TOWNSEND COUNTY: Residence, Ithaca—Prof. Zilba H. Potter, Prof. James Law, Prof. William D. Wilson, Marcus Lyon, Orange P. Hyde.

ULSTER COUNTY: Residence, Kingston—Hon. James G. Lindsley, Mrs. Mary W. Reynolds, Rev. Geo. Waters, D. D., Augustus W. Reynolds, Rev. C. W. Camp; residence, New Paltz—Dr. C. W. Deyo; residence, Whiteport—Edmund Doremus.

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

WASHINGTON COUNTY: Residence, Saleen—R. G. Atwood, James Blashfield, E. P. Sprague, C. R. Hawley.

WAYNE COUNTY: Residence, Lyons—John L. Cole, Wm. Van Master, Charles Bonis; residence, Palmyra—Isaac C. Bronson, Dr. Sam'l Ingraham, A. S. Niles, Mrs. Horace Eaton, George G. Jessup; 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 Kleec; residence, Sing Sing—Dr. G. J. Fishie, Mrs. Catherine E. Van Cortlandt, L. G. Bostwick, S. G. Howe, Miss E. Roe.

WYOMING COUNTY: Residence, Warsaw—Hon. Augustus Frank, Rev. J. E. Nassau.

YATES COUNTY: Residence, Penn Yan—Myron Hamlin, Joseph F. Crosby, Wm. F. Van Tuij, D. A. Ogden.

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, represented 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-presidents, 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* members 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 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 to the corporation of the city of New York of the number of persons received by detentions. And the said executive committee shall make at annual report to the Legislature 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 advantages 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;² 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 report of any prison shall be made until an order for that purpose, to be granted by the chancellor of this State, or one of the judges of the supreme court, or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate, shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

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,

WM. 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.

ARCHD CAMPBELL,
Deputy Secretary of State.

* See section 24 on next page.

(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. 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 special meeting of the executive committee on the fourth Thursday of each month, and stated 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 counter-signed 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 detentions:

1. To inquire, as far as may be practicable or necessary, into the causes of commitment of persons in the prisons or houses of detention in the cities of New York and 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.

* Section 20 in last revision.

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 procure 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 prisons, embracing the physical and moral influences to be exerted on 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.

STATE OF NEW YORK.

No 83.

IN SENATE,

MAY 3, 1882.

THIRTY-SEVENTH ANNUAL REPORT

OF THE

EXECUTIVE COMMITTEE OF THE PRISON ASSOCIATION
FOR THE YEAR 1881.To Hon. GEORGE H. HOSKINS, *President of the Senate*:

Not to tell of new things, but as a record of the past, with some suggestions as to the future, the annual report of the Executive Committee is required.

Called upon to perform a public duty, and laboring to save something of the humanity in the prisoners, but actually sparing expense to the city and State, the Prison Association has seen its resources grow year by year more limited, until now it can do little more than point to some glaring facts, many of which have been again and again noted in its annual reports.

It has disbursed, with what wisdom the report of the treasurer and general agent will show, the moneys which have come to it, four fifths by subscriptions made or obtained by its members, one fifth from the excise fund of New York City, and not a penny from the State.

First, then, in the order of facts, you are asked to look at the intention of the Legislature in establishing our prisons, as found in the statute laws.

Second. The present condition of the county jails, and especially the monstrous evils connected with them.

Third. The necessity of some place of immediate and practical relief in the form of prisons, intermediary between the county jail and the State prison or penitentiary. Such a prison might, perhaps, be classed as the district work-house; it should have room for not less than 200 and not more than 600 prisoners, whose terms of imprisonment should be of sufficient length to secure returns from

their labor adequate to their support. To this point some suggestions, drawn from the various reports, will be added as we proceed.

It is no longer necessary to refer to the question of the possible interference of convict labor with free labor, as that has been sufficiently discussed in the reports heretofore made to the Legislature, and the issue was fairly met in the last report of the Superintendent of Prisons. Our aim shall be to leave philosophy to the side, and point only to familiar and indisputable facts.

If we look at the Revised Statutes (part I, tit. II, art. 1, sec. 9) we shall see that the object of the State in maintaining its prisons is "the security and reformation of convicts in the State." Then in relation to county prisons, i. e., the common jails, we learn from the same authoritative source (Rev. Stat., part I, tit. I, art. 1) that they shall be kept:

"1. For the detention of persons duly committed in order to secure their attendance as witnesses in any criminal case.

2. For the detention of persons charged with crime and committed for trial.

3. For the detention of persons duly committed for any contempt or upon civil process, and

4. For the confinement of persons sentenced to imprisonment therein, upon conviction for any offense.

At the same time the following provisions are made inoperative, whereby injury from the fourth class of prisoners would be as far as possible prevented, viz.:

SECTION 2. Each county prison shall contain:

1. A sufficient number of rooms for the confinement of persons committed on criminal process and detained for trial, separately and distinct from prisoners under sentence.

2. A sufficient number of rooms for the confinement of prisoners under sentence.

3. A sufficient number of rooms for the separate confinement of persons committed on civil process for contempt or as witnesses.

These requirements stand with many other proper and necessary provisions, including the following, which are to be found in sections 7 and 9:

"Prisoners detained for trial may converse with their counsel, and with such other persons as the keeper, in his discretion, may allow; prisoners under sentence shall not be permitted to hold any conversation with any person except the keeper or inspectors of the prison, unless in the presence of a keeper or inspector;" and

"It shall be the duty of the keeper of each county prison to cause each prisoner under sentence, except such as are under sentence of death, to be constantly employed at hard labor when practicable, during every day except Sunday, and it shall be the duty of the county judge, or of the inspectors appointed by him, to prescribe the kind of labor at which such prisoner shall be employed, and the keeper shall account, at least annually, with the board of supervisors of the county, for the proceeds of such labor."

But these conditions are almost necessarily disregarded and neg-

lected in very many cases, and even the safeguard of security is not generally maintained. This is plainly shown by an examination of the local reports of the particular county jails, or by a reference to the special reports from our own committees. They substantiate the judgment expressed at the national conference of Charities and Correction, held in Boston in July, 1881, viz.:

"The darkest part of the prison system of the United States is, in the opinion of the late conference, as it has been in that of each of its predecessors, and of every State Board of Charities and Correction, and of every enlightened citizen who has taken the trouble to inquire into its character—the county jail. The evils inseparable from it, the abuses which are so naturally its consequences, have been set forth so often, and in language so eloquent and forcible, that the Boston Conference could do little more than assent to statements which have been reported until they are trite and threadbare. While there has been great improvement in the construction and arrangement of our State prisons generally, while our cities have frequently roused themselves and enforced sweeping reforms in their penitentiaries, the county jail remains, in a vast number of cases, the same vicious and abominable institution that it was when, a century ago, its crying abuses started John Howard upon the career which terminated only with his life, which fifty years later led the kindly and philosophic Tocqueville to say: 'The jails of the United States are the worst I have ever seen;' and induced the Prison Reform Conference at Newport, in 1877, to denounce the whole system as a disgrace to civilization, hopelessly, irremediably bad; an attempt to cure crime, the offspring of idleness, by making idleness compulsory, and to teach virtue by enforced association with those who scoff at virtue, duty and religion."

This language, affirmed by experience in New Jersey, Ohio, Massachusetts and other States, will be found thoroughly supported in our own State, by the reports from the various counties, extracts from which are appended. It will be noted that Albany furnishes a ready example, and that the report from another county (Monroe) is accompanied by a presentation of its county jail by the grand jury of the county.

The features of the reports of the various county jails of our State are similar. One, that of Richmond county, is given below in detail, because it appears typical. The responses from the local committees have been generally prompt, full, and exceedingly valuable. While on many accounts it would be desirable to give them as received, it is found practicable to print in this report only such remarks as relate to our present inquiry, and most strongly indicate the need of reform in the whole system.

In most of the local reports it is claimed that the sexes are separated, but no further attempt to separate the classes confined is thought practicable in most county jails. No work is provided except what may be found about the sheriff's house. In nearly all there is the same complaint of insecurity, unhealthfulness and cost.

A tabulated statement regarding the county jails, from the report

of 1880, is added. The figures remain substantially the same to-day, as will be seen by the extracts from the local reports; but in most counties there is now a less favorable estimate of the condition of the jail, as, for instance, in the county of Monroe. The construction is on the same general plan, and the cost of maintaining the prisoners in idleness averages, in different localities, from two dollars and fifty cents to four dollars per week.

The number of commitments and the class of offenses corresponds very nearly in the different years.

The roster of Greene county for the last year may be taken as a guide, and is as follows:

Desertion of family	2
Intoxication	69
Vagrancy	48
Disorderly conduct	67
Larceny	12
Assault with deadly weapon	5
Assault and battery	11
Misdemeanor	8
Forgery	3
False pretenses	6
Breach of the peace	3
Witness for people	1
Felony	1
	<hr/>
	236
	<hr/>
Held for trial	94
Sentenced as follows:	
To Clinton prison	1
To House of Refuge	3
To Penitentiary	23
Fined by Justice	38
Balance discharged	77

Such, then, are the facts presented in relation to the county jails, and if through the length and breadth of the land two exceptions may have been found, they are in the famous Chester County prison in Pennsylvania, and the House of Correction at Cambridge, in Massachusetts. These exceptions both prove the rule and point to the possibility of reform in the jail management in our own State.

The Chester County (Penn.) prison balance sheet for the year 1881 is interesting. It shows what can be done with fifty prisoners in the way of making the jail self-supporting. In Cambridge the number of prisoners, nearly 300, has enabled the warden, who is a man of large experience, to make this institution pay its own way. In both cases the ends of justice and public safety have been as well served

as in jails that are a constant financial burden to the State. The Chester County prison balance sheet for 1881 is as follows:

STATEMENT of Chester County Prison, year ending September 30, 1881.*

RECEIPTS.	
Cash on hand October 1, 1880	\$7 81
Amount drawn from County Treasurer	4,200 00
Product of manufactures	9,466 69
Total	<hr/>
	\$13,674 50

EXPENDITURES.	
Salaries:	
5 inspectors	\$125 00
1 keeper and matron	1,650 00
2 underkeepers	1,440 00
1 night watch	658 75
1 physician	125 00
The same, extra services	15 00
1 clerk	100 00
	<hr/>
	\$4,093 75
Subsistence to fifty prisoners in a daily average	1,803 40
Materials bought for manufacture	5,292 46
Fuel and gas	944 39
Water rent	150 00
Overwork paid prisoners	269 54
Postage and stationery	60 10
Milk and medicine	80 89
Counsel fees	30 00
Stables, in which are included tobacco, repairs, clothes to released prisoners, hardware, printing, freight, etc.	697 27
Balance cash on hand September 30, 1881	247 70
Total	<hr/>
	\$13,674 50

N. B.—Amount of stock on hand, including coal, October 1, 1881, was \$3,108.48.

CALEB E. CHAMBERS,
WM. P. MARSHALL,
ADDISON MAY,
D. M. McFARLAND,
GEORGE KEN,

Inspectors.

[Senate Doc. No. 83.]

The common sense of all who have studied the criminal reports of the various counties, and compared them with the happy results of changes such as have been introduced in the Irish system, in the Pennsylvania prisons, and in some of those of France, approves the wisdom of the rule which is the law of this State, that prisoners under sentence, save for death, must be compelled to work. Arguments are unnecessary, either from the side of the State which bears the burden of costs, or from the side of the humanitarian who seeks to preserve in the prisoner something of the activity of the man. There are two things that should be imperative in all our prison systems. The prisoner should be made to work, and the classes of prisoners should be vigorously kept separate. The prisoner should come from the jail better fitted to meet the struggle of life by a habit of labor, and while in jail he should at least become a self-supporting member of society. In regard to the class separation of prisoners, one stands appalled at the thought that young and inexperienced criminals are thrown into company with hardened offenders to learn in the school of idleness all that brutal instincts, habitual vice and the ways of rogues contribute to the wretchedness of mankind.

A recent writer on the origin of crime in society has computed from the statistics of Sing Sing that "the criminal career of a convict is 11.35 years, of which 7.84 is spent in criminal liberty, and 3.51 in prison.

It is not an encouraging result from our present system of imprisonment that the course of a convict's life seems thus determined, worse than useless to him, and dangerous to society for at least two-thirds of the time. One reason for this short duration of life doubtless is the effect upon the constitution of the close confinement in-doors, without sunlight, without proper ventilation, without exercise in the open air.

The mass of prisoners return to society at large cankered and sapped to the center, worn out husks of men. They are described by a physician, who has recently made extensive and careful inquiries into the hygiene of prisons, as being a ready prey to any disease, and without that virile vigor and manly strength which carries men with ease and confidence through their toil, and enables them to bear up bravely under the inevitable and natural burdens of life.

While it is manifest that many reforms are necessary in our prison system, it is the county jail that demands our first attention. To begin here, is to begin at the beginning. It is all but useless to point out defects unless a remedy can be suggested, and the only practicable and radical remedy for our county jail abuses seems to be to abolish them altogether as prisons, to convert them into houses of detention, with a lock-up, if necessary, for ten-days' prisoners, and to substitute in their place a system of district work-houses. In such work-houses, so situated that there might be an average of from 200 to 250 prisoners, the various objects of prison confinement could be better obtained. They should have farms attached, not necessarily for profit, but to furnish supplies to the prison and work to the prisoners. Generally throughout this State these ends could be most

conveniently met at the intersection of county lines, and the four or five counties combining would find, after the first expense of building, that their expenses for the support of prisoners would be very considerably reduced. Already, in many of the counties, new provision must be made, and either new jails constructed or the old ones extensively repaired. It seems, therefore, that now is the time to meet these wants by appropriate legislation, and to build at least one district work-house for four or five of the counties which afford the best field for this greatly to be desired improvement. To such work-houses convicted prisoners, sentenced to less than one year and more than thirty days' imprisonment, should be sent; the average of imprisonment would doubtless be found in the future, as it has in the past, to be more than three months, which is the minimum for self-supporting labor under this system. Shorter terms and ten-day prisoners might, if necessary, be retained in a county jail, but it should be in solitary and separate confinement, and thus, with all classes of prisoners, the requirements of the law could be complied with. County jails would then be left to what is plainly their best use, and what is described in the law as houses of detention for witnesses, for persons yet untried, and persons committed on contempt or upon civil process.

Up to this date the most important experiment in prison reform in our State is in the Elmira Reformatory. From its establishment it has been regarded with special interest by the Prison Association of New York. It grew out of the acknowledged need of a prison where youthful offenders would be specially treated with a view to returning them to society uncontaminated by the teaching of older criminals, and provided with means of earning an honest livelihood.

The special features of the Elmira system are:

- 1st. An indefinite sentence, of which the length depends, within statutory limitations, upon the behavior and capacity of the prisoner.
- 2d. The standing and privileges of the prisoner while in prison to be determined by his behavior.
- 3d. A compulsory education.
- 4th. The release on parole, which, while it retains the prisoner under the surveillance of the State, practically gives to him his freedom.

The following minutes from the report of a special committee appointed from the Executive Committee of this Association to visit the reformatory during the winter to examine and report upon its condition and apparent usefulness show that the institution is steadily accomplishing the end for which it was established, and is managed well.

MINUTES OF THE SPECIAL REPORT ON THE ELMIRA REFORMATORY.

The sanitary provisions of the reformatory were carefully inspected in every part. Nowhere in the prison, with the exception of the north wing, could any of the characteristic prison smell be

noticed. The cells are scrupulously clean, and at night, after the inmates are locked in their cells, the air in the communicating corridors seemed fresh and sweet. The buckets are emptied and thoroughly cleaned and aired at an early hour of the morning; the closets were provided with disinfectants.

The hospital, which at the time of the visit had three patients, was comfortable, and also patients therein expressed themselves entirely satisfied with the provision made for their care.

In all parts of the institution scrupulous cleanliness was maintained.

The hang-dog expression, the utter hopelessness which one sometimes sees in the faces of convicts, is not generally observable in the faces of the prisoners here.

Exceptions may be found in some few of the third grade men, and some half dozen convicts who have been transferred to this prison from Sing Sing and other prisons. The men all seemed in excellent health, their faces were ruddy and their step elastic.

In the second grade the men wear ordinary citizens' dress, and that they retain a pride in their appearance is shown from the manner in which they care for their clothes, and in their desire to retain and wear the linen, etc., which they bring to the prison.

The food supplied at the Elmira Reformatory is in quality quite as good as that furnished in the army and navy, and practically there is no limit in quantity. Since the visit to the reformatory a considerable number of paroled men have been examined, and they have all borne testimony to the fact that the table was liberal and as good as could be reasonably expected in a prison. The physical condition of the men shows plainly that they are not underfed.

In the schools, in the work-shop, in the corridors, and everywhere in the prison, one sees carried out a most admirable system of discipline. The orders of keepers and overseers are obeyed with military promptness, and with manifest cheerfulness. There seems to be in all departments an excellent understanding between the prisoners and their authorities.

In passing through the work-shop with the superintendent we noticed the freedom of communication which the prisoners had with him, and the close attention which he paid to their requests and complaints. The latent introduction of the contract system of labor naturally interferes somewhat with Superintendent Brockway's disciplinary plans, as contractor overseers, whose only interest is to obtain a large amount of work from the prisoners, are substituted for the regular reformatory overseers, and there is a plainly felt conflict or friction between the authorities, who have in view the reform of the prisoners, and those who look to large gains for their employers.

It is very plain that the highest usefulness of the prison as a reformatory institution cannot be retained while the contract system is in vogue.

The goods turned out stand high in the market, and bring exceptionally good prices.

We were especially struck with the tact displayed in the management and classification of the reformatory schools. The instruction was apparently thorough, and the classes so graded as to insure a systematic and regular development of the intellectual faculties. It is worthy of note in this connection that in mathematics the prisoners fall far behind their standard in other branches, and the brightest pupils in history, geography, etc., etc., are often the dullest in arithmetic and algebra.

While visiting the institution we questioned the men closely as to the severity of punishment in the reformatory, and found no reasonable complaints. Since returning to New York there have been several opportunities for examining paroled men, and their testimony has been fully in harmony with that heard in the prison.

The following statement is made by a paroled man, who had spent nearly two years in the institution, and covers the ground of all the evidence that we heard in the matter.

"The marking system is as fair as can be; I never knew any man unjustly marked for the sake of prolonging his sentence, or for any other reason. And if a man thought he was unjustly marked by any of the keepers, he had only to appeal to Mr. Brockway, and it would be made right.

I've known Mr. Brockway to let men off their marks ever so many times, when they got them fair enough; he said he wanted to give them another chance.

I've heard of men being paddled, and I've seen one that was paddled. I've seen the paddle, too. It was just a leather strap, about three inches wide, and a quarter of an inch thick, and fastened to a handle like a bit of broomstick. The edges are rounded so they wouldn't cut into the flesh. I don't remember if it had any holes in it. I guess not, though. I had charge of the bath-room, and a little while after one fellow was paddled, I saw him stripped, and there wasn't any marks on him. He made light of it." Said "it only raised a little redness." Draw blood? "No; it did not even raise a blister."

So, on the whole, you think well of the indefinite sentences? "Well, I should say so; I slipped up, and it was the first time. It had been sent to Sing Sing I'd have been there now; and when I came out after five years, God knows what would have become of me. Now, I've worked my way out of Elmira, and I've learnt that it pays to behave myself. Plenty of the boys that's come out of there have turned out well so far, and I mean to, too."

Though the reformatory has not been established a sufficient length of time to reach its highest possibilities of success, the following statement, compiled from the books of the institution, will show that it has attained a high degree of usefulness, and fully justified the expectations of its founders.

STATE REFORMATORY, ELMIRA.

The whole number of inmates for the first five years.....	1,238
Of these there were sentenced under the law of 1877, "the indefinite sentence.".....	947
Of these there were not treated because pardoned by the Governor.....	6
Returned immediately, commitments untenable.....	2
	8
	939
Of the whole number treated, society has protection as follows:	
472 remaining now.	
11 have deceased.	
21 transferred and in durance elsewhere.	
216 paroled men served well and earned their absolute release.	
110 serving well now and in regular communication here.	
4 absolutely released without parole, conduct being established.	
834	
48 One-half of those who had ceased correspondence, estimated as doing well.	
882 or 93%	
Of the whole number paroled.....	442
Performed well and earned their release after six months....	216
Are in corresponding now, and doing well.....	110
One-half of those who had ceased correspondence.....	48
	84 % - 374
Not doing well, one-half of those ceased correspondence.....	48
Returned and now in custody.....	20
	442

The enterprise and efforts of this association are constantly limited and curtailed by its want of income and the necessary funds.

Formerly appropriations were made by the State, and larger amounts were given by the city for disbursement through this eminently charitable though quiet and modest agency.

The change has come about, not because of any failure in the administration, it is thought; nor because the need was less or opportunities fewer, but partly because of some change of policy or senti-

ment at Albany, and partly because of the greater competition and the larger demands of charities, many of a more showy and possibly more attractive kind, which have caused less attention to be paid to the interests defended and protected by this society. The work and organization of the Prison Association are extended throughout the State. It has established branches or local committees in each of the counties of the State, and through their instrumentality aims to secure the inspection of county jails, the improvement of prison administration and the correction of abuses in criminal procedure, and generally to develop an enlightened public sentiment regarding measures for the prevention of crime and the proper treatment of prisoners. The efficient maintenance of this organization in the other counties, however, requires the services of a corresponding secretary of earnestness and ability, who can devote all his time to the duties of the office. Since the retirement of Dr. Elisha Harris, who served for several years without salary, the office has been vacant, as its limited finances have made it impossible for the association to maintain such an officer. From this cause the work of the association outside the county of New York has been seriously crippled.

There is also need of an assistant to the general agent in his work in this city. The right men and the money must be found for both these positions.

The different county committees are, equally with the central committee in New York city, interested in the appointment of a corresponding secretary, and perhaps would agree to contribute their share to his salary. Such an arrangement would greatly vitalize and strengthen the association, and it is hoped will be accomplished at an early day.

With ten times its present income, it would prove its usefulness proportionally.

HEALTH OF PRISONERS.

One of the most striking features in our prison system of labor, confinement and dieting, is the deleterious effect which it often has upon the health of prisoners as they are examined in the various prisons of the State. Prisoners long in confinement have a moist skin, the soft muscles, the blueness of hands, indication of an enfeebled condition of system. The causes of this physical deterioration is traceable to many causes, the chief and more important of which are as follows: The first, and perhaps the most powerful cause, is a poor and innutritious diet. In general, little care is taken to select thoroughly wholesome food. Admitting that a part of the prison system must be, as a diet, destitute of luxuries, it does not follow that the diet must necessarily be innutritious and even indigestible in order to make prison life as disagreeable as possible. The diet may be very plain and simple and yet maintain high health. Again, the diet is often scanty in amount. The breakfast and supper is a mere slop which, even if nutritious, the stomach does not crave. Second, and scarcely less important, is the practice of depriving pris-

oners of direct exposure to the sun. Few prisoners, comparatively, are ever exposed to the sunlight. In consequence of this the skin becomes soft and flabby, the circulation enfeebled, the blood thin and poor and vital energies depressed. If the prisoner is young his constitution may be so impaired that he will never recover his native vigor and power of endurance. It is not necessary to allow the prisoner to leave the prison walls to secure that exposure to the sun essential to health. There may be sunlighted apartments where the prisoner can spend a certain part of his time and yet be in the most absolute confinement. Third, the construction of prisons almost necessarily deprives the prisoner of a proper amount of fresh air. The ordinary cell where he sleeps has no other method of ventilation than the open door, and, in consequence, whatever air enters the cell must do so by the mere diffusion of gases.

The power of the State to inflict punishments for crimes other than murders, should be exercised with due regard to the health of the criminal. It is no part of the penalty that the prisoner shall be deprived of those natural agencies upon which depends good health. Confinement and hard labor may be made conducive to health quite as readily and economically as to sickness. However aggravating the crimes may be, the punishment inflicted cannot be aimed against health. On the contrary, the prisoner has an indefeasible right to be protected against conditions which will necessarily impair his physical well-being, as, for example, against contagious diseases.

Deprivation of the physiological use of the natural elements, as fresh air, sunlight and wholesome water, does not form part of the Penal Code of the State. On the contrary, the State is bound to secure to the prisoner these natural conditions on which health depends.

All of which is respectfully submitted.

Dated New York, April, 20, 1882.

THEODORE W. DWIGHT,
President.
EUGENE SMITH,
Secretary.

FINANCIAL STATEMENT

OF THE TREASURER FOR THE YEAR ENDING DEC. 31, 1881.

RECEIPTS.

From last treasurer	\$625 90	
From individual donations	1,220 00	
From bequest, Lucy H. Eddy	538 33	
From city excise fund	650 00	
		\$3,034 23

PAYMENTS AND LIABILITIES.

Paid old indebtedness	\$1,200 00	
Paid rent	310 00	
Paid sundries	180 13	
Paid in aid of prisoners discharged from Blackwell's Island and city prisons*	627 87	
Paid Stephen Cutter, general agent, account salary for 1881	300 00	
Due Stephen Cutter, general agent, balance salary for 1881	500 00	
		\$3,118 00
Deficiency		\$83 77

An important part of Mr. Cutter's work is :

1. Daily attendance at the city prisons and police courts, special attention being given to young persons charged with crime, with the view of obtaining homes and employment for them when released, and to prevent their becoming habitual criminals.

Number of cases visited at the Tombs and other lock-ups in 1881, 881. Of these there were 426 children under sixteen years examined and advised, and in many cases attended in court.

2. To aid discharged prisoners to obtain employment in the city or elsewhere, and while seeking it, in urgent cases, to provide necessary maintenance, clothes, transportation, etc., out of the funds provided for that purpose by the city and State. Number of applicants so aided in 1881, 557.

The committee does not encourage the expectation of pecuniary aid, and during the past year has kept within the public appropria-

* In addition to this item, Mr. Stephen Cutter, the general agent, reports that he has personally received from the State agent, and expended for the direct relief of prisoners discharged from the State prisons, \$397.72.

tions for that object, applying other contributions to current expenses and to the payment of arrears. But suitable provision for the temporary maintenance of penniless and friendless prisoners, when first discharged and in pursuit of employment, is a duty partly recognized by the State and local authorities; it is a duty that cannot be safely neglected, or with any propriety left to the charity of individuals. The attempt of the Association in previous years to supplement the insufficient allowance of public funds for that purpose has been the occasion of debt, and has correspondingly impaired its efficiency in other directions.

CORNELIUS B. GOLD,
Treasurer.

ANNUAL REPORT OF THE GENERAL AGENT.

The multitude of offenders who naturally claim the assistance of this Association, range in age from seven to sixty years. Their demands, however, are to be determined by the circumstances which have educated them in a vicious life. It is necessary, therefore, that we give consideration to the causes of crime operative in the community. One of the largest sources of mischief is youthful drinking; but of late, one of the most fearful causes is the game pool for drinks, of which we see the sign hung out at so many grog shops.

The general agent would earnestly call the attention of the Association to the subject of the unjust detention of witnesses, while the parties charged with crime are out on bail. These victims of unjust detention frequently lose weeks or months of their time while held to testify for the benefit of the public, with no remuneration.

No adequate idea of the benefits of judicious expenditures on discharged convicts can be given. If only one in ten of those who have received aid are so far reconstructed as to be valuable citizens, the Association should rejoice in the success of this department, but a much larger proportion prove themselves to be worthy recipients of our aid. Small expenditures, together with friendly appeals to the moral nature, have, in many instances, greatly aided and encouraged reform. During the thirty-seven years of the existence of this Association, a very large aggregate of good is abundantly instanced.

The following table gives the number of convicts from the several prisons at this office for each month:

TABLE.

MONTHS.	FROM STATE PRISONS.					FROM PENITENTIARIES AND REFORMATORIES.								FROM DETENTION PRISONS.				
	Sing Sing.	Auburn.	Chatham.	Of other States.		Blackwell's Island Penitentiary.	Kings County Penitentiary.	Albany Penitentiary.	Eric County Penitentiary.	Rochester.	Syracuse.	Clinton Reformatory.	Blackwell's Island Work-house.	City Prison.	Madison Street Jail.	Raymond Street Jail.	Other Jails.	Total.
January	31	3	2	1	23	3	3	6	1	3	1	1	3	5	1	1	62	
February	22	3	1	1	32	2	2	1	4	4	4	4	4	4	1	1	71	
March	15	1	1	1	27	2	2	1	2	9	4	4	4	1	1	1	61	
April	13	2	1	1	30	2	2	1	1	4	4	4	4	1	1	1	62	
May	17	1	1	1	22	3	3	1	1	1	1	1	1	1	1	1	46	
June	16	2	2	2	21	3	3	2	1	1	1	1	1	1	1	1	53	
July	25	3	1	1	23	3	3	3	1	4	3	3	3	4	3	3	72	
August	19	2	4	3	26	2	2	2	1	4	4	4	4	3	3	3	69	
September	35	4	2	1	49	4	4	1	1	1	1	1	1	1	1	1	72	
October	23	1	3	1	27	3	3	2	1	1	1	1	1	1	1	1	70	
November	22	2	2	1	16	2	2	1	1	1	1	1	1	1	1	1	51	
December	20	2	5	1	22	2	2	3	1	1	1	1	1	1	1	1	55	
	248	26	22	11	287	33	23	3	3	19	40	31	1	8	1	8	752	

The following cases, taken from our diary, are respectfully submitted to illustrate the character and methods of the work of the Association :

No. 1. Was a young girl of seventeen years, charged with larceny from the person; had been religiously educated, and was thought well of by her Bible-class teacher. The only reason she could give for taking the earrings from the little girl was that they were pretty, and she thought she would like to have them. They were valued at one dollar and were returned to the owner. This was her first offense. She appeared penitent, and was willing to leave the city for a place in the country. We obtained her discharge, and through Rev. M. Van Meter placed her in a Christian home in one of the western counties of this State, and have heard she is doing well.

No. 2. Is a case of an infirm old lady, charged with burglary. This was a respectable family. The daughters of this old lady were cultivated, though poor, and supported their feeble mother comfortably. In their absence from home the old lady, whose mind was weak, was allured into another apartment by an unprincipled creature, who trumped up this charge out of spite. She was sent to prison. As it was the last of August, and the court had adjourned for the term, it was not easy to get this case attended to promptly. After a day's effort we found the complainant had left and could not be found. The subpoena clerk so reported, and the old lady was discharged.

No. 3. A boy of sixteen years, from Boston; has a father living in Charlestown, Mass. About the tenth of July he left his home and came here to get work. As his money was all gone, he got lodging at a boys' lodging-house in Thirty-fifth street. Not finding anything to do, he concluded to go West, and for that purpose applied to the Children's Aid Society, in Fourth street. There they ascertained he had a father living, and a letter was written to gain his consent. Before the answer arrived the boy's party for the West had departed. The letter finally came, the father giving his consent. The boy must wait for the next departure, but in a few days he is brought into the Tombs charged with petit larceny, and in a sad condition, his clothes so full of vermin that they had to be thrown away. John says he was walking down the Bowery with another boy, who stole a pair of shoes from the front of a store, threw them to him, and he ran with them, but was caught. He frankly admitted his guilt, and was sentenced for ten days to the city prison. This gave the agent an opportunity to put him on his way to the West.

No. 4. Is a stalwart young Irishman of fine personal appearance, found in the Tombs under sentence by the magistrate, of three months and ten dollars fine for being drunk and disorderly. He told the agent he had been in this country only ten months. He left in the old country a mother and sister dependent upon him, and he had a good berth as a deck hand on board a steamer in our harbor, and when he came on shore on the fourth of June was paid off and had fifty dollars in his pocket, intending to send the largest part of it to his mother, but unfortunately drank with his comrade, and had lost all his money. He had not been addicted to drink, therefore presented his case to the magistrate, and found his complainant was the

rum-seller who had sold him the rum that made him drunk, and then had undertaken to turn him into the street. The agent signed the paper recommending his discharge, and he was released, promising, with apparent sincerity, to drink no more.

No. 5. A boy of twelve years, the father in poor health, mother wishes to support the family. This boy is industrious and helps his mother all he can. He had a toy pistol, was playing with it among his comrades; it accidentally went off and hit one of the boys, making a mere scratch on his cheek. The boy was arrested, tried and sentenced to pay a fine of fifty dollars. It was impossible for him to pay his fine, therefore he must remain in prison fifty days. He was a delicate boy, not able to stand an imprisonment of nearly two months in the hot season which was coming on. As the law was mandatory in such cases, we could not get the judges to reduce the fine, but they were willing to remit it. A motion was made, and after a few days the boy was released to go to work for his mother.

No. 6. A young Hebrew of fourteen years was brought to the Tombs accused of stealing a dozen stockings from a stand on the sidewalk. This boy's head was a mass of sores from vermin. All his clothes except his shoes had to be destroyed, and his head shaved and a turban put on to go into court with. He was sent to the House of Refuge, and two other similar cases, on the same day, through our agency, were sent to the House of Refuge.

No. 7. A young man of twenty-two years, respectably connected, arrested for embezzling from his employer. He had been in this situation many years and gave entire satisfaction. His account was discovered overdrawn, and, without much consideration, his employer had him arrested, but soon repented, and in consideration of his faithful service for so many years, desired to withdraw the charge. When the prisoner was called to the bar the court informed him that the complainant desired to withdraw the charge, but he should take the recommendation of the agent of the Prison Association and suspend judgment, so that if he was ever brought up again for crime he could be punished for this also.

No. 8. Was found in the Tombs in great tribulation, and told the following story: He came to this city from Albany June thirtieth, with his wife and baby five weeks old, on the night boat. He left his wife on board, while he went ashore and ascertained that he was disappointed in the place where he expected employment. He sent his wife to a friend, while he started out to look for a furnished room having in his pocket the check for his baggage, which was on board the steamer, promising his wife to come to her before night and take her to the hired room. Meeting with friends who treated, he became intoxicated, was arrested and sent to the city prison for thirty days. He had already been in prison ten days, and had heard nothing from his wife, nor did she know where he was. He had no friend to appeal to. We presented these facts to the committing magistrate, who immediately gave a discharge to the thoughtless father, who promised to let liquor alone for all time.

No. 9. A middle-aged man was found in the Tombs, who had been arrested on Sunday for intoxication and disorderly conduct.

He told us his home was in Trenton, New Jersey, where he had a wife and five children. He was a good mechanic, had been at work in southern New Jersey for several months, and was really on his way home to visit his family; arriving at Jersey City late on Saturday night, he came over to this city. The old story again. He met with friends, soon became intoxicated and was arrested. He had never been arrested before, and by our representation of the case to the justice he was discharged, and went on his way to his family.

No. 10. A bright, intelligent boy of fifteen years, living in the lower part of the city, charged with stealing from his employer. When he was called to the bar in the General Sessions his parents were not present, nor any one who knew anything of him but the officer who arrested him, who was a witness against him, and seemed intent upon sending him to prison. This awakened suspicion sufficient to have the boy remanded, so that the agent could have time to make inquiries. The parents were entirely ignorant of their son's being called to trial, although they had made efforts to find out about it. We became satisfied there was no intention of stealing. The parents also testified that their son had always been a good and obedient child. When he was again brought up, the above facts were laid before the court, and his discharge recommended, which was acceded to.

No. 11. Is a lad of fifteen years, living with his mother in Fifty-fifth street; committed at Fifty-seventh street on charge of petit larceny and sent to the Tombs for trial. James said he was not guilty, and desired to be tried immediately. We could find no papers with the clerk of Special Sessions, and went to Fifty-seventh street court; a search was made for half an hour, but no papers could be found; finally, the complainant turned up and withdrew the charge, and James was released from his confinement after being in prison three weeks. If this boy was innocent, and he probably was, how important that the place of confinement should have all the safeguards possible to preserve manners and morals during this incarceration.

No. 12. As we went into the Tombs this morning our attention was called to a woman in great distress; she told us her husband was locked up for being intoxicated and had been fined ten dollars. She was a stranger here, with four children, and not a cent to help herself with. Her husband said he came from Dublin; landed here four weeks ago; was a dry goods merchant looking for a situation; met some old acquaintances who invited him to drink, and the result was he became intoxicated. He was a clean-looking man, fairly dressed, and said he was ashamed of himself; he would like to sign the pledge and never drink any more, and would leave the city immediately after being released. We stated these facts to the committing magistrate, but could not get his discharge without paying the fine. Almost frantic, the wife approached and said, "Please tell the judge, if he will reduce the fine to five dollars, I can sell my feather bed for five dollars and get my husband out." This moved the judge, who immediately granted a free discharge.

No. 13. A young woman approaching middle age was arrested for stealing a small article called a lady's necktie, worth thirty cents, in one of the large stores where multitudes congregate. She says the article

was hanging to the button of a lady's cloak; she picked it off, and was passing it back to the counter, which was probably the fact, when she was arrested. In Special Sessions, before the court, we thought her word was just as good as the complainant's. We proved good character by one for whom this woman had worked for over a dozen years without a blemish in her life, and was ready to set her to work again. The court, however, found her guilty, but took into consideration the good character proven, and gave her five days in the city prison.

No. 14. A sailor forty-eight years of age and comes from the penitentiary. He was arrested the first week in October last. On board the steamer where he was a sailor, he had quarreled with one of the firemen; was taken in his working clothes to the Tombs and sent to the island for three months. His clothes were on board his ship and he had lost everything. We paid his board at Mr. Dunn's for a few days, put some comfortable clothes upon him and got him a ship; he could not get a ship with the clothes he had. For this he was very grateful.

No. 15. Came from Sing Sing prison, June twenty-fifth; with a little assistance he obtained a situation at Long Branch and worked to the end of the season. He was then out of work so long that he spent all his money and called again for assistance. We obtained employment for him in a family and furnished him means to pay his board until his first week's pay would be due. He is now doing well.

No. 16. This man served sentence of two years at Sing Sing; came out November sixth. He claimed to be a fresco painter, although he worked while in prison in the foundry. We furnished him under-clothing, as that article is not provided by the prison authorities; and also gave him, as he needed, pecuniary aid. A year afterwards we happened to meet him at work at his trade of painting, and did not know him; but he knew the agent and introduced himself. He had been at work honestly since he first came to us, and for several months for his present employer.

No. 17. Is a Hollander, past middle age, well educated, and in personal appearance a fine looking man, even if he did have on an alpaca coat on a cold day in winter. He was clean and neat, had been in this country half a score of years, and for the most of the time managed to get along comfortably, but for the last few months the habit of drinking had grown upon him until he had become so reduced that he committed a crime which sent him to the penitentiary for one month. While there he overheard some of the prisoners speak of the Bible House; one of them said he was helped once there, and thought it was a good place to go to. He related to the agent his experience while on the island. At first he contemplated suicide, to end, as he said, his miserable existence. He began to think of his home, his childhood life with his brothers and sisters, especially the instruction of his Christian mother, until he felt that God was drawing him to himself. He fell upon his knees and cried for mercy until he came into the light and out of the terrible darkness that had surrounded him. Since that time he has been happy and trying to live a different life. He needed the clothes that were in pawn, which we took out for him, and a week or two's board given

him, during which time he obtained a good situation, and is now doing well. We have seen him several times, and believe he is a truly converted man.

No. 18. A man of middle age, well educated, professing to be a dentist, came to this office one rainy day in June with scarcely clothes enough to cover his nakedness. He had served a sentence of five months on the island; had been out only four days, and drunk all the time, until he began to realize that delirium tremens was near at hand, when he sought our friendly post. He said if it were not for the instruction he received when at home with his dear mother, that there was a heaven to be gained, he would have committed suicide. We sent him to Mr. Dunn, who, we were sure, knew how to manage such a case. He nursed him until he was over the delirium tremens, and as soon as he was able to do anything he set him to broom making, and he worked well. At the expense of this Association, he was furnished with a second-hand suit of clothes, and when he came to this office so dressed, he appeared a gentleman. As he left us, he said words could not convey the gratitude he felt for what we had done for him.

No. 19. A man I had become acquainted with by seeing and conversing with him while he was in the Tombs, charged with assault and battery and larceny. After being locked up eighty days, was discharged, and being destitute, came to this office. We assisted him to an amount that he thought would meet his present necessities, and the matter with us was forgotten. Five weeks later he called to thank the agent for assisting him in his destitute condition. He stated that two or three days after he first called here he obtained employment with a good firm at a business he was somewhat familiar with, and he had been steadily at work at two dollars per day, with the promise of soon having his pay increased.

No. 20. This man came from Auburn after serving a sentence of eight years, and it was his third term. He is nearly forty years of age, of fair address, with a good command of language. He appeared anxious to reform and do honest work in the future. We found he had economized the money given him on leaving prison, which is a good sign. We assisted him, and can testify to his earnest efforts to get work. He was handy; could do some good mechanical work, though never taught a regular trade outside the prison. We obtained for him one week's work at painting at fair wages, and loaned him money to pay his board, which he promptly returned at the end of the week when he received his wages. This we have repeated several times, as his work has not been continued, and at times he has needed help, so that we have encouraged him to come to us as his friend. He has not yet betrayed our confidence.

In closing this report we remember with gratitude the help and the many kindnesses and assistance extended to us in the prosecution of our work by the judges and officers connected with the various criminal courts and the prison officials.

Very respectfully submitted.

STEPHEN CUTLER,

General Agent.

EXTRACTS

FROM

REPORTS OF LOCAL COMMITTEES OF THE PRISON ASSOCIATION OF NEW YORK WITH REGARD TO THE CONDITION OF THE COUNTY JAILS.

ALBANY COUNTY.—Rev. Charles Reynolds, Albany, writes: * * Safety, bad; sanitary condition and ventilation, poor. * * Condemned criminals are not separated from the others, but are required to keep quiet. No work for the prisoners. There are one hundred to one hundred and twenty cells six by eight feet. Cost of jail, \$95,000. Cost per prisoner a week, two dollars and seventy-five cents.

CAYUGA COUNTY.—Byron C. Smith, Auburn, writes: Our county jail is a disgrace to the county * * *; not in good condition, having been built in 1833, and is sadly out of repair. Several escapes were made in the past few years. * * * It is a filthy jail. * * * The cells are in the main room, and here criminals of all conditions are mixed together, the boys with the old and hardened, the drunkard and the foolish, all allowed to be together without any restraint or watch, eating and sleeping together; there being only twenty cells, and often thirty persons to occupy them. * * *

The United States grand jury, in November last, adopted a resolution, in which they refer to the prisoners and the jail. They say "the prisoners there confined are as well kept as the condition of the building and the circumstances will permit; that in their opinion the present structure is entirely inadequate and not at all in keeping with the times."

Number of cells, twenty; cost of prisoners to the county per week, three dollars and twenty-five cents. It is not a safe building from fire.

CHEMUNGO COUNTY.—J. Brooks, Norwich, writes: * * * The jail is of stone, twenty-six by forty feet, two stories, not absolutely safe; cost \$6,000; Sanitary condition and ventilation, bad * * * prisoners are together usually in the corridors, under no particular rules.

Isaac S. Newton, of the same county, writes: "Our county jail, Chemungo County, is of stone. Prisoners have very frequently dug out. One room amounts to little more than a cell, and accommodates perhaps a double bed. I think I have known, in years back, the wife of a convicted criminal allowed to be there with the husband before his being carried away, and it is possible that husband and wife both in jail have had this room.

In the two larger rooms the cells are in the room cut off by grated doors. You can see that usually the males are kept in the lower room, and females in the upper. If there be a surplus of prisoners, the two large rooms can be occupied by males, and any females sent to the inner room. The conversation between the upper room and the upper inner room must be comparatively unrestricted. There is, I think, no effort to keep murderers, burglars, and other hardened criminals separate from the intoxicated, the petty thieves or those convicted of lesser crimes, or to keep the indicted from those awaiting indictment, or those serving out short sentences. Lately some arrangement with the Albany County prison has carried certain men thither, but yet the different grades mix freely in the prison. As to sanitary provisions, I know of none. It is simply confinement in such rooms as I have suggested, with stone floors, small windows and sometimes crowded rooms. The restrictions are such as the sheriff sees fit to make. He sometimes takes certain prisoners to the jail yard to do his chores, otherwise it is simply confinement with no provision for work whatever. Seldom do we have over six to eight persons confined at a time, but sometimes double that number.

I think the cost per prisoner is about three dollars and fifty cents per week. The curse of a jail is the same as that outside a jail—*idleness*. Some plan is needed that will not only authorize the sheriff or keeper to set the inmates at work, but will compel this course, when lazy tramps, etc., will not look upon a jail as a sort of godsend.

CATTARAUGUS COUNTY.—Dr. L. Twombly, Little Valley, writes: * * * Sanitary condition first rate. Separation of the sexes maintained rigidly; felons and debtors hold no intercourse. * * * Cost of jail, \$8,000 to \$9,000; cost per year for each prisoner, \$200. * * *

Arthur H. Howe, Little Valley, writes: * * * Sanitary provisions good. * * *

The sheriff thinks it would be better if a regular jailer could be employed to watch the prisoners constantly; as it is now he employs a deputy who has other business outside. When the prisoners are alone they are concocting mischief, the older ones corrupting the younger. * * * The law is not obeyed strictly in keeping the other prisoners separate from those committed for felonies. Prisoners are not required to work, but in the summer do some work for the sheriff in his garden.

CORTLAND COUNTY.—Thomas S. Ranney, Homer, writes: * * * Sanitary condition good. * * * Jail is secure, well ventilated, clean; prisoners are comfortable as the condition of a prisoner deserves. Cost per prisoner, forty-five cents per day.

CHEMUNG COUNTY.—Dr. William C. Wey, of Elmira, writes, giving particulars of jail: The facilities for separate confinement of condemned prisoners are not what they should be, being obliged to confine them in a cell on the corridor where the women sleep. * * * Prisoners

are allowed to be together during the daytime in a court or square formed by the cells on either side and walls at each end. Prisoners are not required to work. The jail cost about \$65,000.

COLUMBIA COUNTY.—A committee composed of Charles W. Gehard, A. B. Scott and Abraham S. Peet, have sent the following, which they received from the sheriff at Hudson, N. Y.: * * * Poorly constructed, easy to break out and requiring close guarding. * * * Sanitary provisions are very poor; no ventilation whatever. Prisoners are allowed the liberty of the jail from 8 A. M. to 7 P. M., and are not asked to work. There are sixteen cells 5 X 9 and two 10 X 14. Cost of jail to the county was \$6,000.

DUTCHESS COUNTY.—H. Loomis, Jr., writes: * * * There have been no changes in the jail since it was built, fifteen or twenty years ago, at a cost of \$11,500. It is heated by steam, is of fair safety and has but little ventilation. No distinction in corridors or cells between convicted prisoners and those awaiting trial. No labor whatever in the jail. A movement should certainly be made before the present Legislature for district work-houses.

DELAWARE COUNTY.—Dr. Ferris Jacobs, Delphi, writes: "Well ventilated, and is or seems to be secure; no escapes. Prisoners are rarely sick. * * * Two prisoners in jail now; they do no work."

GREENE COUNTY.—Mr. Geo. H. Penfield gives the following he obtained from the sheriff: * * * "Dangerous convicts are put in the strong cells, and better attention is now paid to the young and inexperienced than formerly." No one is permitted to see prisoners except when the sheriff is present. Cost of jail, \$1,244.

KINGS COUNTY.—Much information has been had of the prisons in this county during the last year through the public press and in public proceedings. The action of the Association has been limited to an inquiry into a complaint received from Mr. Clayton of the committee of Kings County Prison Association, charging that a yoke had been placed upon the neck of a convict for punishment. Subsequently the chaplain forwarded some charges against the warden and spoke of this yoke. The general agent visited the prison and made the following report:

"Warden Green was appointed to his office first of January last; * * * November fifth, I went over to see him and had a long interview; I soon found there was a bitter feeling against the previous warden, 'Shevelin.'" About the nineteenth of November I cut the following from a newspaper:

"Warden Green, of the penitentiary, reiterates the charges he made against ex-Warden Shevelin, and supplies additional facts going to show that large quantities of supplies were charged and which never were furnished by the contractors. It is not charged that the contractors were in collusion with Warden Shevelin. Green also accuses Shevelin with charging the county for more prisoners than were actually confined in the penitentiary."

The way Warden Green proves this last charge is by taking the names of the six-months men, commencing with January 1, 1880:

In January there were received 12; February, 11; March, 12; April, 6; May, 16; June, 13; total, 70 six-months men.

Whereas, July first he finds they were receiving board for 146, or they returned that number.

The warden showed me the yoke. It is a rude made thing, the collar around the neck about five-eighth round iron, with a joint on the back of the neck, and a place to padlock it in front, and three prongs or one-half inch round iron, fifteen inches long running up, spreading a little like a deer's antlers. The warden says, as soon as he was told it was against the law he took it off. The man on whom it was placed was a bad man; he was afraid he would kill somebody.

On the walls of the visitor's room are hanging four rawhides, looking as though they had done service. On these the large end where you grasp them is three-fourths to seven-eighths of an inch in diameter, two feet eight inches long now, but has been worn off at the small end to where it is about one-fourth inch diameter.

There are also two horrible looking instruments of punishment which might be called paddles, or to be used as such. They look like pieces of a leather trace from a harness, say two inches wide, twenty-seven inches long, three-eighths to one-half inch thick, which three thickness of leather are put together with small rivets; a few strokes from this would nearly kill a man.

On April 26, 1882, the following item appeared in the daily newspapers:

The Raymond street jail was again presented by the Kings County Court of Sessions grand jury yesterday. The jurors pronounced the jail unfit for habitation, even by the most degraded of human beings, and called upon the Board of Supervisors to remedy the evils, lest by their continuance the public health be endangered.

LIVINGSTON COUNTY.—W. E. Lauderdale, of Genesee, writes: "Our jail was built about sixty years ago of hewn logs. The windows are small, and ventilation not well provided for. Some of the timbers are decayed with dry rot. Prisoners are not as secure as they ought to be. * * * The attention of the supervisors has been frequently called to the importance of building a new jail, both on account of safety in keeping prisoners, as well as for sanitary reasons, but for economic considerations, or a desire on the part of a portion of the board to have the buildings removed to some other town in the county, all efforts to reconstruct or rebuild have been defeated. The annual expenses and cost of the jail to the county is about \$3,000."

MONROE COUNTY.—Theodore Bacon writes, inclosing the presentment of the grand jury regarding the condition of the jail, which is hereto annexed. Mr. B. says that a batch of twenty-five prisoners got away at one time. The jury having been asked by the court if they had any further business to report, presented the following concerning the Monroe county jail:

First.—The jail is an unsafe place in which to keep prisoners in

custody, who may be experts at jail breaking, the jail being old and dilapidated.

Second.—It is not large enough to enable the sheriff to separate the inmates according to age and the crimes charged, the younger ones thereby becoming contaminated by association with the more hardened criminals.

Third.—It is possible to furnish proper quarters for persons held as witnesses, and others who may be held for medical treatment.

Fourth.—There is no ventilation except what may be got from a few small and misplaced windows. The stoves used for boiling water to be used for the prisoners to wash their clothes, discharges its smoke in the cell-room where most of the prisoners are kept day and night. The closet is a disgrace, and we consider the late committee on court-house and jail to be responsible for it. The jail yard is partly flooded and quite a stream passes through the walls.

Fifth.—In case of fire it would be almost impossible to save the lives of the inmates. There is but one means of escape from the upper portions of the jail, and through a long, narrow and crooked hallway leading to an almost perpendicular neck-neck stairway about three feet wide. Should a fire occur anywhere in this part of the building and fill the hallway with smoke, rescue would be impossible; all would perish, and Monroe county would be held justly responsible for every life lost. Such a contingency may at any time occur. It is a very common device of criminals to set the jail on fire, hoping to make their escape in the confusion that ensues. The jail is a complex man-trap, and we call the attention of the fire marshal to it. The jail is lighted up with lamps, which should not be used in consequence of the danger therefrom. The jail and its surroundings seem to have been built for special convenience. Great credit is due to the former sheriff for permitting so few to escape when the barriers were so flimsy. We call upon the public press of this county to state these facts, and ask its powerful influence to create a healthy public opinion in regard to this jail. We call upon the Board of Supervisors to take some steps to build a jail that will be adequate to the necessities of the county, and will not be an offense to the intelligence of one of the foremost counties in this State, in every department of progress. A jail must be built in the near future, and we deem it a mistaken economy to postpone its erection until some of the dangers spoken of bear fruit, etc.

MONTGOMERY COUNTY.—W. N. Johnston, of Fonda, writes: * * * Jail tolerably safe. * * * Sanitary provisions are fair. * * * Prisoners condemned and under sentence are allowed to be in company with other inmates. In capital cases the condemned are confined in separate cells. * * * The jail was built in 1838, and cost for repairs \$300 last year.

NEW YORK COUNTY.—No detailed report is presented of the prisoners in New York. Their description, merits and demerits are sufficiently well known, and not infrequently have had public attention. The great necessity for the larger prisons is work for the inmates,

and a provision by law for the employment of prisoners in work for the city or county outside of the work-house limits.

Thus, for instance, the islands belonging to the city are to be protected by sea-walls, and the prisoners might well and profitably be used in such work. This was found impossible at North Brother's island, because of the restrictions of the present laws.

Ludlow street jail has been insufficiently provided for, and a committee of this Association called the attention of the authorities to the lack of proper heating apparatus, which caused some suffering during the very cold weather. Temporary arrangements were promptly made by the use of stoves to remedy this evil, but a considerable expenditure will be necessary at this jail to put it in a suitable condition for its use. The Tomb's prison is unsatisfactory in many respects, and its sanitary condition is not very good.

OTSEGO COUNTY.—Wilson T. Bassett writes from Cooperstown: "The cells and corridors have good ventilation; are safe as regards fire and perfectly secure against the escape of prisoners. The building stands on elevated ground with healthy surroundings, and the sanitary condition is excellent. The condemned criminals are kept entirely separate from the prisoners. Prisoners are together during the day in the corridors, at night they are in cells and separated. There is no regular work, but occasionally work on the grounds. Jail and house cost \$25,000. Annual expenses of jail, \$1,200."

PUTNAM COUNTY.—Wm. S. Clapp, James D. Little and Jas. R. Weeks, the local committee at Carmel, writes as follows: Sanitary condition of the jail is said by the keeper to be about the worst. * * * The old sewer is choked up, and in warm weather the only way to render the apartments habitable, is by throwing a quantity of lime into the vault. There is no ventilation except by the chimney flue and the grated door. * * * Condemned criminals are not kept separate. * * * The prisoners, so long as they behave themselves and do not become quarrelsome or defiant in any way, are allowed to be together in the corridor during the day, but are all locked in their cells at night. The prisoners are boarded for three dollars each per week, but the supplies of fuel, lights, etc., are bought in quantities, and are not included in this estimate. At present (January, 1882) there is only one prisoner in jail.

RICHMOND COUNTY.—Dr. Isaac L. Millsbaugh writes of the Richmond County Jail as follows: The Richmond County Jail is 66x36 feet and about twenty-five feet in height. Constructed of brick and cement, roofed with tin; safe with a reasonable amount of watching. There are four cells designed for the detention of witnesses. The arrangement of cells is in a double tier on either side, running longitudinally through the centre of the building, of uniform size and construction, with two doors to each, viz., an outer heavy iron plate and an inner barred door, separated from each other by brick walls and floored and roofed with flags. Around this double tier of cells runs a corridor seven feet in width on three sides. The upper tier of

cells has a landing three feet wide, made of iron, and is reached by iron stairs. At the extreme rear of this block of cells are two apartments, used for the combined purpose of bath-room, water closet and water supply, and I should call it the perfection of discomfort for either of the above named uses; always wet, cold, and often filthy. The general sanitary condition is fair, although, like most prisons, the amount of air and sunlight is less than would be required for perfect healthfulness.

Second.—The sexes are kept strictly separate. The female prison consists of ten cells, separated from the remaining ten on the west side of the jail by a twelve inch brick wall from floor to roof, through which leads a doorway with an outer and inner plate iron door. This apartment can only be reached by passing through men's quarters, a very bad arrangement, in my opinion.

Third.—Condemned criminals are not usually kept apart from the other prisoners; on the contrary, intercourse is promiscuous, the only limit being that prisoners are sometimes locked in their cells for unruly conduct. Condemned prisoners are sometimes locked in their cells with the graded doors, but full opportunity for conversation with others allowed.

Fourth.—Prisoners of all grades are generally allowed to be together in the corridors surrounding the cells. Occasionally some particularly dangerous or desperate prisoner is kept closely locked or guarded, or a prisoner will be locked up for a few days as a punishment for unruly conduct.

Fifth.—At present no work is furnished the prisoners. Occasionally the sheriff allows some criminal of petty grade to assist in outside work. The experiment of breaking stone was tried a year or two ago with unsatisfactory results; the broken stone not being worth enough to pay the overseer's wages.

Sixth.—The sheriff is the principal keeper, but he has always a deputy on hand. During his absence there are usually two of these assistants alternately on hand.

Seventh.—The cells, five by eight feet; lower series, eight feet high; upper series seven feet high. They number thirty for males and ten for females, with the four witness cells spoken of above.

Eighth.—The jail cost \$17,500. The cost of board per prisoner, during the past year, was four dollars and fifty cents per week. The sheriff's bill for prisoners' board amounts to five thousand four hundred and eighteen dollars (\$5,418). This item just learned this day, January twelfth.

Ninth.—Some improvements in the structure of the county jail will soon be imperatively demanded, as the accommodation will be insufficient for the ever increasing numbers. The principal improvements that suggest themselves to me are those having reference to the separation of prisoners of different grades, such as those first under arrest and possibly innocent, from those under sentence for crime. It seems to me also a great evil that young boys should be thrown, as they now are, into the society of the most hardened and inveterate offenders. It is also a great hardship, that some-

times occurs, that men of respectable character and of good record as law-abiding citizens should be compelled, by the present arrangement of the jail, to spend the period of unavoidable incarceration in the society of the vile offenders that constitute the majority of the jail population. It seems to me also a bad arrangement of the female quarters; they are huddled in a very small corner of the jail, inaccessible except by passing through the corridors, often crowded by male prisoners. Furthermore, should any good Samaritan of their own sex desire to visit them for charitable or other purposes, they would find it extremely disagreeable to do so through the gauntlet of gaping males. I think, also, that in the case of many prisoners, more liberty might be granted than is possible under the present arrangement. This might be secured by the construction of a yard of considerable size around the jail, or at one side or end, surrounded by a high wall. Here as a sanitary measure such of the prisoners as could be trusted, or perhaps all by turns and under guard, might be allowed to take necessary air and exercise when the weather would permit. More comfortable lavatory conveniences might also be provided with good effect, both to the physical and moral health of the prisoners.

I do not think the former experiment of providing certain prisoners with work, ought to entirely discourage the authorities from trying to do something in that line, but it must be under different conditions. It ought not to be a source of profit to mercenary officeholders or mercenary officials. I am not prepared to recommend any specific plan for the purpose, but possibly during the summer certain prisoners might be allowed to assist at farming, road making or at some mechanical industry.

ROCKLAND COUNTY.—Dr. Wm. Govan, of Stony Point, writes: * * * Sanitary condition of jail as bad as it can well be; sewers defective so as to throw sewer gas into the cells; at times the stench is horrible. * * * Condemned prisoners are kept in cells on the same hall as other prisoners, and can hold conversation with other prisoners. * * * The whole thing ought to be torn down. * * * I understand that the county paid this year four dollars and fifty cents per week for the persons confined in jail for board, which taxes us pretty heavily.

SENECA COUNTY.—Sanitary conditions are good. * * * The prisoners under sentence, or criminals, are kept separate from the other prisoners.

SCHUYLER COUNTY.—Dr. M. L. Bennett writes from Watkins: * * * Good Sanitary conditions. * * * I don't think condemned criminals are separated from others. * * * Persons are allowed together unless too disorderly. * * * There is no work Jail cost about \$5,000.

TOMPKINS COUNTY.—Professor L. H. Potter, of Ithaca, writes: Sanitary condition fairly good. * * * Condemned prisoners are sometimes necessarily allowed to associate with others who are

waiting trial. All the prisoners came near making an escape recently; three of them made their escape by digging with a stick when the plaster is soft. The supervisors propose to line this place with boiler iron. There is no work for prisoners. Mr. Smith, the sheriff, informs me that he has been trying for three years to have the supervisors to give some work to the prisoners. The jail is of very bad construction in all respects. Prisoners have cost the county \$150 each per year for the last three years.

ULSTER COUNTY.—Mr. A. W. Reynolds, of Kingston, says: There is a dungeon for refractories, but its use is chiefly as a threat to those who will not behave. Sanitary conditions as good as can be expected where there is no public water. * * * There is no special restriction on the intercourse of prisoners of the same sex. Prisoners are generally allowed to be together during the day-time in the corridors, under condition of behaving themselves with reasonable propriety, and having no noticeable disorder among them. The "crying need is work;" there is no work. The board of the prisoners is three dollars and fifty cents to four dollars per week.

WARREN COUNTY.—A letter was addressed to the sheriff of Warren county by this Association October 22, 1881, relative to certain abuses in the jail, of which complaint had been made, and about the same time the subject was discussed in the county newspapers. The following letters speak for themselves; they were written at the time that Willetts, under capital sentence for murder, was confined there.

"CROSEYSIDE," LAKE GEORGE, Nov. 18, 1881.

S. CUTTER, Esq.:

DEAR SIR,—In accordance with your request I have, in company with other members of your local committee of this county, visited the jail of Warren county, and have made suggestions to our board of supervisors regarding some changes in the prison cells. We find quite a number of accused persons occupying the south corridor in the daytime, having free communication with a convict condemned to execution two weeks from to-day. Upon inquiry of the sheriff, we found a female usually carried food into the corridor to the accused prisoners and to the condemned man. In the same way almost anything could be passed in to any of the confined persons. The sheriff says he can do no better in the present arrangements. What the supervisors will do in the matter I can't say, but I presume they will institute some immediate improvement.

Yours very truly,

(Signed) F. G. CROSBY.

LAKE GEORGE, N. Y., Nov. 10, 1881.

THEODORE W. DWIGHT, *President of the Prison Association:*

Yours of October twenty-second came to hand. Our jail is badly constructed to keep a prisoner under sentence of death from hearing other prisoners' remarks.

All the prisoners we have will be sent to States prison or discharged the fore part of next week, and we will be prepared for any others that may come.

Willet's lawyers say they are sure to get a stay of proceedings in his case, and it may be put off for some time yet.

Respectfully yours,

(Signed) RICHARD P. SMITH,
Sheriff of Warren County.

LAKE GEORGE, N. Y., Nov. 9, 1881.

S. CUTTER, Esq.:

DEAR SIR,—I have had a talk with the sheriff, and he says he cannot do any better than he is doing with the prisoners, for the north side of the jail is not strong enough to keep them; should he put the other prisoners in there they would not have any difficulty in breaking out.

Yours truly,

(Signed) W. R. ADAMSON.

WASHINGTON COUNTY.—A. S. Morris, of Salem, writes: The sheriff depends upon male and female inmates of the jail who won't run away to do most of the cooking and other work of the prisoners, and there is every opportunity to equal intercourse between them. Condemned prisoners of all grades mix and mingle with other prisoners of all ages, and those detained as witnesses are in the same hall with the convicts during the day. There is no separation of the young confined for some petty misconduct from the hardened criminals, ex-convicts from the State prison, the professional pater, the lascivious rake and seducer, the house thief, the gambler, etc., etc., and the jail is undoubtedly a very successful school of crime. The jail and court-house cost about \$30,000. Prisoners cost the county \$200 a year each.

WYOMING COUNTY.—Rev. Dr. Jos. E. Nassau writes: The safety and sanitary condition of the jail is good. * * * Criminals on conviction are taken either to Buffalo or Auburn. While in this jail they have intercourse and conversation at all times. The jail is about forty years old, and built of heavy timber, and cost about \$5,000. Prisoners cost the county \$200 per year each, but the average number of inmates is not more than five, though occasionally full, and generally for short terms.

COUNTY JAILS OF THE STATE OF NEW YORK IN THE YEAR 1879.
The more complete returns from County Jails published in the report of 1880, are added here for the purpose of comparison.

OF THE JAIL KEYS.

COUNTIES.

COUNTIES.	Are the convicted kept wholly separated from the unconvicted?	Are the sexes separated completely?	Are children kept separate from adults?	Is the hard-labor sentence carried out?
Albany.....	No.	Possible.	Imperfectly.	No.
Allegany.....	No.	Yes.	Imperfectly.	No.
Crowns.....	They can be	No.	No.	No.
Cayuga.....	No perfectly.	Yes.	Yes.	No.
Charlton.....	Impracticable.	Imperfectly.	Imperfectly.	No.
Chemung.....	No.	Imperfectly.	No.	No.
Clemson.....	Impracticable.	Yes.	Yes.	No.
Columbia.....	No.	Imperfectly.	No.	No.
Cortland.....	Yes.	Imperfectly.	Yes.	No.
Delaware.....	No, but they can	Imperfectly.	Yes.	No.
Dutchess.....	Imperfectly.	Nominally.	No perfectly.	No.
Essex.....	Completely	Yes.	Yes.	No.
Franklin.....	Impracticable.	Yes.	No.	No.
Fulton.....	Yes.	Imperfectly.	Imperfectly.	No.
Genesee.....	No.	Imperfectly.	Imperfectly.	No.
Hamilton.....	No prisoners this year.	Imperfectly.	Imperfectly.	No.
Herkimer.....	No perfectly.	Imperfectly.	Imperfectly.	No.
Hudson.....	No.	Imperfectly.	Imperfectly.	No.
Kings.....	No.	Imperfectly.	Imperfectly.	Slightly.
Lewis.....	No.	No perfectly.	No.	No.
Livingston.....	Yes.	No.	No.	No.
Madison.....	Yes, when not crowded.	Imperfectly.	Imperfectly.	No.
Maries.....	Especially in detention jail.	Imperfectly.	Yes.	Exclusively a detention jail.
Montgomery.....	Impracticably.	Imperfectly.	No.	Slightly.

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Niagara.....	Yes, when not crowded.	Yes.	Yes; if sheriff allows.	No.
Oneida.....	Impracticable.	Yes.	No.	No.
Ontario.....	No; overcrowded in penitentiary.	No.	No.	Yes; work in penitentiary.
Orangetown.....	Impracticable.	Imperfectly.	No.	No.
Orleans.....	Yes.	Imperfectly.	No.	No.
Oswego.....	No.	Imperfectly.	Imperfectly.	Slightly.
Otsego.....	Imperfectly.	Yes.	Imperfectly.	No.
Putnam.....	Impracticable.	No.	No.	No.
Queens.....	Impracticable.	Imperfectly.	Imperfectly.	No.
Rensselaer.....	Impracticable.	Imperfectly.	No.	No.
Richmond.....	No; but can partly	Perfect.	No.	Yes; fitfully.
Schoharie.....	No; but can be.	Imperfectly.	No.	Slightly.
Saratoga.....	Yes.	Imperfectly.	No.	No.
Schenectady.....	Yes.	Yes.	Yes.	No.
Schoharie.....	No; impracticable.	Imperfectly.	No.	No.
Schoharie.....	No.	Perfect.	No.	No.
Schoharie.....	No.	Yes.	Possible.	No.
Schoharie.....	No.	Yes.	No.	No.
Staten Island.....	No.	Imperfectly.	No.	No.
Staten Island.....	No.	Imperfectly.	No.	No.
Staten Island.....	Partially possible.	Imperfectly.	No.	No.
Sullivan.....	Yes; imperfectly.	Imperfectly.	No.	No.
Tioga.....	Yes.	Imperfectly.	No.	No.
Tioga.....	Yes.	Imperfectly.	No.	No.
Ulster.....	Yes.	Yes.	Imperfectly.	No.
Warren.....	Imperfectly.	Yes.	Imperfectly.	No.
Washington.....	No.	Yes.	Practicable.	No.
Wayne.....	Imperfectly.	Imperfectly.	No.	No.
Westchester.....	No.	Nominally.	No.	No.
Westchester.....	Yes.	Imperfectly.	No.	Slightly.
Westchester.....	Possible.	Imperfectly.	No.	No.