

STATE OF NEW YORK

THE NINETY-THIRD ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1937



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PREFACE

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

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

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

IN MEMORIAM

FREDERIC POTTS MOORE

Be it Resolved, That the Executive Committee of The Prison Association of New York records its sorrow and regret at the passing of Frederic Potts Moore, one of its members since 1926. His affiliations reflected his efforts to aid not only the deserving prisoner, but also the poor and helpless, the sick and the blind.

* * *

MORGAN J. O'BRIEN

Be it Resolved, That the Executive Committee of The Prison Association of New York records its profound sorrow at the death of Morgan J. O'Brien, one of its Vice-Presidents, in his eighty-fifth year. His wide range of experience, as a lawyer, a distinguished jurist, and a public spirited citizen, made him an invaluable aid to the Association. He had a keen desire for public welfare and protection, and while he considered this foremost, he encouraged and counseled wisely in efforts toward a more intelligent treatment of the crime problem and of the lawbreaker. We shall miss his keen intellect, striking appearance, kindly manner, and readiness for service.

[4]

THE PRISON ASSOCIATION OF NEW YORK

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

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

* The managing body of the prison.

[5]

CONTENTS

	PAGE
Preface	3
In Memoriam: Frederic Potts Moore; Morgan J. O'Brien	4
Origin and Purposes of the Association	5
Officers for 1937	9
Standing Committees for 1937	10
Letter of Transmittal	11
We Believe	12
Recommendations to the Legislature	13
Twelve Years of Progress	24
We Carry On	31
New City Prison	31
Publicity re: Executions	32
Riker's Island (see also Page 59)	33
Tramp and Vagrant Colony	33
Sing Sing Cells	34
Extending Civil Service to Assistant District Attorneys and Other Employees	34
State Prison Industries	35
Classification of Prisoners	36
Commission on Education in Institutions	37
Pardoning Power of the Governor	38
Walkhill State Prison	38
Prisoner Reimbursement for Care and Maintenance	40
Proposed Legislation for Federal Aid	40
Federal Relief Bill	41
Illinois Parole Bill	42
Centralization of the Magistrates' Courts in Manhattan	42
Penal Progress in Argentina	43
Raymond Street Jail	43
Guard School, Walkhill	44
Commission to Investigate the Penal System of Canada	44
American Prison Association Congress	45
Civilian Conservation Corps	46
Children's Court Jurisdiction and Juvenile Delinquency Commission ..	47
Parole—New York State Institutions	48
Re-election of Sheriffs	48
Support of Bond Issue	49
Out of State Consultation Service	49
Foreign Contacts and Visitors	49
Tombs Interviews (see also Page 64)	50
Employment and Relief Bureau	53
Family Service Bureau	56

	PAGE
Department of Correction, City of New York	59
Penitentiary of the City of New York (see also Page 33)	59
New York City Reformatory	60
City Prison, Brooklyn	61
City Prison, Queens	61
Fifth District Prison, Harlem	62
Hart's Island Reformatory Prison	62
House of Detention for Women	63
City Prison, Manhattan (see also Page 50)	64
Budgetary Appropriations	65
Legislation	68
Bills Approved by the Association	68
Bills Opposed by the Association	72
Correctional Education Here and There (Appendix A)	73
Federal Aid Bill (Appendix B)	108
Central Guard School. Address by Hon. Herbert H. Lehman (Appendix C)	110
Parole. Address by Hon. Herbert H. Lehman (Appendix D)	112
Constitution and By-Laws	121
Auditor's Statement	128

[8]

THE PRISON ASSOCIATION OF NEW YORK

OFFICERS FOR 1937

President *Recording Secretary* *Treasurer*
 EDWIN O. HOLTER HAROLD K. HOCHSCHILD C. C. AUCHINCLOSS

Corresponding and General Secretary
 E. R. CASS

Vice-Presidents
 GEORGE W. KIRCHWEY MORGAN J. O'BRIEN*

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 MRS. H. HOBART PORTER
 DEAN SAGE
 HENRY C. TAYLOR

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 WILLIAM A. M. BURDEN
 RICHARD M. HURD
 RICHARD C. PATTERSON, JR.
 JOHN M. SCHIFF

ROBERTS J. WRIGHT, *Assistant Secretary*

* Died June, 1937.

Class of 1939
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 CHARLES SUYDAM CUTTING
 DAVID DOWS
 HENRY G. GRAY
 HERBERT L. PRATT
 CORNELIUS W. WICKERSHAM

Class of 1940
 IRA BARROWS
 GEORGE BLUMENTHAL
 JOSEPH E. DAVIS
 JOSEPH R. SWAN

[9]

STANDING COMMITTEES FOR 1937

COMMITTEE ON LAW

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COMMITTEE ON FINANCE

AUCHINCLOSS, SAGE, BLUMENTHAL, PRATT, SWAN, BURDEN

COMMITTEE ON DETENTIONS

BARROWS, BLUMENTHAL, HADDEN, SWAN, BANCROFT

COMMITTEE ON NOMINATIONS

AUCHINCLOSS, BLUMENTHAL, SAGE

COMMITTEE ON PROBATION AND PAROLE

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

COMMITTEE ON PRISON ADMINISTRATION

HOCHSCHILD, DOWS, SAGE, SCHIFF, DAVIS, BABCOCK

[10]

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

January 31, 1938

HON. M. WILLIAM BRAY,

Lieutenant-Governor of New York:

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

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK

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

[11]

We Believe

That if society is to be permanently protected reformatories and prisons must do more than keep offenders under lock and key. Since most of those who go to prison are some day to be free again, the following objectives through prison education should be the basis of an intelligent prison program and administration:

The objective of prison education in its broadest sense should be the socialization of the inmates through varied impressional and expressional activities, with emphasis on individual inmate needs. The objective of this program shall be the return of these inmates to society with a more wholesome attitude toward living, with a desire to conduct themselves as good citizens and with the skill and knowledge which will give them a reasonable chance to maintain themselves and their dependents through honest labor. To this end each prisoner shall be given a program of education which, on the basis of available data, seems most likely to further the process of socialization and rehabilitation. The time daily devoted to such education, shall be such as is required for meeting the above objectives. The director of education, subject to the direction of the commissioner of correction and after consultation by such commissioner with the state commissioner of education, shall develop the curricula and the education programs that are required to meet the special needs of each prison and reformatory in the department. The state commissioner of education, in co-operation with the commissioner of correction and the director of education, shall set up the educational requirements for the certification of teachers in all such prisons and reformatories. Such educational requirements shall be sufficiently broad and comprehensive to include training in penology, sociology, psychology, philosophy, in the special subjects to be taught, and in any other professional courses as may be deemed necessary by the responsible officers. No certificates for teaching service in the state institutions shall be issued unless a minimum of four years of training beyond the high school has been secured, or an acceptable equivalent. Existing requirements for the certification of teachers in the institutions shall continue in force until changed pursuant to the provisions of this section.*

* Article 6, Section 136, Correction Law, State of New York, as amended July, 1955.

RECOMMENDATIONS TO THE LEGISLATURE

In the following there is some repetition of the recommendations of previous reports. This is necessary, as is true in other fields of social welfare, because of the slowness with which proposals in the interest of progress are received or acted upon, due to difficult situations in the law, changing administrations, or the lack of funds. However, we repeat recommendations because we feel that they point in the right direction and represent objectives, the fulfillment of which should be continually sought, in order to make for a better administration of criminal justice, a more intelligent treatment of the prisoner, and increased public welfare and protection.

I. CRIME PREVENTION BUREAU

Legislation should be enacted to establish a Bureau of Crime Prevention in the Executive Department, as recommended in Governor Lehman's special message (January, 1936) on the improvement of criminal law enforcement. The old adage, "an ounce of prevention is worth a pound of cure," still holds. The Governor states, "This bureau should: (a) Stimulate State departments to develop their facilities and methods to control the factors entering into delinquency and crime. (b) Visit, study and evaluate conditions in communities throughout the State and advise local agencies as to the organization and development of needed programs. (c) Collate, interpret, and publicize statistics and reports relating to the problem of juvenile delinquency and crime. (d) As need arises, prepare and sponsor legislation bearing upon the many specific problems incident to crime prevention."

This Association, although heartily in accord with the idea of a Crime Prevention Bureau and its functions as outlined by the Governor, desires to emphasize that one of the important functions of this bureau should be the development of a plan of crime prevention, setting forth not only the objectives but the technique of operation, to serve as a guide in the various communities. There is also need for an evaluation of the work that is being done by various crime prevention organizations. While the phrase, "crime prevention among our young people," is popular, it is true that there is a variety of opinion as to the various methods of approach and technique generally, with the result that the different agencies are proceeding without the necessary co-ordination of effort. In other words, there seem to be too many separate undertakings which well might be combined in the interest of economy and team-work administration.

II. NEW PRISON CONSTRUCTION

Overcrowding continued during the year in the institutions of the State Department of Correction, which added considerably to

the usual problems of maintenance, housing, feeding, classification, and idleness. Contributing factors were economic conditions, the more vigorous and certain prosecution of crime, the more rigid application of the theory of parole, and the extension of the indeterminate sentence to other than first and fourth offenders. It does not appear that the congestion in these institutions will be satisfactorily offset with the completion of the new cellblock at Attica Prison.

The question then arises as to how much additional housing is necessary, and of what character it shall be. Therefore, we urge that the whole situation be carefully considered before the State undertakes to build another large prison which undoubtedly will be costly to construct as well as to maintain. In this connection, there should be considered for the future the possibility of a more extended use of probation; the effect of increased community crime prevention activities; a change for the better in the economic situation, offering a greater opportunity for employment and thereby enabling the Division of Parole to permit the release of more inmates; all of which will have an effect on the prison population.

III. CLASSIFICATION OF PRISONERS

The formulation and statement of a Department of Correction classification program is needed. To tie in with this for practical operation, there should be appointed a director of classification, to co-ordinate, under the direction and stimulus of the Commissioner of Correction, the functioning of the classification program and personnel. It is true that there are a number of institutions intended to house special types of offenders. Progress has been made in ferreting out the insane and potentially insane, as well as feeble-minded inmates. Yet the greater number of the reformatory and prison population represents within each institution a heterogeneous mass, comprising first, second, third, and fourth offenders, young and old, of varied backgrounds and attitudes. Notation is frequently made by the various psychiatric units in the Department of the psychopathic condition of inmates with recommendations as to their treatment, particularly with respect to housing, but a serious weakness of the procedure is that these units do not function much beyond the point of *diagnosing* and *labeling* prisoners. This must be changed if there is to be an improvement over the present system of classification and distribution of inmates. Progress in classification and distribution of prisoners is noted in the U. S. Prison System, the State of New Jersey, the English Prison System, and the plan promulgated for the State of Illinois.

IV. OLD SING SING CELLS

The slogan in 1916, "Sing Sing Must Go," should be made, so far as the remaining old cells are concerned, a reality. These cells,

built in 1825, have been publicly condemned for decades, and were doomed by the Legislature when, in 1916, bills were passed for the rebuilding of Sing Sing Prison. The Prison Association of New York was conspicuous in the final campaign for a new prison, and therefore deploras the fact that there are more than eight hundred of the old cells still available, and that at times it has been necessary to use most of them. The use of the old cells is not to the liking of the State Department of Correction, but the Department has been handicapped because of the large prison population. At the first opportunity, what remains of these old cellblocks should be demolished, and we again urge the Legislature to determine a date after which their use will be prohibited.

V. COMMITMENTS TO ELMIRA REFORMATORY

Attention should be given to the laws relating to commitment to the Elmira Reformatory. That institution was brought into existence largely through the efforts of the Prison Association of New York. The original thought was that it should be available for the special care and treatment, through training and education, of those young offenders who gave reasonable promise of reformation and should be spared the evils often identified with state prison life. It was intended for first offenders, beginners in crime, but through the years there has been a marked departure from the basic thought, with the result that Elmira has been receiving inmates the greater number of whom are not beginners in crime, or are otherwise unsuitable for the program of the institution. The purpose of the institution can be served better if more of the type intended, in harmony with the original thought and law, are committed to it. Some of these can be found in the State prisons. *It is therefore urged that serious consideration be given to the proposal that commitments to Elmira directly from the courts be discontinued, that such commitments be made to the Department of Correction, and that following a careful study by a qualified classification personnel, the decision be made as to whether the offender is a suitable type for the treatment which the Elmira Reformatory has to offer.*

VI. COMMITMENTS TO NEW YORK STATE VOCATIONAL INSTITUTION

The age limits for commitments to this institution are 16 to 18 years, indicating that it was the intent that the benefits of the program of the institution be available for young offenders. Yet what is true of commitments to Elmira is also true of those to this institution. The average age at Elmira on July 1, 1936, was approximately 19 years, and that at the New York State Vocational Institution, 18 years. On the same date the Elmira records disclosed that 69 per cent had one or more previous arrests, and at the New York State Vocational Institution the records revealed that 80 per cent had one or more previous arrests. The Elmira records show

that 37.6 per cent had been inmates in other institutions previous to their commitments. Those at the New York State Vocational Institution show 38.8 per cent having had previous institution experience.

Since April 1, 1935, until January 31, 1938 (a period of 34 months), there was received at the New York State Vocational Institution a total of 1,324 new commitments. Of this number there were 158 transferred to the institution for male defective delinquents at Napanoch; 15 were transferred to hospitals for the insane; 23 were found to be definitely feeble-minded and were returned to the courts because they were committed as wayward minors, etc., and could not be transferred to Napanoch; and 19 were transferred to Elmira or State prisons. It is stated that on January 31, 1938, there were approximately 60 inmates in the institution who had been declared mentally defective and should be transferred to the institution at Napanoch, but could not because of the crowded conditions there.

All of the above suggests that there needs to be a change in the system of commitments to both the New York State Vocational Institution at West Coxsackie and the New York State Reformatory at Elmira, to insure a selection of persons who are more likely to be amenable to and benefit by the program of training and education existing in both institutions. One suggestion is that all commitments to this institution (as recommended also for Elmira) be made to the State Department of Correction, rather than an individual institution, and thereby allow the central office of the Department to make, in the first instance, a more careful placement of the offender.

VII. CONFLICT OF SENTENCES

There is need for a change in the condition which arises when an inmate is transferred from a State prison to the Elmira Reformatory. The reformatory sentence is brief as compared with the sentence usually being served by an inmate who is transferred from a State prison. A marked difference in sentences for inmates of the same institution is administratively disturbing and causes misunderstanding and resentment on the part of the inmates. An amendment to the law, allowing the Department of Correction, or the Division of Parole, to make rules and regulations regarding the minimum to be served by those committed, or transferred to the Elmira Reformatory, is needed to adjust the conflict in sentences.

VIII. PRISON LABOR ON HIGHWAYS

That funds be provided for the employment of prisoners on highway construction. This form of labor is universally approved by prison administrators, and, although there is some objection on the part of highway contractors, the extent to which prison labor, in competition with free labor, has been used on highway construction is negligible. The success of such utilization of prison labor is

wholly dependent on the exercise of the utmost care in the selecting of those prisoners who are to work outside the prison walls, as well as the areas in which they are employed. Furthermore, the use of prison labor on highways is in accord with the State-Use system of employing prisoners, the State Constitution, and the Correction Law. Attempts to repeal provisions of the law permitting the use of prison labor on highways should be defeated.

IX. EXTENSION OF AUTHORITY, DIVISION OF PAROLE

That consideration be given to the extension of the authority of the Division of Parole to apply to the reformatory inmates at the Westfield State Farm, the inmates of the State Vocational Institution at Coxsackie, the Albion State Training School, and the institutions at Napanoch and Woodbourne. At the Westfield State Farm it will relieve private agencies of work that is properly a State function, and at all these institutions it will make for a more uniform system of pre-parole procedure, the determining of fitness for parole, and supervision while on parole.

In order to facilitate and preserve sound and intelligent parole administration, it is recommended that serious consideration be given to the advisability of the addition of one parole commissioner, bringing the total to four. With the extension of authority, as mentioned above, this addition appears to be vitally necessary.

In accordance with section 117 of chapter 824 of the Laws of 1930, it is recommended that additional parole officers be appointed in order to bring about close adherence with this section, which reads as follows: ". . . a staff of parole officers for investigation for the purpose of selection for release on parole or otherwise and for supervision upon release (be appointed), *sufficient in number so that no such officer shall be required to supervise more than seventy-five persons at one time.*" The provision for an adequate and qualified personnel is the first step in the establishment of scientific and protective parole procedure.

X. TREATMENT OF TRAMPS, VAGRANTS, AND CHRONIC ALCOHOLICS

The present treatment accorded these persons throughout the State of New York is to commit them time and time again to county jails and penitentiaries where they spend most of their time in idleness and promiscuous association. Since 1858 the State has made various attempts to afford proper housing and helpful treatment to those included in one or all of the above categories. In 1910 legislation was passed authorizing the Board of Estimate and Apportionment of the City of New York to appoint a Board of Inebriety for the city. Of particular significance was the passage in 1911 of legislation authorizing the establishment of a State tramp and vagrant colony.* These various attempts and others failed because

* Chapter 812, Laws of 1911, repealed February 17, 1928, chapter 85.

of changing administrations, lack of funds and a certain amount of understanding and public sympathy. Despite earlier efforts and failures, legislative approval should be given to the proposal to utilize one or more of the discontinued Federal or State camps for further experimentation in the care, housing and employment of tramps, vagrants and chronic alcoholics.

XI. COUNTY JAILS AND PENITENTIARIES

The escape of three notorious prisoners under most inexcusable circumstances from the Onondaga County Penitentiary, in November, 1937, resulted in various investigations and focused public attention once more on the administration of county institutions housing those sentenced by the courts. Further, it again opened the question as to the desirability of placing these county institutions under State administrative control. We therefore urge legislative study of the problem, and in this connection the report entitled "A Plan for the Custody and Training of Prisoners Serving Sentence in the County Jails in New York State," submitted by a committee in 1925, should be seriously consulted. The following material is taken from that report:

Local Control of Misdemeanant Prisoners Has Long Been Condemned by Leading Penal Experts

The American Prison Association, when organized in 1870 under Rutherford B. Hayes, stated as its conviction above all and essential to all:

"That no prison system can be perfect or even successful to the most desirable degree, without some central authority to sit at the helm, guiding, controlling, unifying and vitalizing the whole. We ardently hope yet to see all the departments of our preventive, reformatory and penal institutions in each state molded into one harmonious and effective system; its parts mutually answering to and supporting each other; and the whole animated by the same spirit, aiming at the same objects, and subject to the same control; yet without loss of the advantages of voluntary aid and effort, wherever they are attainable."

Again, in 1911, a striking condemnation of local control was made by the late Dr. Frederick H. Wines* in his address before the National Conference of Charities and Correction in Boston:

"There was a time when local control was necessary and proper, but that was long ago. To-day the county prison is an anachronism. We imported it, with other British institutions, from England, the mother country. But conservative England has outgrown it, and dates the dawn of her regenerated prison system from the year of its abolition. We still lag behind in the march of modern civilization."

The Movement Against Local Control Started Over One Hundred Years Ago in New York State

Over one hundred years ago Governor DeWitt Clinton of New York State denounced the evils of the county jail system in his message to the Legislature.

* Member International Prison Congress, 1878; President, National Conference Charities and Correction, 1883; President, National Prison Association, 1904.

Governor Enos Throop in 1830 urged the necessity for separate places of confinement for persons serving sentences and those awaiting trial. Governor William L. Marcy, 1834; Governor William H. Seward, 1840; Governor Myron H. Clark, 1856; Governor Lucius Robinson, 1879, and Governor Alonzo B. Cornell, 1882, all stressed the evils of the jail system in their messages to the Legislature. In 1909, Governor Charles Evans Hughes made the following definite recommendations:

"There is urgent necessity for reform and the question is presented whether it is not advisable to reorganize the prison system of the state and through state control secure uniformity of conditions and discipline."

The Prison Association of New York in 1846 recommended the substitution of district prisons for convicted prisoners and the use of county jails only for prisoners held on criminal charges or as witnesses.

Recommendations for an improvement in the jail system continued to occur again and again. In 1853 the Association requested the Legislature to make a rigid inquiry into the condition of every house of detention in the State, and to revise the law for their government, and protested against the continuance of county jails as places of confinement for sentenced prisoners.

The same recommendations again appear in strong language in 1877 and numerous times thereafter.

In 1893 the Association sponsored an elaborate plan prepared by Dr. Edward A. Merrill for the reorganization of the county jail system by the establishment of district workhouses and nautical schools.

In 1900 definite recommendation was made to the Legislature that a bill be passed that would place all penal institutions in the State under State control.

This recommendation was repeated in numerous subsequent reports, those of later years urging the establishment of a State Department of Correction. These various recommendations have as their basis the idea of central control. A further indictment of the county jail system was contained in the Annual Report of The Prison Association of New York in 1908:

Lack of Uniformity Between the State-Wide Criminal Code and the County Divisions Affecting the Judicial and Penal System

"One of these legal functions is purely geographical. A state is divided into a certain number of districts called counties. While the criminal code is made to cover the whole State, the judicial and penal system is affected by county divisions. Thus in many states the County Court sentences the misdemeanant to the county institution. There is no State control over these county institutions, no uniformity in structure, discipline or regime. Crime is treated as a social matter. It is impossible, however, to deal effectively with it on county lines. Take the 15,000 young men in the State of New York who might be good subjects for reformatory treatment. It is impossible for every county to have an independent reformatory. It is extravagant and unnecessary. It is impossible to classify prisoners properly in the smaller counties. The only remedy for the utter failure of the county system is to establish State control for all offenders who have violated State laws. The difference in stigma between a State prisoner and a county prisoner should disappear. It has no deterrent or reformatory value. A few district prisons or reformatories in different parts of the State will accommodate all sentenced prisoners. The county jails properly re-modeled should be reserved only as houses of detention for those awaiting trial."

XII. CIVIL SERVICE TO INCLUDE EMPLOYEES OF COUNTY PENITENTIARIES

Authority should be given in law to the extension of the jurisdiction of the State Civil Service Commission to include employees of county penitentiaries, and thereby make for the possibility of

obtaining for the personnel of these institutions those who have educational and experience qualifications, and not solely political affiliations.

XIII. TRAINING SCHOOL FACILITIES FOR EMPLOYEES OF COUNTY JAILS AND PENITENTIARIES

The Central Guard School for the State Department of Correction, located at the Wallkill State Prison, is now an established institution and marks one of the most progressive steps in years in the history of the Department of Correction. It should, through appropriations and otherwise, receive the support of the Legislature. Further, legislation should be adopted to permit the sending of employees of county jails and penitentiaries to the Central Guard School for the benefit of the education and training that the School has to offer.

XIV. THIRD DEGREE METHODS

That a special committee of the Legislature be appointed to investigate the complaints of police brutality, commonly referred to as the "third degree." The reports of such brutalities and their denial, and at the same time the appearance of prisoners after their contacts with the police, suggest that an investigation would be desirable. As a first step, the proposal that prisoners when arrested be brought immediately before a magistrate should be put into practice.

The Federal Bureau of Investigation of the U. S. Department of Justice, some of the agents of which are popularly referred to as G-men, issues a monthly bulletin. The January, 1936, issue, Vol. 5, No. 1, contains a pertinent article entitled "The Confession and Third Degree Methods." A significant sentence reads: "By the application of scientific principles to crime detection and criminal apprehension there is no need to resort to third degree methods to obtain convictions even in the case of the vicious mobster of today's organized crime." Another sentence reads: "The poignant challenge, 'when lynx-eyed departmental sleuths are baffled by a paucity of clues (generally furnished by stool pigeons) or when they are too stupid or lazy to gather material evidence against a prisoner, they transform their tipstiffs into divining rods, and work diligently on the suspect's skull until he 'comes clean'; rubber hose, which leaves no incriminating welt on face or body, being a favorite weapon with the confession snatchers,' must be refuted by a record of convictions that stand upon evidence developed through persistent, intelligent investigation."

XV. EXTENSION OF FINGERPRINTING

Section 940 of the Code of Criminal Procedure should be amended so as to make it possible for the sheriff of the county jail to fingerprint all persons legally committed to the county jail, all misde-

meanants, and those charged with disorderly conduct, or with being a vagrant or disorderly person, and that the Inferior Criminal Courts Act be also amended to conform to the change.

XVI. COMPENSATION FOR INJURED PRISONERS

That study be given to the need for establishing a system of compensation for prisoners who are injured while employed in the industries or otherwise in the institutions of the State Department of Correction. There are instances where prisoners have been seriously and permanently handicapped through no fault of their own, and yet have not been compensated by the State. There are also instances where prisoners have received large sums of money. It is, therefore, necessary to establish in law a procedure which will make for justice to the taxpayers and the injured prisoner, and at the same time set up safeguards against fraud and exploitation.

XVII. LUNACY COMMISSIONS

In our annual report to the Legislature, in 1927, there appeared information showing not only the high cost of lunacy commissions but also the questionable method of appointment to them, and the query as to whether it was necessary to appoint so many commissions. Our interest continued during subsequent years in an effort to pass legislation, and finally, in 1936, two bills were enacted into law (chapters 459 and 460). One bill amended section 27 of the Mental Hygiene Law in relation to the certification of qualified psychiatrists. It establishes a board of psychiatric examiners in the State Department of Mental Hygiene. The second bill amends the Code of Criminal Procedure in relation to the inquiry into the sanity or mental condition of a defendant before or during trial, or before sentence. The Association did not feel that this legislation would entirely remedy the situation, but that it would make for some substantial improvement and might induce the courts to give more serious consideration to the need for and the quality of the commissions. *The result has been disappointing* in that too many commissions are still being appointed; the personnel of these commissions lack suitable qualifications; and there is suggestion of certain favoritism in the selection of the personnel, making for the payment of large sums of money to those who are frequently on the commissions. Therefore, the Association returns to its original position and urges that for the city of New York the courts use the qualified psychiatric personnel at Bellevue and other city hospitals to determine the question of a prisoner's mental condition. This will require the revision of sections 658 and 870 of the Code of Criminal Procedure. It is estimated by the Commissioner of Hospitals that a major expenditure of about \$50,000 annually will be necessary to carry out this plan. This expenditure would be greatly offset by the saving in the high cost under the present plan of appointing lunacy commissions.

VIII. STATE SUBSIDY FOR PROBATION

Although probation has been used as a method of dealing with those convicted of a crime in this State for more than thirty years, and regardless of the stimulation given by the State Division of Probation and the State Probation Commission, fourteen counties still have no probation service, and five additional counties have no probation service for adults. With about three possible exceptions no community in the State has an adequate number of properly trained probation officers, and some of the large communities have as many as eight separate probation departments attached to the various courts, which function entirely independent of one another, and with no uniformity as to personnel standards or quality of work. The State Division of Probation does not have the authority to require local communities to establish probation services, to maintain minimum standards, to raise standards of existing departments, or to enforce its recommendations. Its powers are limited to inspection and supervision. The State has assumed full responsibility for the development of two forms of treatment for offenders, institutional care and parole, but has not assumed the same measure of responsibility for the development of probation, even though it is much less expensive and is proving effective in rehabilitating selected groups of offenders. *Therefore, some additional impetus from the State is needed to further the development of probation throughout the State. This should be in the form of State subsidy to local communities, as follows:*

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

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

(c) It was estimated in 1937 that the total cost for probation service throughout the State was \$1,526,145.34. The additional cost of organizing and maintaining probation service in those counties now without probation service would not exceed \$150,000 annually, which sum would have to be provided by the counties. The total annual expenditure for all probation service in the State would then be approximately \$1,700,000.

(d) Since there are many probation services which fall below the minimum standards now recommended by the State Division of Probation, the State would not have to expend 25 per cent of the total probation budgets as soon as legislation establishing the State subsidy was passed. In view of the above, for the first year or two the State subsidy would probably not exceed more than \$250,000.

XIX. GRAND JURIES

It is recommended that legislative action be taken in the granting of power to grand juries which will enable, and in effect require,

them to investigate the dispositions of indictments made by previous grand juries. Through such a measure it will be possible to maintain a continuous public check on the disposition of cases which otherwise might conveniently be terminated without public notice.

XX. REIMBURSEMENT TO STATE OF COSTS OF IMPRISONMENT

The Legislature is urged to consider the advisability of enacting suitable legislation, such as is now in force in Michigan and pending in Pennsylvania, providing for the reimbursement of expenses incurred by state prisoners. Under such statutes the State may seek to reimburse itself for the cost of imprisonment of those financially able to pay.

The Mental Hygiene Law of the State of New York permits the Department in charge of State hospitals for the insane to collect for the care of persons committed to such institutions where funds are available.

A similar law regarding prison inmates would reduce the burden of the taxpayer, as well as place some measure of responsibility for support upon the prisoner himself.

TWELVE YEARS OF PROGRESS

Reviewing our recommendations to the Legislature for the years 1926 to 1937, inclusive, it is gratifying to note that many of them have brought about the results desired, or otherwise have made for progress.

A State Department of Correction

The organization of a State Department of Correction was urged for more than twenty years by the Prison Association. Chapter 606 of the Laws of 1926 accomplished this.

Sing Sing Clinic

The Association for four consecutive years made special effort to have an appropriation made for the equipment and personnel of the Classification Clinic at Sing Sing Prison. This was accomplished finally through chapters 575 and 628, Laws of 1926.

Probation, Court of General Sessions, New York City

The Association led the movement for the taking over by the city of New York of the probation work in the Court of General Sessions. Legislation was passed (chapter 672, Laws of 1925) and became effective in January, 1927, through an appropriation from city funds.

Parole Supervision by State

Appropriation of funds for the salary of parole officers, so that the State could take over the supervision of those released on parole. Chapters 75 and 625, Laws of 1928. Recommended in our 1927 report.

Work of Sing Sing Clinic

Recommendations in our 1927 and 1928 reports, urging that a definite status be given to the reception and classification unit at Sing Sing Prison, resulted in the passage of chapter 242, Laws of 1929, by inserting new sections 148 and 149 in the Correction Law.

Increased Personnel

Sing Sing Clinic staff has been increased and added compensation given. Chapter 566, Laws of 1931. Recommended in our 1927 and 1928 reports.

Personnel—Bureau of Criminal Identification

Increased funds have been made available to allow for the extension and development of the State Bureau of Criminal Identification and Information. Chapter 625, Laws of 1928. Recommended in 1927 report.

Lunacy Commissions

Some progress, although not sufficient, has been made in the determination of the mental status of a person charged with crime. See chapters 459 and 460, Laws of 1936. Recommended in 1927 and subsequent reports.

Federal Prisoners

Provisions have been made in New York State for the detention of Federal prisoners. Detention headquarters have been established in the city of New York (1929). Legislation to that end was urged in 1927 report.

Institution for Juveniles

There has been established in the southern part of the State, at Warwick, a modern institution for the treatment and education of delinquent boys, thereby providing an institution similar in its purpose to the State Agricultural and Industrial School at Industry, which serves the western part of the State. Chapter 412, Laws of 1929. Recommended in 1928 report.

Clarification of Correction Law

Revision of the Correction Law, omitting provisions that interfere with the direct control and responsibility of the State Department of Correction in matters relating to the administration of the affairs of the Department, in conformity with the constitutional amendment. Chapter 243, Laws of 1929. Recommended in 1928 report.

Clothing for Prisoners

Increase in the amount of money and clothing provided men released from State prison. Chapter 273, Laws of 1930. Recommended in 1928 report.

Powers of State Commission of Correction

Restoration to the State Commission of Correction of jurisdiction over plans for new State prisons or renovations to old State prisons. Chapter 65, Laws of 1936. Recommended in 1928 report.

Extending Jurisdiction of New York City Department of Correction

Extension of jurisdiction of the Department of Correction of the city of New York to the control of prisoners in Bronx and Richmond county jails, and also in the handling of prisoners between the courts and institutions, and the control of the court pens, thus eliminating duplication and establishing

centralization of control. Recommended in 1928 report and subsequently, and finally accomplished through the adoption of the new charter for the city of New York at the general election in 1936. See chapter 25 of the charter.

Aiding Escapes

A severe penalty was established for guards, or other employees of a State reformatory or a State prison, found guilty of aiding a prisoner to escape, or of smuggling contraband into an institution. Chapter 492, Laws of 1930. Recommended in 1928 and 1929 reports.

Conviction for Escapes

Law revised to remove difficulty of obtaining conviction for escape or attempted escape from an institution. Chapter 240, Laws of 1929. Recommended in 1928 report.

Bail Bond Evils

The Association was active in fighting bail bond evils. It brought its observations and findings to the attention of the State Crime Commission and urged that body in its 1928 report, to inquire further into the administration of the bail bond system and certain undesirable practices identified with it. Considerable legislation has been enacted to improve the administration of the bail bond system.

Women's Prison

Favored the removal of the *Women's Prison* at Auburn to the site of the New York State Reformatory at Bedford, now known as the Westfield State Farm. Chapter 434, Laws of 1931. Recommended in 1928 and 1929 reports.

State Vocational Institution

Funds were appropriated for the construction of a new institution for young offenders to displace the House of Refuge on Randall's Island. The new institution, known as the State Vocational Institution, is now located at West Cossackie, New York. Chapter 36 and chapter 414, Laws of 1932. Recommended in our 1929 report.

New Penitentiary for the City of New York

For years the Association criticized the penitentiary on Welfare Island and urged its replacement. It was conspicuous in Albany in support of Assembly Int. No. 228, which amended the city charter so as to make possible the sale of corporate stock or serial bonds for the construction of a new penitentiary on Riker's Island (chapter 441, Laws of 1929). Following the signing of this bill the Association was again active with the then Commissioner of

the Department of Correction of the city of New York, Honorable Richard C. Patterson, Jr., and the architects in developing plans for the new institution. See page 34, 1929 report.

Prison Construction, Policy and Program

In 1929 we urged the Legislature to establish a five or ten year program of modernization, both structural and administrative, relating to the institutions of the State Department of Correction and the treatment of their inmates, and to make a substantial appropriation through a bond issue or from current revenues toward the fulfillment of that program. This recommendation was given more than ordinary attention because of the prison riots with their attendant loss of life and property. With an awakened Legislature and a public demand there followed liberal appropriations for new construction and the renovation of old buildings, the appointment of a legislative investigating committee, and, finally, the appointment of the Commission to Investigate Prison Administration and Construction (chapter 825, Laws of 1930), headed by Mr. Sam A. Lewisohn. In the space of a few years, as a result of the above, considerable progress was made constructively and administratively. The Association was most active in this connection and a condensed statement of the accomplishments of the Commission can be found, beginning on page 19, of our 1931 report.

Prison Industries

The Association has long recognized the difficulties of the prison labor problem in this and other states. Through the years it has been active in efforts to bring about improvement. Some of its recommendations have been followed, but the problem remains complex and serious. See Recommendation 3, 1929 report, as well as prior and subsequent reports.

Medium Security Prison

The Association, through representation on the legislative Commission to Investigate Prison Administration and Construction, supported the idea of a new type of prison structure and a well-rounded, concentrated program of treatment in connection therewith. To that end it urged the Legislature (Recommendation 7, 1929 report) to make an appropriation. Chapter 14, Laws of 1931. This resulted in the institution now located at Walkkill.

Segregation of Prisoners

In our 1929 report we urged that serious thought be given to the advisability of creating a separate institution for long term, life and incorrigible prisoners. This has not been carried out in its entirety, except by the Federal government, but instead there has been established in each of the prisons what is known as a segre-

gation unit. This arrangement enables the management to take out of the population for an indefinite period troublesome inmates who live apart under decent and humane conditions.

Psychiatric Units

We urged in our 1929 report that there be established at Great Meadow, Clinton and Auburn prisons, a psychiatric department. This plan has been followed, but there is still need for a more tied-in functioning, under some central stimulus and control, of the psychiatric units of the various prisons.

Full Time Service Parole Board

The Association, largely responsible for the introduction of parole in this State, urged, beginning in 1916, that there be created a full time service parole board and an adequate staff of parole officers. Some improvement in this direction resulted and, finally, in 1930, the Legislature provided adequate funds to permit the setting up of a full time service parole board, which in operation at this time justifies its existence and the plea made by the Association for many years. Chapter 824, Laws of 1930.

Prison Guards, Training, Hours of Labor, and Compensation

In our 1929 report we urged that there be organized in the State Department of Correction a training school for prison guards; an increase in the compensation of the guards, and a reduction in their hours of labor. The guard school idea did not take a serious hold until the establishment, by the present Commissioner of Correction, Edward P. Mulrooney, of the Central Guard School at Walkkill, in 1936. This will stand out as one of the most progressive steps in the Department. The guards also had their hours of labor shortened (chapter 716, Laws of 1936) and receive better compensation (chapters 3 and 173, Laws of 1930).

Changes in Penal Law

The Association worked co-operatively with the New York State Crime Commission, better known as the Baumes Commission, and supported legislation advocated by it when such was held to be humane and progressive. In later years the Association was active in modifying some of the so-called Baumes laws, which were found in practice to be too severe and of little avail. For example, the habitual criminal act (chapter 457, Laws of 1926—amended by chapter 617, Laws of 1932 and chapter 189, Laws of 1936) and the laws relating to burglary and robbery (chapter 275, Laws of 1932).

Revision of Penal Law

The need for a revision of the Penal Law and the Code of Criminal Procedure has been referred to in our various reports. This tedious and important work is being undertaken by qualified bodies authorized by the Legislature.

Indeterminate Sentences

For years the Association urged that the distinction between indeterminate and fixed or definite sentences be abolished and all convicted felons, with the exception of those sentenced for murder, first degree, receive an indeterminate sentence. This was accomplished through chapter 70, Laws of 1936.

Reformatory Superintendents

Elimination from the Correction Law of the requirement that the superintendent of a reformatory be a medical doctor. Chapter 423, Laws of 1934. Recommended in our 1933 report.

Education in Institutions

During the existence of the Commission to Investigate Prison Administration and Construction (1930 to 1933) the General Secretary of the Prison Association of New York launched the idea of developing an educational program in the reformatories and prisons of the State Department of Correction. This, through the years, has met with substantial support from the Governor, the fiscal authorities, the Legislature, and the administrators of institutions, with the result that very substantial progress has been made in an attempt to apply education in its broadest sense toward the creation of a wholesome atmosphere within the institutions, and the rehabilitation and re-education of as many as possible of the inmate population. A division of education has been established in the State Department of Correction, and the objective of prison education has been re-defined in the Correction Law. Chapter 670, Laws of 1935.

Adjustment of Penalty

In our 1933 report it was urged that the law be amended so that the punishment for attempted burglary or robbery be not more than for burglary or robbery first degree. This anomalous situation was corrected by chapter 510, Laws of 1933.

"Copping Pleas"

We condemned in 1934 and 1935, the too frequent practice of committing persons to the New York County Penitentiary for a lesser degree of crime than was originally charged. This practice was commonly referred to as "copping a plea," and was curtailed by chapter 23 of the Laws of 1936.

Re-election of Sheriffs

In our 1934 report we recommended that legislation, amending the Constitution, to allow a sheriff to succeed himself in office through re-election, be enacted. This was done and the constitutional amendment approved by the people in the general election of 1937.

Alien Prisoners

In 1935 and 1936 we urged the early release of alien prisoners for the purpose of deportation. The Federal government showed some increased action to this end; and during the 1937 session of the New York State Legislature a resolution was adopted urging the Governor "to make a thorough and immediate investigation into the number of alien criminals and the cost of maintenance and care of such aliens to the state with a view of the desirability of commutation of such alien sentences for the purpose of deportation thus relieving such present and future financial burden of the state."

Probation—Subsidy and Consolidation

The Association favors a State subsidy for probation, and it also urged the passage of a law allowing for the consolidation of local probation services. The latter was obtained through the enactment of chapter 95 of the Laws of 1936, but excludes the city of New York.

WE CARRY ON

Every one agrees that there is too much crime and that racketeers and professional criminals constitute a national menace. We hold no brief for the professional criminal and are not sentimentally inclined toward the others. However, we recognize that both constitute a social problem that needs to be dealt with dispassionately, intelligently and persistently. With this in mind the Association continues to work for the improvement of court procedure; it opposes undue delay in prosecution; it strives for a better understanding and treatment of the institutional side of the crime problem, to the end that institutions will tend toward the improvement of those who go into them rather than make them worse. It continues to foster good probation service in the courts, and although long in the front ranks to make the parole system of this State worthy of the name, it is unceasing in its helpful and co-operative interest to that end. On the side of crime prevention we have worked zealously, and for years, to improve neighborhood and home conditions, to the end that crime shall be reduced at its source. The Association receives no Federal or State aid, nor does it benefit through special drives. Its work has not the popular appeal of nurseries, schools, hospitals and the like, but is of equal importance considering public welfare and protection, since the enormous cost of crime is a foremost national liability. Included also in its work is the care of mothers, wives and children of men in prison, and the helping of men released from prison. These people are human beings and present a social problem that cannot be ignored. We make every effort to restore young men, women and children to a normal mode of living.

During the year 1937 the following held the special interest of the Association:

New City Prison This Association, various grand juries, the State Commission of Correction, and other bodies and individuals, have condemned for years the city prison known as the Tombs. During the 1937 session of the Legislature there was introduced a bill, Senate Int. No. 199, authorizing the city of New York to expend from the proceeds of sales of corporate stock or serial bonds, \$15,000,000 to be amortized within thirty years, for the construction and equipment of buildings to replace the existing criminal courts building and the city prison in Manhattan. Mayor La Guardia, falling in line with the protests of many years from various sources, permitted the bill to be introduced, and the Prison Association of New York gave its whole-hearted support toward its passage. The Executive Committee of the Association, under date of January 21, 1937, addressed the following communication to the mayor:

At the meeting of the Executive Committee of this Association, held today, the members noted with deep satisfaction and high hope the action which you have taken, through legislation, to bring about the construction

of a new Criminal Courts Building and City Prison in Manhattan. It is not necessary to review here the many years of interest and the efforts made by this Association and others to meet this long standing need.

We congratulate you on your keen interest and initiative, and sincerely hope for the fulfillment of your present efforts. You can count on our support in Albany, and we trust that when the time comes for the shaping of plans for the location and arrangement of the prison part of the program you will understand that this Association is quite willing to co-operate with you and your associates. It will be important in planning the new construction to avoid the too frequent mistake of erecting a building that will be an architectural extravagance in design, and thereby spend too freely and unnecessarily of public funds. What is needed is a building or buildings that will be reasonably attractive in appearance, durable, adequate, and serviceable.

Mayor La Guardia acknowledged the above letter, as follows:

Thank you for your letter of January 21, 1937. I appreciate your interest in the projected Criminal Courts Building and City Prison, and I am really grateful for your offer of co-operation.

Steps were taken in 1937 to obtain the necessary site and give consideration to plans for the new prison and court house. Inquiry was made of the mayor in the following letter, because of general talk concerning the plans for the court house and prison:

At the meeting of the Executive Committee of this Association on November 18, there was further discussion about the new City Prison to displace the antiquated Tombs. This was prompted by a recent newspaper story on the new court house and City Prison plans. Although we have not had opportunity to see the plans for the new City Prison, there, nevertheless, has come to our attention, in hearsay fashion, information to the effect that the new court house is to be so elaborate in every way that it will require most of the appropriation to complete it, leaving an insufficient amount to provide adequate prison accommodations. This, of course, if true, would be most unfortunate and would result in the next ten or twenty years in the renewal of the present-day complaint of the inadequacy and unsuitability of the City Prison.

We are mindful of your warm interest in the matter of a new court house and prison, and your desire that there be a reasonable compliance with the needs of the court and prison, and therefore urge that you insist, if there be need for any curtailment to keep within the appropriation, that the project as a whole be considered rather than the prison alone.

The following reply was received from the Assistant Mayor:

The Mayor asked me to acknowledge with thanks your letter of November 19, relative to the new city prison, and to assure you that nothing is nearer to the wishes of the Administration than the proper care and housing of those who will be within the new prison.

Publicity Re: Early in the year the Association inquired of Executions Commissioner Mulrooney, of the State Department of Correction, concerning the newspaper publicity relative to executions at Sing Sing. The question was raised as to whether such detailed publicity as the menu of the last meal served any good purpose and might just as well be avoided. In reply the Commissioner stated:

It is generally admitted that humans are tremendously concerned with the attitude of their fellow men who have been condemned to death. This has been so from the "Last Supper" down through the years. Accordingly, it

has been the custom of penal institutions, whether county or State, to announce the type of repast that has been served to the condemned as his last meal. This would appear to be proper procedure, for if concealment was attempted, garbled accounts would unquestionably appear in the public prints.

I am in accord with your thought on publicity, but I am not concerned with reports which are made by gleaners of news, who, when authentic information is denied them, give free rein to figments of their imagination.

Riker's Island With the discontinuance of the Workhouse on Welfare Island, and because of the congestion in the Tombs and District Prisons, it was decided to use two of the industrial buildings in the lay-out of the new penitentiary on Riker's Island for the housing of short-term prisoners. Among them are included that large group of five and ten day men who go in and out of the institutions in "revolving door" fashion. They present a very serious problem, which does not begin to be solved with their short term housing, and for some of them the idea of a State farm, with longer or perhaps permanent detention, is more sensible. Many of these men are "human wrecks," who can be of little or no help to themselves, and the sooner they are taken out of circulation and provided for plainly but comfortably by the city or State, the better it will be for all concerned. The use of the two industrial buildings is intended only as a temporary means of housing, and we trust that, in harmony with the original thought for the penitentiary, it will not take on any semblance of permanency. The problem itself, concerning this type of inmate, will require something more than the providing of a few dormitory buildings if there is to be anything like an intelligent and far-reaching handling of it.

Tramp and Vagrant Colony We supported during the 1937 session a bill reviving somewhat the thought underlying the campaign and legislation in 1910-11-12 and subsequent years, to provide a colony for tramps and vagrants. This would include those who are committed to the institutions of the city of New York, as well as to county jails and penitentiaries in other parts of the State. Judge Jacob Gitelman, of the City Court of Rochester, conceived the idea of using discontinued camps formerly used by the State or Federal government as a part of relief activities. We worked closely with Judge Gitelman and others for the passage of the bill and our attitude is indicated in the following letter:

HON. JEREMIAH F. TWOMEY, Chairman, Committee on Finance, Senate Chamber, Albany, New York.

Re: Senate Pr. No. 2020, Int. No. 1714, by Mr. Rogers.

DEAR SENATOR TWOMEY.—The above bill provides for the establishment of an experimental State camp for the care, treatment, occupation and rehabilitation of adult male vagrants, tramps and inebriates.

The need for such legislation has been pointed out by Governor Lehman in his 1937 message to the Legislature. The problem of tramps and vagrants has been of long standing and is perplexing. For many years this Associa-

tion has been active in an effort to bring about a more satisfactory situation than now exists, and something toward a reasonable and permanent solution. The State has not been lacking in interest and whatever failures have occurred are traceable more to unforeseen or temporarily disturbing conditions than to a hopelessness with regard to the treatment of the problem.

It should be noted that the bill is experimental and provides for only one camp. Originally those of us who have been identified with the movement thought of setting up a number of camps in different parts of the State.

If the proposed camp is set up and properly administered, it will result in taking out of circulation certain types of persons who are a constant nuisance and menace; a repeated cost to the community; and will give not only better protection to the citizenry of the various communities than is now afforded, but will result in a more logical procedure tending toward rehabilitation.

It is strongly urged and hoped that your Committee will favorably report the bill.

Very truly yours,

(Signed)

E. R. Cass,
General Secretary.

The bill failed of passage.

Sing Sing Cells In line with our long opposition to the continued use of the cells in the old cellblock at Sing Sing Prison an appeal was made to the Governor and the Director of the Budget, urging that an appropriation be made to allow for the abandonment of these cells. An item of \$1,500,000 for new construction in the Department of Correction, to be used only for increasing the housing accommodations, was allowed. However it was decided that the money be used mainly for the construction of a new cellblock at Attica Prison, where preliminary construction and installations, such as sewer lines, pipe lines, etc., would permit ready utilization. Due to the rising prison population it was doubtful that the added accommodations at Attica would be sufficiently adequate to allow for the discontinuance of the old cells at Sing Sing.

Extending Civil Service to Assistant District Attorneys and Other Employees

The Association (represented by the General Secretary) in co-operation with the Civil Service Reform Association, and together with Mr. Charles Burlingham, Civil Service Reform Association, Mrs. Douglas Moffett, New York City League of Women Voters, Mr. W. Dean Embree, New York County Lawyers' Association and Bar Association of the City of New York, Mr.

John Kelly, City Club of New York, and Mr. H. E. Kaplan, Civil Service Reform Association, appeared before Governor Lehman in January, 1937, to urge his interest in the matter of placing some of the assistant district attorneys and other employees of the district attorney's office in the competitive Civil Service class. The Governor was very attentive and expressed himself as highly in favor of Civil Service, but indicated that he was doubtful about its application to the assistant district attorneys. In conclusion he stated that he was open-minded and would be glad to continue the discussion on receipt of further information. Subsequent meetings were held in New York City with representatives of the various

organizations interested in the proposal. Then came the general election in November, resulting in a change in the control of the district attorney's office through the choice of Mr. Thomas E. Dewey for district attorney, and before the end of the year it was announced that there would be a sweeping reduction in the number of exempt from Civil Service positions in the office of the district attorney. This would apply mainly to the office staff. However, there is promise that the new district attorney will select as his assistants men who have qualifications more substantial than political affiliation to fit them for an important work.

State Prison Industries

There can be no question that work must be an essential part of a program of dealing with those in our reformatories and prisons, and so far as practicable such work should be useful and embrace educational as well as productive opportunities. There should be no unfair competition with free labor, but, on the other hand, the fact must not be overlooked that whatever work a prisoner does reduces to some extent the opportunity for free labor. It is essential, of course, to guard against the exploitation of prison labor, and, fortunately, in this State we have what is known as the State-Use system, which prohibits the use of prison labor for private gain. While the problem of finding adequate employment for the free man is taxing the best efforts of our nation today, it must be realized at the same time that there is more idleness among the inmates of our reformatories and prisons than at any time in the last fifty years. Restrictive legislation has brought this about, as well as the slowness of many states to adjust themselves to the change by setting up substitute systems of prison labor. In our own State, although we have had the State-Use system of prison labor since 1897,* there still exists the difficulty of finding adequate employment for the growing population of the prisons. The problem is complex and has been studied and surveyed perhaps more than any other phase of prison management. One study established a potential State-Use market of \$74,000,000, and yet the sales of prison goods in the best years have not reached the \$2,000,000 mark. With a total prison population of about 2,500 in Sing Sing Prison, only about 600 are employed in the industries. Others are assigned to maintenance work, which is mainly house-keeping, and of course there are some physically or otherwise incapacitated for work. What is true at Sing Sing is more or less the story of the other prisons. Idleness, and the overmanning of what few jobs there are, is a growing menace. Its demoralizing effects, mental, physical and moral, tend to destroy the hope of rehabilitation of prisoners, who are compelled to live promiscuously in a tempo and atmosphere which is a handicap to them socially and industrially upon their release. It is pleasing to know that the present Commissioner of Correction, Edward P. Mulrooney, is not unmindful of the fact that the employment of

* Constitutional amendment passed in 1894, effective January 1, 1897.

prisoners is one of the most difficult problems that he has inherited and in some respects it is more acute than ever before because of conditions over which he has no control. Yet the Commissioner is giving the complicated problem his earnest attention and there have been some improvements, not of course appreciably as to the number of prisoners employed, but more in the direction of improving the variety, quality, delivery and price of the products of prison labor. He is gradually attempting to gain the interest and good will of the persons who purchase goods, as heads of departments or institutions, in the various political subdivisions of the State, changing the previous attitude of "You must buy our products, at our price, and under our conditions," to one of "We would like you to buy our products and we will try to please you and meet your requirements to the best of our ability." This, naturally, is a more inviting approach and is bound to bring some good results. The Commissioner has had various meetings with representatives of his own department, his institution heads, and purchasers of prison made goods, in order to get a better understanding of the many angles of the problem. A representative of the Prison Association has been present at some of these meetings.

The Association has urged the Commissioner, as one means of improving the situation, to obtain a highly qualified person to fill the position of head of the Division of Industries. It is unfortunate in this instance that a man of the interest and ability of the present Commissioner of Correction is not free to select a man from the open market, so to speak, but instead must rely on Civil Service. It is hoped that the Civil Service requirements will be high for this important post and that a good man will be the outcome of the examination.

Classification of Prisoners

This need has been referred to in our recommendations of previous years, and during the year 1937 in various ways was kept before the Department of Correction. The attempts at classification of prison inmates in this State is a long story, embracing and affected by changes in administration, personnel, varying attitudes and ideas. In 1916, when legislation was passed to provide for a new Sing Sing, the plan was that Sing Sing would serve as a receiving and classification prison, and that following a study of each prisoner he would be sent to the prison most suitable for his type and needs. It was felt that this would make for a logical and scientific distribution of the prison population. At no time was it determined that the psychiatric personnel identified with this institution would control the full operations of the State Department of Correction or make all decisions with respect to the handling and treatment of prisoners. Those identified with the plan during its legislative days, and subsequently, were of the opinion that the right kind of psychiatric personnel would be very helpful to those in charge of the prison system, in making a study of and in coming to a decision relative to each inmate, or group of inmates. It was intended that the findings of the psychiatrist should be pooled

with the opinions of the warden, a representative of the guard personnel, the medical doctor, the chaplain, and the industrial experts, and in this way a classification and distribution determination be made. Unfortunately, the plan never has had a real trial. There was considerable slowness in getting the classification unit started. Sing Sing Prison, instead of being developed as a small receiving prison, was enlarged, until today it holds more inmates than any other prison in the State. There was a hesitancy on the part of those who had to do with the management of the Department, and then it finally was decided that the size of the State made the plan impracticable, and that other receiving prisons should be established, and separate psychiatric units set up in them. In this whole plan there was possibly, and erroneously, too much emphasis placed by some on the psychiatric approach, with the result that there developed something of an aloofness to the plan because it was felt that the psychiatrists were to dominate the situation. Again it should be stated that this was not intended, nor has it had opportunity to occur. The psychiatric unit at Sing Sing Prison and those later established at the other institutions, have had very little to say about the distribution of the prison population. The Sing Sing Clinic has made some interesting tabulations and it is hoped that some day the studies and findings of this clinic will become articulate in an effort to deal more satisfactorily in the matter of classification of prisoners than at present. Certainly the State cannot go on for ever and be content with a plan of housing its prison population indiscriminately. The vision identified with the Sing Sing Prison in 1916 was that there should be a sifting out of the prison population and a distribution made so that specialized and intensive treatment could be applied, giving those most promising and receptive the best of what the State had to offer toward their rehabilitation.

The Prison Association had considerable to do with the campaign in 1916 which had as its slogan, "Sing Sing Must Go," and was naturally identified with the proposal for a receiving and classification unit. We had no illusions at that time, nor do we now, and we felt then as we do now that the prisons in this State, as well as those in other states, must do a better job in re-educating and rehabilitating men if they are to win the respect and confidence of the people. No one denies that there are many difficulties involved, but it should be kept in mind that no progress was ever made, in business or in the professions, without overcoming difficulties, and the situation with respect to the need for classification in our prisons is a challenge worthy of the best minds and arduous labors.

Commission on Education in Institutions This Commission, appointed by Governor Lehman in December, 1933, continues effectively, and the Association is pleased to have its General Secretary active as a member. Those who have been close to the work, or have had opportunity to compare the present with the past, will undoubtedly admit that the Com-

mission has done much to breathe new life and hope into the reformatories and prisons of this State. Fortunately, those identified with the Commission have no "cure-all" attitude in their approach. They have no hope of reforming every man who goes to prison, but they do believe that through the application of education in its broadest sense there is the possibility of developing a more wholesome atmosphere in the prisons and cultivating decency, hope and usefulness among many of the inmates. In most of the institutions under the State Department of Correction there is as much difference between the school activities today and in the past as there is between day and night, and yet those who are pushing the work of the Commission are not content to have the influence of education confined solely to the development of the three "R's". They very wisely at the beginning conceived of education as having as its objective the training and equipping of those who go into the institutions to the end that they will lead decent, law-abiding and useful lives subsequent to release. Very substantial progress has been made. Governor Lehman has given every possible assistance, and most attentive and helpful since the beginning of his new work has been Commissioner Edward P. Mulrooney. We take this opportunity to commend the Governor and the Commissioner for their wholesome support, and likewise Dr. N. L. Engelhardt, of Teachers College, Chairman of the Commission, his associate educators and the other members of the Commission, on their patience and devotion to a work of first-hand importance. A comprehensive report, covering the five years that the Commission has been at work, is in preparation.

It is encouraging to note that the idea of education in institutions has taken hold, or is being further developed in other states, and some measure of this can be gathered by consulting Appendix A, page 73. This material was gathered and arranged by Austin H. MacCormick, Commissioner of the Department of Correction of the city of New York, an ardent pioneer and supporter of education in correctional institutions.

Pardoning Power of the Governor Early in the year there was some criticism of the number of pardons and commutations made by Governor Lehman, but the Association was glad to point out that the official records showed

that there was no justification for the claim that he had been too liberal or reckless in the exercise of his power under the Constitution. We made special effort to acquaint representatives of the press with the true situation, and, at the same time, pointed out that a man of Governor Lehman's sincerity and cautiousness would not jeopardize public welfare through an abuse of the pardoning power.

Walkkill State Prison Identified with the beginning of this institution, through its General Secretary's membership on the legislative commission to Investigate Prison Administration and Construction, the Association naturally is interested in its progress and development. It is no secret that from the start, in 1932, the institution did not receive substantially

of the type of prisoner that was in the minds of those who conceived it and urged upon the Governor of this State and the Legislature the making of an appropriation for its establishment. During the deliberations of the Commission it was agreed that an institution of the Walkkill type was desirable, and encouraging assurance was given by the existing institutions that there could be found in the population of the existing institutions a sufficient number of prisoners—about 500—who could be trusted in a wall-less type of institution, and who would be suitable for a program of intensive rehabilitative treatment—the best that the State could provide.* Furthermore, it was decided that there was no need to continue building prisons of the steel fortress type and that one of less expensive construction and different in architecture would be welcome. With all this agreed upon it naturally was left to the Department of Correction, and the responsibility was accepted, to develop the program of treatment and make the selection of the inmates. The Commission was not expected to, nor was it called upon, to make a detailed specification of the type of inmates who were to go to Walkkill. The feeling of the Commission was that the Department was anxious to try something somewhat new; it wanted to experiment with a different type of building, a high grade of personnel and a selected group of prisoners. The attitude of those who conferred with the Commission was that of a man who was anxious to do a good job, but asked for the right kind of tools and good material. Unfortunately, as the institution began to function, there were sent to it those who were not in the category conceived or discussed by the Commission, and there followed various explanations. Astounding was one, that a sufficient number of the type desired could not be found. It was said that the younger men had sentences of too great length to be trusted in a wall-less type of institution. This was attributed to the so-called Baumes laws, which, as a matter of fact, were in effect beginning in 1926, four years before the Commission began its work. When it was discovered that an ex-banker and ex-county officials, who had betrayed their trust to the people, were among those at Walkkill, the explanation was that these were somewhat better type men and would serve as a stabilizing influence on some of the younger inmates. All of this has been discussed by correspondence and otherwise in previous years, and is set forth here only because there still seems to be some doubt as to the reason for establishing Walkkill prison. It should be said that the present Commissioner of Correction, soon after he took office, gave serious consideration to the matter of transfers to Walkkill and there has been a decided improvement in the situation. We have not lost faith in the possibilities of Walkkill and earnestly hope that every effort will be made to give the institution a maximum of opportunity to demonstrate its value.

* The total population of the five State prisons on June 30, 1930, was 6,566. It was on the basis of a population of this size that the Department of Correction and the wardens gave assurance that 500 inmates could be found suitable for the Walkkill type of institution.

Prisoner Reimbursement For Care and Maintenance We gave thought and study to the practicability of requiring prisoners financially able to reimburse the State for their care and maintenance during their period of incarceration. A law, Public Act No. 253, already had been passed in the state of Michigan, but the value of it is yet to be determined. Information from that State is critical of the provisions of the law as it now stands, and one in authority expressed the belief that the legislation has not yet accomplished anything worthwhile. There, of course, is the danger that the additional machinery required for the investigation of the various cases and the collection of the required amounts, will offset whatever sum is finally collected, thereby leaving little or no actual gain to the State other than the employment of additional people. However, this in a sense might be strictly an administrative defect, and not at all reflect on the merit of the real objective of the legislation.

A similar bill was introduced in the State of Pennsylvania but did not pass.

We urged the Legislature of this State to give serious consideration to the bill before it (Senate Int. No. 588, Pr. No. 624), but no definite action resulted. Undoubtedly similar legislation will be introduced in the 1938 session. An editorial from the *New York Sun*, under date of March 10, 1937, is of interest:

WHY SHOULDN'T THEY PAY?

Michigan has on its statute books a law providing that if an inmate of a prison has an estate producing more than enough to keep his family, the surplus shall be used to pay the cost of supporting him, thus relieving the taxpayers of a burden. Pennsylvania is considering enactment of a similar measure. In this State the Prison Association urges the Legislature to put such a law into its code. It seems a sensible thing to do.

In New York the antecedents of a pauper committed to the almshouse are investigated and if he has relatives who can be brought within a pretty broad interpretation of moral responsibility for his welfare, they are required to support him. If a madman is committed to an asylum, his kin are sought out and made to pay for his care. These are citizens innocent of wrongdoing; misfortune is their lot. But regardless of his possessions, a felon is housed, clothed, fed and guarded out of the taxpayers' pockets. The State may know he is well to do, and it may know where his money is, but it is not empowered to touch his property for his maintenance. There is no reason why authority to get at it should be withheld. One scandal sentenced by Justice McCook this week was shown up as having intrusted to friends, between the day of his conviction and the day of his sentence, sealed envelopes containing large sums of money to be held for his use. The State might well take some of it, not as a fine, but for board.

The United States would do well to adopt the same system, too. It has locked up a lot of income tax dodgers who are reputed to be rich. There is no sound excuse for not having them foot the bills for their board.

Proposed Legislation for Federal Aid Firm in the belief that some of the states desiring to improve structurally and administratively reformatories and prisons, as well as establish or improve probation and parole systems, could not do so without aid from the Federal government, the Prison Association of New York joined with the American Prison Association and others in urging such aid through the passage of a bill

(Appendix B, page 108) requesting an appropriation of \$16,000,000 for construction purposes, and \$2,500,000 to aid probation and parole systems. A meeting was held at the office of the Association, and there followed meetings in Washington attended by those familiar with conditions and needs. At various times the interest and support of President Roosevelt, as well as that of Attorney-General Cummings, was sought, and finally a hearing was had before a committee of the U. S. Bureau of the Budget. The committee at first seemed hostile to the proposal, but as discussion progressed interest increased, and the members showed a growing sympathy toward the bill. However, the final outcome for the year was a letter from the Acting Director of the Budget to the Attorney-General, advising that the President did not feel that he could recommend to Congress at this time a program calling for Federal grants to states for the purpose of enabling them to improve their correctional systems.

Federal Relief Bill Section 14 of the Emergency Relief Appropriation Act, 1937, as passed by the House, contained a provision which would have prevented any State from qualifying for Federal aid unless it had adopted the State-Use system of prison labor. We joined with representatives of organizations in this and other states, as well as department heads, in opposing the rigid language of the section, which did not allow for situations peculiar to certain states. We regarded the principle of the bill as bad because it was coercive. Furthermore, it would handicap greatly the improving of the deplorable condition existing in many of our states. It was general legislation applying hereafter to all grants or loans to states, for the purpose not only of rebuilding or replanning their prison factories, but prevented also the granting of funds for any penal institution unless the State had an air-tight prohibition against the sale of prison products in the open market. It was held that the bill would make it impossible for any WPA funds, for instance, to be used in repairing or repainting a local jail unless the State had adopted the necessary organic legislation. It also would prevent the use of PWA funds on any sort of prison project by a State, county or municipality unless the regulatory legislation was adopted. Were the section directed merely to prevent the use of Federal funds for making additions to prison industries, it would not be so objectionable, but it affected all prison construction. Certainly the prison problem cannot be solved by old, inadequate buildings or idleness among prisoners. It is doubtful that the far-reaching significance of the section was realized during the debate in the House or when the vote was taken. The members of Congress could not have comprehended that it would block the use of all Federal funds on all penal or correctional institutions, nor could they have realized how strict the Comptroller and other federal administrative officers would be in their interpretation of the section.

As a result of the protest stimulated by the Prison Association of New York, the American Prison Association, and others, final

action by the U. S. Senate Committee on Appropriations resulted in wording the bill so that the President can exercise discretionary power. This is a more desirable arrangement.

Illinois Parole Bill

Following a newspaper campaign centering in the city of Chicago, a bill was passed by the Illinois legislature which, in operation, would eliminate the present indeterminate sentence act and require the trial judge to fix a minimum and maximum sentence. This proposed change ran counter to the expressed policy of leading penologists and criminologists as indicated by section VIII of the Declaration of Principles of the American Prison Association, as follows:

Peremptory sentences ought to be replaced by those of indeterminate length. Sentences limited only by satisfactory proof of reformation should be substituted for those measured by mere lapse of time.

The Prison Association, always interested in the indeterminate sentence and parole, due largely to the fact that it was among the pioneers who brought these two systems into operation in this State, joined with others in opposing the change in the Illinois law, with the result that the bill was vetoed by the Governor of that State, Honorable Henry Horner. In passing, it should be noted that whatever difficulty existed in the state of Illinois in the operation of the indeterminate sentence and parole was traceable mainly to the selection of personnel and faulty administrative procedure. The laws themselves were basically sound.

Centralization of the Magistrates' Courts in Manhattan

As a follow-up of an article by Chief Magistrate Schurman urging the consolidation of the Magistrates' Courts in Manhattan in a central court building, the Association wrote to him, bringing to his attention a "Brief in Support of Centralizing the Magistrates' Courts in Manhattan," prepared and printed in 1929 by the Prison Association of New York, the Association of Grand Jurors of New York County, and other organizations. It should be recalled that the movement at that time was under the leadership of the late Judge Corrigan of the Court of General Sessions. While there has been some progress toward consolidation and centralization, such as the establishment of the Felony Court and the Court of Domestic Relations, the Magistrates' Courts still exist in Manhattan and elsewhere as scattered, separate units. It was hoped that in making plans for the new Criminal Courts Building provisions would be made for a Central Magistrates' Court, but that apparently will not be done. We still favor the idea of centralization of the Magistrates' Courts in Manhattan, with the thought that there will result a more uniform and concentrated administration of criminal justice that can be more easily observed and evaluated from time to time. The responsibility of the chief magistrate is spread over a wide area, and whatever authority he lacks in law toward urging and directing the magistrates to function in harmony with a policy or public opinion must be brought about through his own persuasion.

Penal Progress in Argentina

An interesting letter was received from Dr. Juan J. O'Connor, Director of Penal Institutions, Buenos Aires, bringing to our attention the lack of certain of the annual reports of the Association, pointing out that the "reports are of much value and help to us, interested in prisoners and prisons," and requesting that the missing copies be supplied. The program of prison building; establishment of colonies; classification of prisoners; use of a progressive system of punishment; utilization of clinical and psychiatric examinations; emphasis on individualization of punishment, and other interesting features, as set forth in the letter, indicate a very modern and forward looking administration of the penal system of Argentina. It is pointed out that a great experiment is under way, and in this connection two significant paragraphs in the letter are:

The experiment has been a real success and, we are sure, will convince the most pessimistic of its good points; the newspapers and many people will realize that walls, grilles, padlocks, and the rest of the safety devices are not really needed, if classification is done with care and intelligence and no politics are mingled in this very intricate problem, where selected employees are required.

Something of the greatest importance has been conquered among the penalists, as regards cost of building, a point that was hard for them to understand, that it was not necessary for them to build an armoured building costing millions, but a regular institution with minimum security for the majority of the inmates, and just 10 per cent of its capacity with security for the dangerous prisoners.

Raymond Street Jail

This jail, which serves as the county prison for the borough of Brooklyn, is an inadequate and antiquated structure and has been condemned by the Prison Association of New York, the State Commission of Correction, and many grand juries over a long period of years. The city, during the year, indicated that it was ready to build a new institution and an appropriation of \$1,500,000 was allowed. Preliminary plans were drawn, but delay was encountered when an effort was made to advance payment to the architect. The Association opposed delay, not with any thought of favoring one architect or another, but solely for the purpose of hastening the day when the old Raymond Street Jail would be replaced by a modern type of structure. After various appearances on the calendar and discussion in the meetings of the Board of Estimate and Apportionment, the matter was put over until after election (November 17). The following letter is a recognition of the Association's efforts:

I have your letter of the 11th of August and it is hardly necessary for me to say how much the members of our Association appreciate your valued cooperation and interest in the Raymond Street Jail project, and I sincerely trust that our combined efforts have finally put through this very important and much needed civic improvement.

(Signed) GEORGE H. TRUMPER,
President, Kings County Grand Jurors Association.

Guard School, Walkill The General Secretary attended the graduation exercises of the Central Guard School, held at Sing Sing Prison on June 29. An address and presentation of awards was made by Governor Lehman, and there was also an address by Commissioner Mulrooney. A very large gathering of officials and public spirited citizens was present. In the addresses of both Governor Lehman and Commissioner Mulrooney the word "education" was frequently used, relating not only to the personnel of institutions but the inmate body. This was gratifying and encouraging to those individuals and organizations that for years have urged a higher grade of personnel in institutions and a more enlightened system of treatment of inmates. To all those identified with the Prison Association it could prove none other than a heartening experience and observation.

Since November, 1936, 440 recruit guards have been trained. The plan now is to extend the Central Guard School service to those in the present ranks who, because of their intelligence, service record, and physical fitness, can best benefit thereby. It is indeed pleasing to note this plan of "in service" training being extended to the prisons.

The Association wishes to record here its high commendation of Commissioner of Correction Edward P. Mulrooney for the promptness with which he seized the opportunity to establish the Guard School at Walkill, and for the vision and earnestness which he has unceasingly manifested in its administration. It would have been a serious mistake to place the large number of new personnel required by the eight-hour law for prison guards in the prison service without careful selection and training. The establishment of the Central Guard School should be regarded as an outstanding achievement in Commissioner Mulrooney's record of public service. See Appendix C, page 110, for Governor Lehman's address at the Graduation Exercises.

Commission to Investigate the Penal System of Canada A Royal Commission was appointed to study the penal system of Canada, and its members and secretary were in touch during the year with the Prison Association of New York. Considerable literature relating to probation, parole, reformatories and prisons, and crime prevention activities was brought to the attention of the Commission. Various questions submitted through correspondence were answered, and in the month of November the General Secretary, Mr. William B. Cox of the Osborne Association, Commissioner Austin H. MacCormick of the Department of Correction of the City of New York, Mr. Sanford Bates, formerly of the U. S. Bureau of Prisons, Mr. James V. Bennett, Director of the U. S. Bureau of Prisons, and others, met in this city with members of the Commission to discuss various questions, and also their observations of court procedure and institutions in this country, as well as in England, Holland and Germany.

American Prison Association Congress The Sixty-Seventh Annual Congress of the American Prison Association was held in Philadelphia, October 10 to 15. There was representation from forty-four states, the District of Columbia, Canada, England, New Zealand, Germany, Japan and Mexico. The registration was 790. A program embracing prison labor, education in institutions, religion in institutions, probation, parole, classification and case work procedure, crime prevention, and other phases of crime treatment, was worked up materially by the General Secretary of the Prison Association of New York, and was enthusiastically received by the many delegates. It should be recalled that the first of these Congresses was brought about largely through the efforts of the then General Secretary of the Prison Association of New York, in 1870. During the years the Association has not lost identity with these national gatherings, feeling that a definite contribution is made toward educating the public and those who attend, in addition to giving the delegates inspiration and a desire to continue in their difficult work. That those gatherings have contributed to the advancement of American penology is a certainty.

The following briefly summarizes the proceedings of the Congress:

The "miseries" that properly characterized most prisons of the eighteenth century was still evident in the discussions of the County Jail Section of this conference, where some nine papers were presented. Nevertheless the dominant note of the conference was away from institutions, both bad and good and toward the study and welfare of individual inmates.

Whereas, in previous years, the warden's problems of custody, discipline, diet, etc., occupied the chief part of the program, even their discussions now had to do with recreation, education, and the wholesome employment of prisoners.

This trend toward treatment rather than punishment of prisoners was further shown by the emphasis placed upon psychiatry, social background, and the rehabilitation of prisoners.

In other words, it was stated again and again that the prison system, conducted as an end in itself, has proven a failure. If continued, it must include not only correction, but constructive preparation for future citizenship.

As evidence in this direction, no less than eleven papers were read with reference to educational work in correctional institutions. Furthermore, adult probation was presented by twelve speakers, as a feasible method of dealing with offenders without imprisonment. The subject of parole was widely discussed in addition to the nine formal papers presented. In spite of the current criticism by the press on this subject, this conference was in agreement that, when properly administered, more paroles, rather than less, might well be granted, as the wiser way to deal with the offender, rather than merely with the offense.

It was made evident, however, that more and more of the states are realizing that parole should mean something besides releasing men without supervision. Wider co-operation between the different states is necessary in this connection. The principle of the Central States Parole Conference, organized in Illinois some five years ago has now been extended to twenty or more states with the title of Interstate Crime Commission. Under its provisions prisoners from these states, are interchanged for mutual supervision and protection. To be sure, this more careful planning of parole, and the requirement that all must have pre-arranged employment and sponsorship, has kept many inmates in prison for months, at the expense of the tax-payer, when they should be supporting themselves and their dependents. Yet all discussants agreed that such planned parole was both kinder and better than to discharge men with no responsibility for their welfare and recovery.

This point of view was emphasized in the opening address of the President, Wm. J. Ellis of New Jersey. He declared that the remedy for parole abuses is not abolition of parole, but placing it on a more scientific basis. He held that after the finding of guilty by the courts there should be "central sentencing and treatment tribunals," where intensive study can be substituted for hasty judgment. "Effective parole" Mr. Ellis stressed, "presupposes a plan of discriminating release. It assumes that after release, there will be careful supervision by trained parole officers under civil service, until fully adjusted from the restrictions of prison life to the responsibilities of freedom."

Another outstanding subject for discussion in this Congress was the matter of prison labor, or rather of prevailing idleness in most correctional institutions. Mr. Harold D. Donnell, Maryland's Superintendent of Prisons, stated that "at least 75,000 of an estimated 150,000 prisoners in the United States are idle, or dawdling at small tasks."

In urging more vocational training for convicts, Mr. Donnell declared that under present conditions of unemployment in prisons, "wardens are sitting on kegs of dynamite."

Twelve other speakers presented their views on this vexing problem of prison labor. No marked progress seems to have been made towards its solution. To be sure, the government Prison Industries Reorganization Administration, though of uncertain tenure, has made a wide and intensive survey of this situation. Their findings were presented to the Prison Congress, and the discussion was led by the valiant Prof. Louis N. Robinson of Swarthmore College, who has hopes. Neither this effort, however, nor the attempted Interstate Prison Labor Comports have as yet offered large promise of success. Meanwhile, many wardens reported at the conference that five or six hundred men in their prisons were idle in their cells, or fringing away their "time" in the prison yard.

Present at this conference was Mrs. Franklin D. Roosevelt, who spoke informally at a luncheon of the delegates. She said, "The crying need of the nation's penal institutions today is a more highly trained personnel, backed by a better understanding of the community." "The public," she declared, "should know a great many things it does not know." She issued a challenge to magazine and newspaper editors: "When you're going to write about something, suppose you take the trouble first to learn the facts about it at first hand." Communities should do their share in preventing crime, she said, while the prisons are doing the work of rehabilitation. This lack of public interest in the problem of crime, it would seem, was indicated by the limited publicity given to the conference, and by the small per cent of voluntary attendance by others than paid officials in the prison, parole and probation field of work.

Further evinced at this conference that other states are following the example of Illinois in providing for a better classification of prisoners. Pennsylvania, especially, in planning for a new reformatory and a maximum security prison will follow the pattern of Illinois' Diagnostic Depot and the Federal Bureau of Prisons in giving appropriate treatment and training for different types of prisoners.*

The printed volume of the Proceedings will carry a more complete range of the subjects and discussion.

Civilian Conservation Corps Not long after the Civilian Conservation Corps camps were set up the feeling developed among those having to do with persons on probation and inmates of reformatories and prisons, that the benefits of the CCC camps should be open to some of these persons. There was agitation for some time, resulting in considerable correspondence and the passing of resolutions, in all of which the Prison Association of New York participated. Finally, on the invitation of

* November-December, 1937, issue of the Journal of Criminal Law and Criminology.

Mr. Robert Fechner, Director, Civilian Conservation Corps, the General Secretary and representatives from Federal departments and private agencies met in Washington to discuss the desirability of revising the regulations of the Corps. Those advocating such revision made it clear that they had no intention of using the camps as a dumping ground for troublesome personalities, nor do they desire to have admitted to the camps those whose influence would be harmful. Yet their experience led them to believe that there are probationers and parolees who are suitable for the camps and who could be helped by the opportunities which they offer, and that this, in the long run, would make for community betterment. It was evident that Mr. Fechner was open-minded and sympathetic to the proposal, but it also was clear that those representing the war veterans and the Army were not favorably inclined. The next enrollment will be in January, 1938, and if there is to be any letting down of the present restrictions it very likely will be for the benefit of a small percentage of persons on probation.

Children's Court Pursuant to a resolution adopted by the State Jurisdiction and Legislature during its 1937 session, there was created a joint commission to examine into Juvenile Delinquency Commission investigate and study the existing facilities developed and provided for the care and treatment of children coming under the jurisdiction of the

Children's Courts and of minors 16 to 18 years of age now coming under the jurisdiction of the adult courts, and the advisability of changes in the present method of handling cases of minors 16 to 18 years of age either by extension of the jurisdiction of the Children's Courts, or by some other method. We recorded ourselves with the Commission partly as follows:

The proposal for the extension of the age limit of the Children's Court has been long under discussion in the State, especially in this city, and every now and then it flares anew. Further, there seems to be a growing trend toward the establishment of various kinds of courts. First, the Children's Court, then a Family Court, then a Court of Domestic Relations, and a Felony Court; and now we hear mention of a Wayward Minor Court, an Adolescent Court, and a Sex Offender Court. While there is considerable merit in some of these separations and classifications, the pity of it all is that there does not always follow the proper organization or equipment of these courts, with the result that they are not able to function satisfactorily in accord with the purpose for which they were established. Take, for example, the Children's Court in the city of New York. It is just about as under-staffed as some of the youngsters appearing before it are under-privileged or undernourished. For years it has been trying to do a good job, but really never has had sufficient tools; and the same can be said about the other courts, and likewise would be true if additional special courts were established.

While the Executive Committee of this Association has discussed from time to time the question of extending the age limit of the Children's Court, no formal action has been taken, but I am sure that the Committee would hesitate for some time before giving approval to a proposal that would add unwisely to the work of an already overburdened and inadequately equipped court, namely, the Children's Court.

Later the Association directed the attention of the chairman of the above Commission to the advisability of considering and supporting in 1938 the bill which failed in the 1936 and 1937 sessions

of the Legislature, having as its purpose the establishment of a Bureau of Crime Prevention as a part of the organization of the State Government.

Parole—New York State Institutions The State Division of Parole, which has the responsibility of releasing or supervising those who have been committed to all but six of the fifteen institutions under the jurisdiction of the

State Department of Correction, continues to be administered by three commissioners, who conduct themselves freehandedly, courageously, persistently, and intelligently, in an effort to discharge an important and difficult public responsibility. Regardless of all that might be said for or against parole in this State or any other State, the fact remains that a more conscientious group of parole commissioners cannot be found anywhere. They are obliged to decide the question of releasing large numbers of prisoners, and, in addition, are held accountable for thousands on parole. There need be no hesitancy in stating that the administration of the indeterminate sentence and parole has been advanced to a very high level, and this is gratifying to the Prison Association of New York for two reasons: first, because the Association is largely responsible for the introduction of the indeterminate sentence and parole in this State, and, second, as far back as 1916, before it became popular to criticize parole in theory or practice, and while, at the same time, the Association was doing parole work for the state without compensation, we began an attack on parole and continued it for years. Our fight for a full time service parole board, an intelligent procedure for the determination of fitness for parole, and adequate supervision of those on parole, was augmented by the findings of the Moreland Act Commissioner, George W. Alger, the so-called Baumes Commission during its existence, and, finally, by a special Committee appointed by Governor Roosevelt.

The records of the Division of Parole will show that men are not being released, so far as the Parole Commissioners can control, unless it is reasonably safe to allow them to be at large, and, second, that men on parole are being supervised to a much greater degree than ever before. It was exceedingly gratifying to this Association to have Governor Lehman speak so frankly and encouragingly on the subject of parole before the State Conference of Social Work, meeting in New York City during October, 1937. (See Appendix D, page 112.) What the Governor has to say about the parole situation in this State as it relates to the state institutions, is a vindication of the faith and efforts of the Association through the years.

Re-election of Sheriffs Believing that a sheriff who conducts himself properly and intelligently and faithfully discharges the duties of his office, should have opportunity to succeed himself in office subject to the approval of the people, the Association supported before the Legislature a bill proposing a constitutional amendment which would make this

possible. Prior to the general election of 1937 the Association conducted a campaign urging the voters to approve the constitutional amendment. This was done, and it is now possible for a sheriff to be re-elected.

Support of Bond Issue While holding that the establishment of a State debt as a general policy is to be avoided, the Prison Association nevertheless, because of inadequate accommodations and congestion in existing institutions, especially hospitals, urged upon its members and others in various parts of the State, through appropriate literature, approval of the proposition authorizing the creation of a State debt for the construction of additional charitable and correctional institutions. The people of the State, at the general election, gave their approval and there now can be expended, subject to legislative approval, \$40,000,000 for the more adequate housing of those in State institutions—hospitals and prisons.

Out of State Consultation Service Requests for the study and analysis of legislation or programs of treatment continue to come to the Association, and are dealt with to the best of our ability. As an instance, we had frequent

correspondence and the exchange of ideas with the Michigan State Prison Commission. The final request was to study legislation to set up a state department of correction, a better system of probation and parole, and a prison labor system. A similar request was received from the State Planning Board of Oregon. In this connection also we received frequent requests from the Council of State Governments, and a letter of acknowledgment, under date of March 12, to Mr. R. J. Wright, Assistant Secretary of the Association, reads:

We have received the carbon of your letter of March 2 to Senator Paul Jones, Jefferson City, Missouri, in answer to an inquiry which he sent to us.

We would like to tell you how deeply we appreciate the constant and timely co-operation afforded by Mr. Cass and yourself. Please be assured of our gratitude, and feel free to call upon us for any service that we can give you.

In letters received almost daily there is a wide range of requests for information relating to crime prevention activities, probation, the indeterminate sentence, parole, court procedure, institution administration, institution construction, employment of prisoners, etc. Such requests come from students, legislators, and public spirited citizens, as well as those identified with legislative commissions or responsible organizations. To do justice to some of these inquiries time is required.

Foreign Contacts and Visitors For years it has been the practice of the Association to keep in touch with developments in the correctional field in various countries, mainly through correspondence. This has resulted in the building up of a substantial number of contacts with responsible persons in countries abroad for the exchange of ideas and information. Through this procedure there has been a mutual helpfulness.

Another outcome of the system of foreign correspondence is the directing of foreign visitors to our office for information and guidance. During the year we have had visitors from England, China, Japan, and Siam, and, following its usual procedure, the Association arranged itineraries and introductions.

Tombs Interviews An important function of the work of the Prison Association involves the interviewing of persons confined in the Tombs Prison. For nearly as many years as this Association has been in existence, visits have been made two and three times a week, depending on the fluctuations of the turnover of the population. In order to acquaint the reader with the magnitude of this effort, the description of a typical day may answer many questions. On entering the institution a check is always made with the warden in order to ascertain if any particular cases have been drawn to his attention and in which this Association could possibly be of assistance. Occasionally he meets problems which his staff is not equipped to handle and the service of this Association is enlisted.

Interviews are then invited on each tier of the institution, and in 1937 over 2,500 of these interviews were held. Conversation with various keepers on the part of our representatives often results in the solution of some individual's problem. At the sight of the interviewers on the tier the inmates line up for their turn to discuss their difficulties. This man we are talking with now was arrested several days ago and is held for the action of the Grand Jury. He claims it was his first offense, and further questioning and a quick analysis of his attitude and demeanor indicate that his statement is apparently true. He admits being caught that night in the store but defends his actions by saying that he was long without a job, and the sudden illness of one of his small children prompted him to steal in despair. He was not successful in obtaining the cash he thought he might uncover in the rear of the store because an alert police officer heard strange sounds on the premises not uncommon to those of the non-professional thief. The result—held for grand jury action charged with attempted burglary. Funds still lacking, he requests advice as to how he might secure free legal assistance. He is told by the interviewer that his case will be brought to the attention of the Voluntary Defenders Committee of the Legal Aid Society who will then conduct an investigation of his financial resources. If it is proven that the inmate is without sufficient funds to retain private counsel, his case will be accepted by the committee for free legal defense.

But that is not all—what of the child who is still sick at home without proper care? His meagre savings on which he had been living, of course, were exhausted, and medical care was lacking. He was informed that others on our staff were in a position to call at his home and arrange adequate medical services and assist financially over the emergency period. With the taking of the necessary details and noting that this case is to be referred to our Family Service Bureau for attention, the next inmate takes his turn for an interview.

This is a Negro from the crowded section of Harlem and he states that he was "mixed up in a little knifin' affair." It seems that his lady friend has been paying a little too much attention to the other fellow, and not being able to locate him the inmate proceeded to take vengeance on her with the result that she is in a dangerous condition in the hospital. At present he is held pending the outcome of her condition. If she recovers he will be tried for assault or, if she does not recover, for homicide. He was fortunate in having had a job; in fact, his last check was in his possession amounting to \$55. Free legal advice was what he wanted, but because he had sufficient funds it was suggested that he retain his own attorney, and in the event that he did not know any that he request the court for assignment of counsel.

Several more men request the assistance of the Voluntary Defenders Committee and they are informed that should they be eligible for free advice under the restrictions set up by the committee, one of the attorneys would soon interview them.

Continuing on through the tiers and on each one repeating interview after interview and answering question after question, the tier reserved for homicide cases is reached. One of the keepers suggests that if inmate A talks to us that we act cautiously as he has a long record and has been known as a "prison lawyer." Such men have devoted their spare time in institutions reviewing the Penal Law, the Code of Criminal Procedure, the Attorney-General's opinions, etc., and feel they are well versed in judicial procedure. This fellow slides up to the interviewer, and in a confidential tone and out-of-the-corner-of-his-mouth voice proceeds to state why the prosecutor is holding him illegally, how the present charge is nothing more than a frame-up, and finally requests the interviewer to copy chapter so and so of the laws of 1926, section so and so, in order that he can better fight his case. He is forthwith advised that such a function is that of an attorney and not within our province. Then comes the "promise" that "when I get out of this jam I'll make it worth your while." It takes only a few minutes to conclude that this inmate knows far too much for his own good and when he sees the failure of his story to register he slides off to discuss with his associates the way he feels about the interviewer. To assist him would have been beyond our province in the first place, inasmuch as our representatives are not attorneys, and it would not have been in the best interests of community welfare to exert our effort with the hardened and confirmed professional criminal. If he had had a justifiable complaint it would have been different, but he merely wanted someone to "fall" for his tale of woe and intercede in his behalf.

Finally, reaching the first tier over two hours after entering the Tombs, a rather pathetic figure asks permission to speak. The wink of the keeper's eye is sufficient to indicate that this fellow has been in one of the local hospitals for mental observation and that he is still under constant observation on the tier. As he unravels a most fantastic story it is apparent that he is laboring under some mental difficulty. He talks for some time without making any request but apparently enjoying the fact that he

has found some one new to whom he can again relate the details of his case. This takes only ten minutes of the interviewer's time but it often makes the officials' task easier in that the inmate has had the opportunity of unburdening himself. Finally, the request is made that his personal property be secured from the city hospital and he is informed that it will be obtained and given to the warden and that he will receive it accordingly.

Just as the gong rings for the end of the recreational period, a young prisoner of about 24 summarizes his case by stating that in an attempt to obtain some extra funds he forged a name on a relief check which he found in someone else's mailbox. Forgery to him had seemed an easy thing to do because, after all, it was merely signing some other person's name, and the neighborhood grocer, where he planned to cash the check, would never know the difference. However, he made the mistake of signing the name in the presence of the merchant who, in turn, had apparently noticed some hesitancy and delay in forming certain characters of his writing. Acting on the pretense that he had not sufficient available cash he left the store for a moment only to return with the police officer assigned to the district. His knowledge of the question was not the true relief recipient. For his trouble in signing the check he now awaits trial for forgery and following disposition of this case, faces a Federal charge of mail theft. He requested free legal advice and was informed of the procedure of the Voluntary Defenders Committee, as are all persons requesting such assistance.

Usually the head-keeper and the warden are again contacted before leaving the institution for the day. Following this, the Voluntary Defenders Committee is personally contacted and cases referred to them for their attention. The service rendered by the staff of the committee under the direction of Edward T. Tighe, Esq., is most commendable and deserving of public support. The Association desires to again record its appreciation of the fine spirit of co-operation and helpfulness of the entire staff throughout the past year when 551 cases contacted in the Tombs by our representatives were referred to the committee.

Probably no other single institution in the world admits as many different persons in the course of a year as the Tombs. Serving the Island of Manhattan alone, this institution in 1937 admitted the astounding total of 31,748 different persons. It is conservatively estimated that each prisoner is handled at least three different times before the final disposition of the case, which further leads to the conservative estimate that the minimum turnover of population amounts to over 95,000. The handling of prisoners includes transfers to courts and hospitals, release and remands on bail, transfers to clinics and numerous other transactions, each entailing careful and detailed recording.

With such an enormous turnover of population it is little wonder that the vicinity of the Tombs and Criminal Courts Building is frequented and at times crowded by "steerers" and shyster lawyers

and bondsmen. Their procedure is usually legal but far from ethical, and it does much to lower the general reputation of the legal profession. In an effort to at least hinder and discourage these practices, the Prison Association co-operates with other bodies, and also warns many Tombs inmates to be alert to the unscrupulous methods of some of these attorneys. It is also gratifying to know that District Attorney Thomas E. Dewey has promised to direct his attention to this problem in co-operation with the police department and other agencies.

We again take the opportunity to record our appreciation of the continued and helpful co-operation afforded us by Warden William A. Adams and his staff, under whose administration an antiquated and inadequate institution is being as well managed as is humanly possible.

The Prison Association of New York would not now be embarking on its ninety-fourth consecutive year of activity if it proceeded in a sentimental and haphazard fashion. Such unending effort is the result of diligent and intelligent activity and observation. Throughout the work accomplished in the Tombs the question of a defendant's guilt is not of major concern as that is the prerogative of the people through the normal process of the law, but we are interested in the welfare of society through the crime-preventive measures that this service assures.

Employment and Relief Bureau

One of the primary functions of this Association—a function built around one of the original policies set up in 1844 following the first meeting of The Prison Association of New York—is

the aiding of the discharged prisoner in his efforts toward readjustment in the normal community.

Day after day, week after week, the steady stream of parolees and probationers never ceases to find its way to the doors of this Association. It would be no stretch of the imagination to term them modern Rip Van Winkles. Suddenly thrust into the outside world after months and years of well-regulated and disciplined activity, many without any form of a definite program, still others homeless and penniless, it is little wonder that our penal institutions are crowded with repeaters. With employment within our prisons at a minimum, with overcrowding the rule rather than the exception, and with many of the inmates' associates urging a continued career of crime, one frankly wonders why more discharged prisoners do not return. Possibly for years the prisoner's initiative has been dampened by firm discipline and on the day of release he returns to a society that knows initiative, among other virtues, as a controlling influence of one's existence. Undoubtedly, society's reception of a released prisoner immediately following his discharge, will do much to decide his future. It is at this point, then, that he needs intelligent yet firm advice and friendly guidance. Such relationship should be in the interest of society in general and not that type of relationship that merits the tag of sentimentalism. Furthermore, the relationship should be instigated

by a body enjoying the prestige and confidence of the public, built up only through years of tested service. It is at this point that The Prison Association of New York exerts its influence.

The question may be asked as to what type of men seek our assistance. In an attempt to arrive at a cross-sectional picture of the average client of the Employment and Relief Bureau, one hundred representative cases were studied. It was found that the average age was 35 years, that 65 per cent were of the white race, 34 per cent Negroes, and one per cent miscellaneous. The vast majority of our clients (in fact, all but 10 per cent) were citizens of this country. It is interesting to note, also, that 93 per cent of the applicants had well over an average of three years' residence in New York City. This may be influenced, to some extent, by the fact that we do not encourage applications for assistance by persons released from out-of-State institutions. Further study of this group indicates that 71 per cent were single men, and the remainder either married or separated.

A significant factor concerning the occupational history of this representative group of ex-prisoners is that 52 per cent could do nothing more than unskilled labor. Another factor worthy of attention is that concerning the number of men having previously served terms of imprisonment. This survey indicated that 71 per cent of the applicants had experienced previous commitments to penal institutions. It was found that 24 per cent had served their last term for the crime of petit larceny, 18 per cent for possession of narcotics, 14 per cent for grand larceny, and 11 per cent for the crime of assault. Seven per cent served their most recent term as sex offenders, and another 7 per cent for the crime of robbery. The remainder of the group served terms for such crimes as burglary, disorderly conduct, forgery, extortion, and unlawful entry.

It is interesting to note that 42 per cent of the group were known to this office but once, 18 per cent but twice, and the remainder three or more times. Of this group of one hundred cases, 96 per cent were referred with written statements by their parole officers.

The task of finding employment has again been the most difficult service to perform. This is made doubly difficult by the fact that 52 per cent are able to do nothing except the simplest form of unskilled labor. Add to this the fact that many unskilled jobs have been taken over as Federal relief projects, that it is impossible for a parolee to be admitted to a Federal CCC camp, and that the various labor unions have practically made it impossible for a man lacking the necessary fees to obtain such unskilled employment. Many other restrictions manifest themselves as soon as the applicant for a job discloses his past. Add to this complicated situation the fact that business and industry in general is experiencing a general recession, and a most serious state of affairs is the result. To illustrate, the following is a portion of a letter recently received from an inmate in one of the New York State Prisons: "I have written quite a few letters during

the past few months seeking employment, but I have not received even one reply. That is what I cannot understand. I am willing to labor or make myself useful generally, or serve an apprenticeship, or accept any other reasonable humble beginning just so long as it is a fair offer. . . . Everything considered, the whole is conclusive of failure no matter what I do and I sometimes think: what is the sense of concerning myself over so inevitable a conclusion. I may as well resign myself and adopt the cynic's view: that I have served five years and may as well put in the rest of my sentence until the maximum term has expired. I say I may as well, but I honestly don't feel that way. I still want a job, even one of those viewed askance by the free man. But . . . Is there anything you can do for me?" Such letters are typical of the many received at this office almost every day, and it is with such problems that the bureau, under the trained and experienced direction of Mr. Joseph C. Walsh, Jr., has to struggle.

The Employment and Relief Bureau extends monetary assistance, food and shelter to worthy and bona fide cases referred with written statements from their parole or probation officers. Advice concerning such items as procedure to follow in obtaining public relief, referrals to public and private employment agencies are offered, together with numerous other services dependent upon the particular case at hand. Throughout 1937, as in other years, special attention was directed to the recently released first offender, rather than to the more experienced criminal with a continued history of institutionalization.

This work is clearly a crime-preventive measure and the helping hand granted now precludes the necessity of the paying hand of the taxpayer later when through discouragement and rebuff the parolee violates the terms of his liberty.

The following compilation represents a statistical analysis of the work of this bureau:

STATISTICS OF EMPLOYMENT AND RELIEF BUREAU FOR 1937

Total interviews*	6,168
Interviews with clients	3,853
Different men interviewed	2,826
Men released from New York State penal institutions	2,229
Men released from New York City penal institutions	328
Men released from out-of-state penal institutions	208
Men on probation	40
Men with no criminal record (special)	21
Meals provided	2,826
Nights lodgings provided	8,051
Men placed in employment	2,237
Men given cash relief	1,184
Men given clothing	208
Total cash relief given	\$2,829.47
Total cost of meals and lodgings	\$1,772.89
Total amount spent solely for relief	\$4,602.36

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

Family Service Bureau In reporting the activity of the relief bureaus of The Prison Association of New York each year, one is apt to become weary in attempting to give virtually the same statement but in different phraseology. In this case, the story remains the same year in and year out, but it is always new in that at least two hundred new families rely each year on the assistance that the Family Service Bureau is able to perform. Families of preceding years no longer need depend on the tangible and intangible resources of the bureau because in many instances the father or husband, as the case may be, has been released from prison and has joined his family. But as each year passes there are always new individuals with new and sometimes baffling problems that shed new light on an otherwise old story. As President Roosevelt has so aptly worded it, "Each year, as we emerge further from the insecurity and want of the depression, we have a better right to look back with satisfaction at the ground which we have covered. But even while we can take satisfaction in this glance backward we have a serious inescapable obligation to look forward at the same time and to do it with honesty and vision. We must not forget that there are people who are still hungry, their children undernourished; that rags are the clothing of many of our countrymen and miserable shacks or crowded city tenements their only home."

With relation to our own city, the Mayor's Committee on City Planning has stated that in some sections of New York, notably Harlem, the population density runs as high as 2,460 residents to a block; the birth rate is far above the average, the death rate somewhat above; the majority of families pay \$30 a month rent or less, and that many blocks of houses are unfit for habitation. From such disgraceful situations many of our own families apply to the Family Service Bureau for aid. Such a case is that of Mary L. Mary, though that is, of course, not her true name, lived a comfortable and ostensibly normal life until the policeman in her district informed her one morning that her husband was at Police Headquarters following arrest for burglary. To Mary this was shocking news, especially since she was earning over fifty years of age and considerably dependent upon the waning power of her husband John, an electrical engineer. Fortunately, there were no small children to cause her worry, but one's own sense of insecurity and uncertainty does have telling effects. Surely, John would soon be home, but presently Mary learned that "soon" meant not before five years at the earliest. A friend suggested that she call at the Family Service Bureau of the Prison Association as she too had done some years ago. Accepting the suggestion, but still highly nervous and excited, Mary called and had a talk with the director, Miss Martha Freundlich, a highly qualified worker through training and experience. On the basis of the interview a home visit was immediately conducted and suggestions given as to how Mary could apply for home relief. The question as to how to survive pending the necessary preliminaries on the part

of the Emergency Relief Bureau was met through the granting of cash for food and rent. Finally, the monetary needs were met by the public relief organization, but a rather strange attitude was making itself apparent on the part of Mary. Serious discrepancies were noticed in her statements to various persons—possibly the shock to her well-ordered life of John's imprisonment was beginning to take its toll. There, then, is a problem that the average public agency is not equipped to meet. The government often has to step in and carry most of the financial burdens of the majority of needy families and individuals, but it cannot replace the private agency's personal interest in dealing with the unstandardized problems of society. The trained and far-seeing eye of the director of the bureau concluded that specialized and highly technical advice was needed. To briefly conclude an otherwise lengthy story, Mary soon was voluntarily and periodically visiting a competent psychiatrist at one of the mental hygiene clinics. These visits were made only after weeks of intelligent and intensive personalized work by the Association, but the value of the results in this one case far exceeds the hours of effort necessary for the achievements. Only through the work of the Association was the hospital for mental diseases deprived of another patient.

The Family Service Bureau accepts only the cases of families where the male, and usually supporting member, is at present serving a term of imprisonment. Many such cases are referred by the wardens of the various institutions and others by private and public agencies, friends and police officers. Financial relief is granted in emergencies or as supplementary to regular public relief. Such emergencies include necessary clothing, gas and electric expenses, fuel, moving expenses, and similar other essentials.

Another important function of the bureau that is *distinctly* crime preventive is the work performed with the children of the families. For example, some are referred to their school principals for Federal grants from the National Youth Administration, others for special psychiatric or psychological services. Summer-time means vacation time for most children, but with the children with whom we work it means only long hours in hot, crowded and dangerous city streets. Such children, whenever possible, are given the opportunity and experience of at least two weeks in camp. There, in a true character building environment, much is done to thwart the influences making for delinquency. Quite frequently, these boys and girls continue these relationships in settlement houses, Boys' Clubs, Boy Scout and Girl Scout troops, and church groups. In every possible case with which we come into contact throughout the year the children are placed in touch with the agencies in their neighborhood which can best fill their needs, as determined by a careful analysis of the whole problem.

During the future years, as in the past, the Prison Association will continue to maintain an important relationship with the fami-

lies of men serving terms of imprisonment. Whether or not the man is deserving of the sentence imposed upon him is not of major concern as that involves the process of law, but the family, suddenly left to struggle by itself, draws out every measure of effort at our disposal for their own protection and improvement which reflects itself in the welfare of the community.

STATISTICS OF THE FAMILY SERVICE BUREAU FOR 1937

Families under care January 1, 1937.....	436
New cases received.....	138
Old cases reopened.....	20
Total number of families under care.....	594
Cases closed.....	155
Families under care December 31, 1937.....	439
Total amount of cash relief given.....	\$3,348.19
Visits to homes, relatives and social agencies.....	613
Office interviews (involving advice, guidance and giving of material aid, etc.).....	930
Individuals provided with Thanksgiving and Christmas dinners.....	742
Children given toys at Christmas.....	251
Children sent to summer camps.....	20
Women and children referred to medical and dental clinics.....	72
Women and children referred to mental hygiene clinics.....	6
Women and children referred to settlement clubs, day nurseries, and church clubs.....	62
Women referred to the Legal Aid Society and the Voluntary Defenders' Committee.....	15
Boys referred to Boy Scouts, Boys' clubs and the Big Brother organizations.....	18
Boys and girls referred to Y.M.C.A., Y.W.C.A., Y.M.H.A., Y.W.H.A.....	13
Women referred to the Visiting Nurse Association.....	10
Women and girls referred to employment agencies.....	11
Eligible cases referred to public relief agencies (Board of Child Welfare, Emergency Relief Bureau, Veterans' Relief, Old Age Assistance).....	84
High school students referred to the National Youth Administration for allowances.....	214
Referred to Free Milk Fund for Babies, Inc.....	3
Clothing given.....	12
Emergency food orders.....	99
	118

DEPARTMENT OF CORRECTION—CITY OF NEW YORK

With the end of the year 1937, the first four-year term of the Fusion administration was brought to a close. Throughout these years the Department of Correction of the city of New York has remained under the active direction of Commissioner Austin H. MacCormick. During this four-year period considerable progress has taken place, some of which will be discussed in this section of the report.

Penitentiary of the City of New York

This institution is the major unit of the Department of Correction and continues to be ably and intelligently managed under Warden Richard A. McGee and his aides. The institution, located on Riker's Island and opened in June, 1935, has successfully experienced its "settling down" stage, and during the past year remarkable progress was noted. At the end of the year there were, in addition to Warden McGee, two deputy wardens, eight head keepers, and 183 keepers. As is the system throughout the Department, the uniformed personnel worked in eight-hour shifts.

The institution now receives all male offenders sentenced to the penitentiary and the workhouse, with the exception of those sentenced for only a few days. Such offenders are committed to the various district prisons. From Riker's Island transfers are made to Hart's Island and the city prisons requesting maintenance workers.

On December 31, 1937, there were 2,410 inmates confined in the penitentiary. The number of workhouse cases was so great as to make necessary the use of five dormitories originally intended for industrial use. This emergency arrangement is temporary, and due to the fact that the buildings are not designed for living quarters, it is hoped that some other solution will result.

The physical facilities of the institution enable the classification of inmates to some extent. Sex deviates are all housed in a special section under special guard and do not enjoy the prominence given them at one time in the old Welfare Island penitentiary. An isolation section makes possible the segregation of troublemakers and the chronic complainers. Similar facilities permit the administration to segregate all new commitments pending regular work and housing assignments. The dormitories house only those received on less than a three months' sentence.

Rapid progress is being made in the installation of additional safety devices, in the completion of the landscaping and grading projects, and in the usual clean-up work necessitated by a new institution.

The administration is fortunate indeed in being able to assign every able-bodied inmate some form of productive labor. However, the day is bound to come when the grading and landscaping projects are finished and other tasks completed, and with a view

to the future the expansion of the industrial program deserves a painstaking study. The laundry was opened April 1, 1937 and, according to both our own observations and those of the State Commission of Correction, is one of the best equipped, if not the best, in any penal institution in the State. The same can be said of the bakery. Both of these industries are hardly excelled by any similar industries in any penal institution in the country. The institutional laundry serves the penitentiary, City Prison, Queens, and the Departments of Health and Sanitation. Several inmates working in the laundry have been able to secure similar positions upon release. In addition to being of importance industrially, the facilities are as equally important vocationally. Both the laundry and the bakery, opened August 23, 1937, were prominently featured in special articles in the *New York Sun*.

Provisions are being made for the installation of a clothing and tailor shop, brush shop, shoe shop, and others.

The procedure followed by prisoners on their admission is a commendable one. The outer clothing of all inmates is laundered and dry cleaned and stored until claimed at the time of the prisoner's release. Complete clean clothing is issued and weekly bathing is a minimum requirement.

The State Commission of Correction officially reports that the hospital is not excelled by any hospital in any penal institution in the State. We would add to this by our own observations, and state that it ranks with few others as one of the best in the entire country. The facilities are also approved by the Council on Hospitals of the American Medical Association.

An educational program is in operation and instruction is furnished through WPA funds. Special classes for illiterates are held and several specialized courses are made available. The library has over nine thousand volumes and is directed by a trained librarian. The administration is alert to the need for an increase and expansion of both services, especially the educational program.

A serious need, and one recommended by the State Commission of Correction, is that of the establishment of an "in-service" training course for the uniformed personnel. It is hoped that such a program will be instituted in the near future.

Both the departmental, as well as the institutional, administration deserve commendation for the fine progress made at the penitentiary.

New York City Reformatory

This institution, located at New Hampton, Orange county, New York, was primarily designed, and is intended by statutory enactment, to be used only by males between the ages of sixteen and thirty, convicted the first time for crimes other than felonies. The law is definite on the point that the institution is intended for misdemeanants sentenced as first offenders. This law, chapter 659, Laws of 1910, section 93, specifically states that the insti-

tution should admit only those convicted "of any charge, offense, misdemeanor or crime, other than a felony, as a first offense. . . ." The reformatory is still forced to accept persons previously convicted, as well as those pleading guilty to a misdemeanor reduced from a felony. The entire purpose of the institution is defeated when such practices exist.

All persons committed to this institution are released subject to the action of the New York City Parole Commission, as are men sentenced to the penitentiary for indefinite terms. Reformatory inmates receive a cash allowance of five dollars upon their release, provided they have not served their term for violation of parole. The population as of December 31, 1937, was 398.

Steady progress continues to be made structurally and administratively under the leadership of Superintendent Frederick R. Sacher. There is no question that there is a general tone of improvement throughout this institution.

City Prison—Brooklyn

This institution is one of the most antiquated of the city's penal institutions, and due to its age and lack of facilities adequate for present-day demands, "doubling-up" is necessitated. This practice of two persons in a cell is one long decried by this Association and other bodies, but it is gratifying to report that a new institution is soon to be constructed. This fact was disclosed in our last annual report but various items have combined to delay actual construction. However, carefully worked out plans have been prepared and the formal approval of the architects has been granted. It is hoped that the demolition of the old building will quickly follow and the new construction be speedily pushed.

There is no form of institutional employment, except that performed for maintenance purposes by sentenced prisoners. As is the case with the Tombs Prison and several others of the district prisons, there are no opportunities for outdoor exercise. Walking about the cell tiers is the only form of exercise available, and this is permitted twice daily.

The population as of December 31, 1937, was 476 and the only adequate comment is to recommend that construction be hastened. The Department admits and recognizes the difficulties of administering an institution such as the present Raymond Street Jail, and the mayor has promised his assistance in bringing about a new institution in co-operation with other authorities.

City Prison—Queens

This institution is another of New York's antiquated and out-moded institutions. It can hardly be termed adequate to house the number of prisoners committed to it. The population as of December 31, 1937, was 196, and "doubling-up" is also necessary in this institution. The kitchen unit which has been standing

unused for some months has finally been made ready for use and is a considerable improvement. There is no employment with the exception of maintenance work performed by sentenced prisoners, as this also is a detention prison. The commissary is operative at this institution as in most of those operated by the Department of Correction. Inmates with funds may purchase from a supply of foodstuffs, candy, tobacco, etc. The warden of this institution is Frederick L. Morehead.

Fifth District Prison—Harlem

The Harlem Prison is another one in which "doubling-up" of inmates in cells is necessary. This practice is especially noticeable at times when wholesale police "round-ups" are made, and whenever the Tombs reaches its capacity. During the summer months the latter is often true. The population as of December 31, 1937, was 50.

Hart's Island Reformatory Prison

This institution receives prisoners only by transfer from Riker's Island Penitentiary. Many of those incarcerated are old men, cripples, those otherwise physically incapable of working, and drug addicts who are at least temporarily cured. The institution is located on an island reached by ferry from City Island, Bronx, and is under the supervision of Warden Joseph P. Byers. Mr. Byers' appointment followed the retirement of former Warden Michael Breen who left the department in 1937 after more than forty years of faithful service. Mr. Byers has had a long career in the field of penology and is well qualified to administer the affairs of this institution.

No important structural changes have been made during the year, but the plumbing is undergoing overhauling, the dormitories are receiving a new coat of paint, and a new visitors' building is being constructed at the ferry dock.

The institution has no auditorium and so that motion pictures may be presented, a makeshift hall has been set up on the first floor of an old shop building. The flooring is old, worn and dried, and the exits are limited, and the result is a formidable fire hazard. In this particular instance it would appear that the value of the motion pictures is far outweighed by the fire danger, and it is hoped that the administration can deal in some other and safer manner with this situation.

Due to the fact that many of the industries were transferred to Riker's Island Penitentiary, the question of inmate idleness continues to cause grave concern. All able-bodied men are assigned tasks but many of the projects are temporary in nature. This gives rise to the suggestion that continued attention be directed to the need of expansion of the labor problem. This is a serious problem which is aggravated by the age of the institution and the inadequacy of its equipment.

An educational program is lacking and while it is realized that many of the population, because of age and other reasons, are not subjects for such a program, there are the younger inmates who could undoubtedly profit thereby.

The New York Fire Department recently gave the institution a motorized pumper that was inadequate for city service but sufficient for institutional use until the arrival of the regular city apparatus from City Island.

The institution is severely handicapped in many ways, some of which concern the industrial situation and others concern the antiquated and inadequate facilities, but due to the fact that it houses 1,066 (as of December 31, 1937) it will require serious study and planning for the future.

House of Detention for Women

In contrast to most of the other institutions mentioned, the Women's Prison, from a structural standpoint, is but five years old and a decided improvement over the district prisons. It is considered to be an ideal jail for a metropolitan area and has been the model for institutions in other cities. It has been described in detail in previous reports of this Association, but the disappointing factor is that its facilities are constantly being taxed approaching the overflowing. Even in this modern institution the undesirable practice of "doubling-up" of inmates is necessitated. It will be noted under a following section of this statement concerning the departmental requests for the 1938 Capital Outlay Budget that an appropriation of \$1,205,150 has been asked for in order that an annex to this institution might be built which would accommodate an additional 370 inmates. This new annex, to displace the present Jefferson Market Court Building, if approved, would possibly be a combination court and jail.

One of the fundamental difficulties encountered in the administration of this institution concerns the necessity of housing court, as well as sentenced prisoners of all ages committed for a variety of crimes, together with material witnesses. In other words, this one institution houses all female prisoners within the city of New York—the diseased and the well, the young and the old, the first offender and the recidivist. This, while well intentioned, provided congestion in one building would not be the result, is nevertheless, a radical departure from the original plan relating to the establishment of the Women's House of Detention. The population on December 31, 1937, was 517, and with a capacity of 430, it can be seen that despite the recent construction of the institution, additional facilities are already in demand.

The sentenced prisoners in the institution are employed at a variety of tasks. Probably one of the main industries is that of manufacture of cloth goods. Such items as aprons, towels, men's shirts and pants, pillow cases and sheets are manufactured. Laundry work is done for the institution and some of the city prisons.

Much of the heavy maintenance work is performed by sentenced male prisoners transferred each day from the Tombs under special guard. Such prisoners are entirely apart from the female prisoners and supervision is constant.

Second only to the penitentiary hospital is the one at the Women's House of Detention. It is well equipped and a fine medical department supervises its use. The problems related to cases of social disease and drug addiction are especially predominant. An extensive dental program is also in operation.

Through a WPA allotment an educational program is made possible. Only sentenced prisoners are eligible for instruction and classes are conducted daily in elementary subjects and a few Public Library books are loaned to the inmates.

Recreation space is made available on the roof of the building and daily supervised recreational programs have been instituted.

A commendable service operating at this institution is that conducted by the Social Service Unit. The staff is supported through regular budgetary appropriations and is of considerable assistance to the prisoners confined in it. The House of Detention for Women is under the direction of Superintendent Ruth E. Collins, whose long years of specialized training and experience, initiative and vision have made her an outstanding worker in the care and treatment of female delinquents.

City Prison—Manhattan

Probably the most encouraging note concerning this institution is that funds are available for new quarters and that construction will soon be under way. Legislative action (chapter 97, Laws of 1937) made possible the construction of a new city prison, and it will be recalled that for years this Association and others have advocated modern facilities. The new Tombs, as mentioned elsewhere in this report, will be a section of the Criminal Courts' Building that is soon to be built across the street from the present structure. A gradually increasing daily population and lack of facilities make the new institution imperative. As also noted elsewhere, the number of different commitments in 1937 totaled 31,745, and an institution designed for decades past and with a capacity of 536, can not safely or intelligently handle such an enormous admittance rate. The daily average population of the Tombs in 1937 was 740, the lowest being 592 and the highest 875. The administration attempts what segregation the facilities allow and are successful in separating the drug addicts, venereal disease cases, and first offender minors. Some segregation according to the crime committed is possible with an average population but far from possible at times of serious overcrowding. Despite the segregation possible, the placing of two persons in a cell precludes its value. It is hoped that the additional facilities afforded by the new institution will somewhat solve the problem.

Various improvements and changes have been made during the past year, including the installation of modernized soundproof visiting booths, food passes in all cell doors eliminating the necessity of unlocking and opening each door at meal time, electrical rewiring, renovated heating boilers and other such improvements.

All new admittances are examined by staff physicians and treatment given where found to be necessary. A constant flow of drug addicts adds to the difficulties of administration, together with the problems attendant upon the handling of thousands of homeless vagrants, as there are no facilities where prisoners can be cleaned up on entering the prison.

As is the case with the rest of the district prisons, there are no recreational facilities available, with the exception of several hours' exercise on the cell tiers each day. Due to the fact that the Tombs is a detention prison, there is no educational program operated. An exception to this will be found in some foreign prisons of the temporary detention type.

Representatives of the Association have had close contact with the administration of the Tombs and have, therefore, been in a position to observe the institution under all conditions and with considerable scrutiny. Various suggestions have been offered from time to time and a spirit of co-operation has been maintained. This institution is under the able supervision of Warden William A. Adams.

Budgetary Appropriations

It is necessary to report again that the budget of the Department of Correction is still on the increase. Some of this was, of course, necessitated by the recent opening of Riker's Island Penitentiary, added personnel, and the higher costs of maintenance, while, on the other hand, a gradually increasing prison population is to blame. When one considers that the Department had 1,093 Civil Service employees on its rolls and 5,973 prisoners under its care on December 31, 1937, the high appropriation granted can be better understood by the layman. In spite of the fact that the budget represents an increase, we do not ordinarily make it a practice to always approve increased expenditures but, nevertheless, with these necessary additions there still exist numerous inadequacies as reflected in the compensation of the uniformed personnel, the lack of adequate facilities, the meagre sum given to discharged prisoners, etc.

For the year 1937 the Department was allowed an appropriation of \$2,080,163.10 for personal service and \$1,314,159.00 for other than personal service, making a total of \$3,394,322.10 for the entire year. This latter amount exceeded by \$116,524.50 the amount needed for 1936. The Departmental request or estimate for 1938 amounted to a total of \$4,834,894.21. As this statement is being written the final approved budget just received indicates that a sum of \$3,667,916.50 has been allowed for 1938. Of this total, \$2,404,161.50 is for personal service, and \$1,263,755.00 is for other than personal service. It is observed, then, that the 1938 budge-

tary requirements exceed the 1937 appropriation by \$273,594.40.

It is hoped that in the years to come the new City Prisons of Brooklyn and Manhattan will save the taxpayers money, as costly repairs and other items should not be necessary for some time. Repairs and additions to the present antiquated structures are enormously expensive in proportion to their ultimate worth and the newer institutions should eliminate this.

During December, the departmental requests for the Capital Outlay Budget for 1938 were submitted. The Department of Correction requested additional appropriations for such existing projects as the construction of barns at Riker's Island Penitentiary, and heating and lighting equipment at Hart's Island Reformatory Prison. Schedule B of this budget requests renewals of appropriations authorized in 1937, relating to the construction of a new city prison in Brooklyn, and machinery and equipment for the industries on Riker's Island. Schedule C—New Projects—requests funds for replacements and additions to the kitchen and laundry equipment at the various institutions and district prisons, additional facilities and officers residences at Riker's Island, New Hampton Reformatory, and Hart's Island. A new garage to house the department's motor vehicle equipment is also requested, together with other miscellaneous items.

The most important request, and probably the most seriously needed, is for funds amounting to \$1,205,150 for an annex to the House of Detention for Women. This would be erected on the site of the present Jefferson Market Court Building and would provide court facilities on the lower floors and quarters for 370 prisoners on six upper floors. The budget indicates that the new quarters would be connected with the present Women's Prison by a bridge, and that the cost mentioned above, is to include demolition of the present court building. As noted under a preceding section of this statement, the need for such an addition is acute because the present facilities are severely overtaxed.

The total of the Capital Outlay Budget requests amounts to \$2,270,377.00, of which \$1,929,775 would be secured by the sale of serial bonds, and \$340,602 through the issuance of tax notes. A further summarization of the budget indicates that of the total request, \$1,088,375 is requested for the renewal of appropriations authorized in the 1937 budget, and \$1,183,002 for additional appropriations.

General

One of the paradoxical features of the city's correctional system is the granting of the sum of ten cents on the release of each discharged prisoner who has served an indefinite sentence in the penitentiary. The taxpayers spend millions for new institutions, new equipment, added personnel, and expanded programs of treatment, only to nullify it all by the granting of one dime at the prisoner's release. Men may have served six months—one year—two years or three years—yet all receive ten cents—no more, no less. It is nothing short of ridiculous to expect any satisfactory

results from such a practice. There is no law providing that parolees from city institutions must have employment and a home before becoming eligible for release, as is the case with the New York State parolee. Therefore, many released prisoners, following a number of months in confinement, are thrown out on the city's streets literally penniless, homeless and jobless. The obvious question concerns the value of imprisonment even under increasingly scientific and intelligently administered institutions with excellent rehabilitative treatment programs, if such unintelligent and absolutely pointless action is to climax incarceration. The Prison Association of New York aids whenever possible, and to the best of its financial and moral ability, but despite the fact that 1937 witnessed our assisting 2,229 different men released from the city's penal institutions, there are many additional hundreds in need of assistance following release. It must be realized that the first few days immediately following release are the most crucial in the period of adjustment faced by the ex-prisoner. Oftentimes those just released are further discouraged by the city's lack of faith in their possibilities of resuming a law-abiding life as evidenced by the ten cents received. Would it not be a definite saving of the public's money over a period of time if more substantial action was taken on behalf of the city? President Franklin D. Roosevelt has appropriately stated that "To no other institutions of learning in the world do so many post-graduates return for advanced instruction as to those colleges of crime, which a still unenlightened civilization has erected for a quite different purpose." To those of us with the local situation in mind we marvel that not twice as many persons return to prison each year as the result of their failure of social and economic readjustment. It seems the only sensible, economic and intelligent thing to do is for society to grant a more substantial helping hand. So that there will be no misunderstanding, let it be said that this Association holds no brief for the experienced and confirmed offender and it feels that the longer many of these individuals are segregated the better society will be. On the other hand, it is only sensible crime prevention to adequately provide for those who have paid their debt to society, and toward this principle of economic, sane and intelligent crime deterrence the Prison Association will continue to direct its effort.

Conclusion

The Prison Association of New York, as has been stated previously, has always enjoyed the utmost co-operation with officials of the New York City Department of Correction and will continue to strive for a correctional system adequate for modern times, both in the light of economy for the already overburdened taxpayer and the protection of society through intelligent inmate rehabilitative measures.

LEGISLATION

During the legislative session the Association keeps a careful watch on bills relating to the administration of criminal justice. Approval, suggestions for improvement, or disapproval of bills, is registered with members of the Legislature, the chairmen of committees, and finally with the Governor. The views of the Association are made known, either by letter or memorandum, or personal contact, through our representative in Albany. Our stand on bills during the 1937 session is shown by the following:

Bills Approved by the Association

Senate Int. No. 6, Pr. No. 6: Proposing an amendment to section 6 of article 1 of the Constitution, in relation to trial by indictment. *Failed of passage.*

Senate Int. No. 7, Pr. No. 7: Proposing an amendment to section 2 of article 1 of the Constitution, in relation to non-unanimous jury verdicts in criminal cases. *Failed of passage.*

Senate Int. No. 9, Pr. No. 9: To amend the Code of Criminal Procedure, in relation to requiring certain grand juries to inquire into the disposition of indictments found within preceding calendar year and to make report thereon. *Failed of passage.*

Senate Int. No. 17, Pr. No. 1916: To amend the Executive Law, in relation to creating a division of crime prevention in the Executive Department, providing for its organization, and prescribing its powers and duties. *Failed of passage.*

Senate Int. No. 27, Pr. No. 609: To amend the Code of Criminal Procedure, in relation to the defendant as a witness. *Failed of passage.*

Senate Int. No. 28, Pr. No. 28: To amend the Penal Law, in relation to punishment for murder committed by a person engaged in the commission or attempted commission of a felony. *Chapter 67.*

Senate Int. No. 29, Pr. No. 29: To amend the Code of Criminal Procedure, in relation to examination on the voir dire. *Failed of passage.*

Senate Int. No. 101, Pr. No. 1790: To amend the Executive Law and the Correction Law, in relation to the Board of Parole and the unification thereunder of all parole systems of institutions under the jurisdiction of the Department of Correction, repealing section 304 of the Correction Law, relating to the Board of Parole for Westfield State Farm and transferring certain officers, appointments and records. *Failed of passage.*

Senate Int. No. 112, Pr. No. 478: To amend the Judiciary Law, in relation to the qualifications and exemption of women as jurors. *Chapter 513.*

Senate Int. No. 118, Pr. No. 1020: Proposing amendments to sections 1, 2 and 4 of article 5 of the Constitution, in relation to

providing for a Department of Justice in lieu of a Department of Law, and the appointment of the Attorney-General as the head of such department. *Failed of passage.*

Senate Int. No. 168, Assembly Pr. No. 2962: To repeal certain sections of the Judiciary Law and section 449 of the Civil Practice Act, relating to abolition of struck juries, foreign juries and special juries. *Chapter 532.*

Senate Int. No. 171, Assembly Pr. No. 2956: To amend chapter 346 of the Laws of 1897, entitled "An act creating the office of commissioner of jurors for each of the counties of the State of New York having a population of more than two hundred thousand and less than three hundred thousand," in relation to the summing of struck jurors. *Chapter 531.*

Senate Int. No. 179, Pr. No. 182: To amend the Code of Criminal Procedure, in relation to the failure of a defendant to testify and the introduction of testimony to discredit such defendant as a witness. *Failed of passage.*

Senate Int. No. 199, Pr. No. 816: To amend the Greater New York charter, in relation to the use of corporate stock and serial bonds. *Chapter 97.*

Senate Int. No. 222, Pr. No. 2178: To amend the Penal Law in relation to the investigation of applications for licenses to possess and carry concealed weapons prior to issuance. *Chapter 280.*

Senate Int. No. 362, Pr. No. 374: To amend the Code of Criminal Procedure, in relation to character evidence of defendant and repealing section 993 thereof. *Failed of passage.*

Senate Int. No. 515, Pr. No. 538: To amend the Correction Law, in relation to records of persons admitted to prisons, jails, or other institutions and in relation to physical examination upon admittance. *Approved in principle. Failed of passage.*

Senate Int. No. 517, Pr. No. 540: To amend the Code of Criminal Procedure, in relation to undertakings and commitments of material witnesses. *Failed of passage.*

Senate Int. No. 568, Pr. No. 624: To amend the Correction Law, in relation to reimbursement of the State for the care and maintenance of prisoners. *Failed of passage.*

Senate Int. No. 641, Pr. No. 685: To amend the Correction Law, in relation to the care and maintenance of prisoners in the State prisons. *Failed of passage.*

Senate Int. No. 802, Pr. No. 880: To amend the Labor Law, in relation to hours and days of labor of certain State employees. *Chapter 249.*

Senate Int. No. 804, Pr. No. 882: To amend the Labor Law, in relation to days of work of certain State institutional employees. *Chapter 146.*

Senate Int. No. 826, Pr. No. 904: To amend the Code of Criminal Procedure, in relation to taking of fingerprints for identification. *Chapter 418.*

Senate Int. No. 850, Pr. No. 2674: Authorizing the creation of a State debt to the amount of sixty million dollars to provide moneys, to be available for appropriation between January first, nineteen hundred thirty-eight and June thirtieth, nineteen hundred forty, for the construction of buildings, works and improvements for the State and the acquisition of real property therefor, and providing for the submission to the people of a proposition or question therefor to be voted upon at the general election to be held in the year nineteen hundred thirty-seven. *Chapter 717.* Approved by people at General Election, November 1937.

Senate Int. No. 1300, Pr. No. 1484: Proposing an amendment to section 1 of article 10 of the Constitution, in relation to the eligibility of sheriffs to succeed themselves. Approved by a majority of the people at General Election, November 1937.

Senate Int. No. 1351, Pr. No. 1556: To amend the Penal Law, in relation to lynching and mob violence. *Failed of passage.*

Senate Int. No. 1414, Pr. No. 1639: To amend the Correction Law and the Penal Law, in relation to commitments to the New York State Vocational Institution. *Failed of passage.*

Senate Int. No. 1475, Pr. No. 1722: To amend the Inferior Criminal Courts Act of the city of New York, in relation to providing for the appointment of city magistrates according to merit and fitness, and repealing section 16 of the Public Officers' Law, relating thereto. Approved in principle. *Failed of passage.*

Senate Int. No. 1476, Pr. No. 1723: To amend the Domestic Relations Court Act of the city of New York, in relation to providing for the appointment of justices of the court, according to merit and fitness. Approved in principle. *Failed of passage.*

Senate Int. No. 1477, Pr. No. 1724: To amend the Inferior Criminal Courts Act of the city of New York, in relation to providing for the appointment of justices of the Court of Special Sessions according to merit and fitness, and repealing section 16 of the Public Officers' Law, relating thereto. Approved in principle. *Failed of passage.*

Senate Int. No. 1595, Pr. No. 1888: To amend the penal law, in relation to a false report of a burglary or robbery. *Failed of passage.*

Senate Int. No. 1652, Pr. No. 1954: To amend the Judiciary Law, in relation to providing for the creation of a council on judicial character and fitness, prescribing its functions, powers and duties and making an appropriation for its work. Approved in principle. *Failed of passage.*

Senate Int. No. 1698, Pr. No. 2005: To amend the Code of Criminal Procedure, in relation to providing for the arrest and custody of persons freshly pursued in this state by peace officers of other states. *Failed of passage.*

Senate Int. No. 1701, Assembly Pr. No. 3057: To amend the State Charities Law, in relation to support of boys paroled from the New York State Training School for Boys at Warwick, and making an appropriation therefor. *Chapter 736.*

Senate Int. No. 1714, Pr. No. 2021: To amend the Correction Law, in relation to authorizing and providing for the establishment, operation and maintenance of an experimental State camp for the care, treatment, occupation and rehabilitation of adult male vagrants, tramps and inebriates, and making an appropriation therefor. *Failed of passage.*

Senate Int. No. 1941, Pr. No. 2338: To amend the Correction Law, and the State Finance Law, in relation to the General Fund of the State and transferring thereto money in the miscellaneous earnings fund of State prisons: convicts' deposits, and duties of the warden relating thereto. *Chapter 897.*

Senate Int. No. 2128, Pr. No. 2711: Making appropriations for the support of government. *Chapter 900.*

Assembly Int. No. 194, Pr. No. 194: To amend the Code of Criminal Procedure, in relation to stay, upon appeal to the Court of Appeals, etc. *Chapter 305.*

Assembly Int. No. 212, Pr. No. 1691: To amend the Code of Criminal Procedure, in relation to taking the defendant before a magistrate without delay and in relation to keeping a public record of the time of arrest and time of taking before a magistrate and repealing section 165 thereof relating to taking defendant before a magistrate. Approved in principle. *Failed of passage.*

Assembly Int. No. 279, Pr. No. 282: To amend the Correction Law and the Penal Law, in relation to contracts by boards of supervisors for keeping prisoners and legalizing, validating, ratifying and confirming certain contracts heretofore made therefor. *Chapter 264.*

Assembly Int. No. 318, Pr. No. 2167: Proposing an amendment to section two of article one of the Constitution, in relation to trial by jury. *Failed of passage.*

Assembly Int. No. 599, Senate Pr. No. 2591: Providing career opportunities in the public service of the State, creating a temporary standardization board, prescribing its powers and duties, ratifying and confirming existing titles of positions, and amending the Civil Service Law by repealing certain provisions thereof relating to salary grades and establishing minimum and maximum salaries and annual increments for positions in the competitive and non-competitive classes of the civil service of the State. *Chapter 859.*

Assembly Int. No. 609, Pr. No. 618: To amend chapter seven hundred and fifty-five of the laws of nineteen hundred seven, entitled "An act constituting the charter of the city of Rochester," in relation to authorizing the City Court and judges thereof to provide for the serving of certain sentences at intervals. *Chapter 43.*

Assembly Int. No. 728, Senate Pr. No. 1745: To amend the Correction Law and the Code of Criminal Procedure, in relation to commitments to the State Reformatory for Women located at Bedford Hills and known as the Westfield State Farm. *Chapter 354.*

Assembly Int. No. 850, Pr. No. 2705: To amend the Correction Law, in relation to classification of prisoners. *Failed of passage.*

Assembly Int. No. 1028, Pr. No. 2631: To amend the Civil Practice Act and the Code of Criminal Procedure, in relation to the impeachment of witnesses. *Chapter 307.*

Assembly Int. No. 1058, Pr. No. 2338: To amend the Correction Law, in relation to jail liberties in Erie county. *Chapter 223.*

Assembly Int. No. 1102, Pr. No. 1165: To amend the Code of Criminal Procedure, in relation to the disposition of fines paid to the keeper of the penitentiary in Erie county. *Chapter 790.*

Assembly Int. No. 1137, Pr. No. 1200: To amend the Code of Criminal Procedure, in relation to taking the defendant before a magistrate without delay and in relation to keeping a public record of the time of arrest and time of taking before a magistrate and repealing section one hundred sixty-five thereof relating to taking defendant before a magistrate. Approved in principle. *Failed of passage.*

Assembly Int. No. 1786, Pr. No. 2004: To amend the General Municipal Law, in relation to liability of municipalities for negligence in correctional institutions. Approved in principle. *Failed of passage.*

Assembly Int. No. 1849, Pr. No. 2085: To amend the General Municipal Law, in relation to authorizing the joint acquisition, construction, operation, maintenance, control and supervision of jails and lock-ups by two or more cities, villages and towns in certain counties. *Failed of passage.*

Assembly Int. No. 2393, Pr. No. 2984: To amend the Penal Law, in relation to the crime of carnal abuse of child of ten years of age and less than sixteen being a felony where there has been a previous conviction of certain crimes. *Chapter 691.*

Bills Opposed by the Association

Senate Int. No. 66, Pr. No. 1059: To amend the Penal Law, in relation to felons. *Failed of passage.*

Senate Int. No. 68, Pr. No. 68: To amend the Civil Service Law, in relation to restricting the Civil Service Commission from setting up rules in relation to educational requirements. *Vetoed.*

Assembly Int. No. 311, Pr. No. 1622: Creating a temporary commission to study the causes, extent and prevention of juvenile delinquency, for purposes of proposed legislation, and making an appropriation therefor. *Failed of passage.*

Assembly Int. No. 648, Pr. No. 659: To amend the Code of Criminal Procedure, in relation to the eligibility of attorneys and counsellors at law for appointment as probation officers. *Failed of passage.*

Assembly Int. No. 978, Pr. No. 1024: Proposing an amendment to section five of article four of the Constitution, in relation to commutations, reprieves and pardons after conviction in cases where the sentence is death. *Failed of passage.*

Assembly Int. No. 2358, Pr. No. 2817: To amend the Inferior Criminal Courts Act of the city of New York, in relation to investigation and remand of adolescent offenders. *Vetoed.*

APPENDIX A

CORRECTIONAL EDUCATION HERE AND THERE*

California State Prison, San Quentin

This prison, the largest in the United States, has conducted an extensive program of education for over a decade and has enjoyed unusual co-operation from the University of California, the State Department of Public Instruction, and the State Library Commission. It was probably the first prison in the country to make use of university extension courses, and California is one of the few states that has furnished such courses to prisoners without charge. As an outgrowth of the university courses, a system of intramural correspondence courses, sometimes referred to as the "letter-box school," has developed. These courses have been prepared by the Educational Department of the prison and are corrected there instead of being sent to the University. The University of California now permits a large percentage of its own extension courses to be corrected in the prison. It is interesting to note that San Quentin prisoners have from the first achieved high grades in the university extension courses and, in fact, usually surpass outside students.

The Department of Education is headed by a civilian Director but with that exception the personnel of the department, consisting of approximately 100 men, is recruited from the inmate body. San Quentin has an unusually large number of prisoners with high educational qualifications, including some with advanced degrees. The school is a functioning part of the State Public School system to this extent: after a probationary period of six months' inmate teachers may be certificated by the State Superintendent of Public Instruction; these teaching certificates are valid only for San Quentin but make it possible for prisoners studying under inmate instructors to receive certificates of completion which receive credit in the public schools of the State.

The normal teaching program for inmate instructors is about fifteen hours a week. They are also readers of correspondence courses. A training class for teachers, meeting weekly, is conducted by the Director. Once a week there is also a general meeting of the staff and faculty of the Department of Education. A monthly departmental paper, the *Educational Journal*, is edited and published by members of the educational staff.

The Department of Education is housed in a three-story concrete building, with a one and a half story annex. The larger building, completed within recent years, contains the offices of the

* A reprint from "Correctional Education," a publication launched by the Committee on Education of the American Prison Association on the occasion of its 67th Annual Congress held in Philadelphia, October, 1937. See page 38.

department, separate offices for the two correspondence divisions, desk space for teachers and correspondence course readers, lecture rooms of various sizes, a classroom for typewriting, 9 classrooms seating 30 each, a large room for drafting, and rooms equipped for teaching electricity, radio and allied subjects, navigation, and commercial art. Some of the rooms can be thrown together to form a lecture hall. In the annex are the library and vocational training classrooms. The amount of space available in the institution for vocational training is very limited.

The Department of Education has access to all inmates, for it is charged with the responsibility of interviewing inmates, when first received, to secure their personal, family, and criminal history, and giving them educational and personality tests during their first two weeks in the institution. The Stanford Achievement Test, the Otis Self-Administering Test of Mental Ability, and various others are given. The inmate's final assignment is based on these tests and on a number of interviews with inmate counselors and the Director of Education.

Men whose Stanford Achievement ratings are below the ninth grade level are expected to build up their standing by means of the local correspondence courses. These include standard academic subjects and a number of vocational subjects, among which are auto mechanics, placer mining, and Diesel motors. When an inmate has reached the high school level or his tests show him to be above the ninth grade level, he is eligible to enroll in the free university extension courses. These include all the regular courses in academic, cultural and vocational fields. He may take university examinations and receive regular University of California credit for work accomplished. Certificates of completion are given in both local and university correspondence courses. The correcting of 94 per cent of the university extension courses is now done by the educational staff.

The day school is in session throughout the year with brief vacations between terms. The regular school day consists of six periods of 50 minutes each, with 10 minutes intermission. Classes are in session from 8:00 a. m. to 11:40 a. m. and from 12:00 noon until 3:00 p. m. on weekdays. On Sundays the school period is from 8:00 a. m. to 1:00 p. m. About 250 courses are offered in a wide variety of subjects, ranging from the regular academic subjects to business courses, courses in art and music, and vocational courses. The range covered is from total illiteracy to college level.

On Saturday afternoons and all day Sundays, the school offers a number of lecture courses in various subjects. An outside speaker is usually secured from nearby universities or other organizations. Regular scheduled debates with universities and colleges are participated in by the inmates' debating team during the Sunday lecture period.

The latest enrollment statistics supplied by the institution are for September, 1936. At that time the total registration in the

school for the last biennium was given as 17,805, the average enrollment for local correspondence courses 612, and the average enrollment for university extension correspondence courses 429. The Director of Education is Dr. H. A. Shuder.

Connecticut Reformatory, Cheshire

Superintendent George C. Erskine reports:

The educational work is being carried on with a full paid staff. The courses are those provided for standard adult education through the eighth grade with an occasional pupil doing high school work. Books and equipment are kept up to date. School work is compulsory for those who cannot show evidence of having passed the eighth grade and who are not excused from studies because of mental deficiency, this being determined by the psychiatrist.

The library is a very popular branch of our work, is used for both reference and recreation. New books are periodically added to our supply and when so added are advertised on the bulletin board so all may know about them. Fiction and similar books are changed twice each week. Reference and study volumes are issued and changed under direction of the school principal.

New Castle County Workhouse (Delaware State Prison, Wilmington)

The latest report of the Warden, for the year ending November 30, 1936, contains the following statements:

Education: We are conducting our school classes this year under the direction of the State Adult Board of Education which provided the institution with three teachers, two for the main institution and a woman for the women's prison. Lectures are given on Monday nights. Regular classes are held Tuesday and Wednesday nights. It has been rather difficult up to the present time to get the proper attendance, but we are concentrating our effort on the persons entering the institution who are unable to read or write. This I think is very necessary, and I am hoping that at the end of our school period we will have a favorable report to present. In addition to the regular academic subjects which are being taught, there is also a class at the women's prison who are being instructed in the art of needlework.

Library: Friends of the institution donated books, magazines and papers. The Salvation Army donated religious papers each month. Numerous churches and citizens donated books and magazines which we were extremely fortunate in receiving. The library is under the direction of a long term inmate who takes great interest in his work and is doing an excellent job.

District of Columbia, Penal Institutions

Ray L. Huff, newly-appointed General Superintendent, reports as follows:

The D. C. Penal Institutions, consisting of a Jail located in the city of Washington, and a Workhouse and Reformatory situated on a 2,700 acre tract in Virginia approximately twenty-two miles from the city, have little to offer at the present time in the way of educational services. Library service, however, is in better position.

Jail: No educational work is carried out at the jail. Anything in this line would be done under extreme difficulties due to the nature of the institution. It is a detention house for those awaiting trial or sentence, with some few very short term misdemeanor cases serving their sentences.

With respect to library service, the Jail is, in effect, a branch of the public library. A representative of the library visits the Jail periodically, assists in the selection of books, and exchanges from 400 to 600 books each month.

Workhouse: There are neither educational or library services at the Workhouse. The institution has custody over short term commitments not exceeding one year and is devoted very largely to the thirty, sixty and ninety day misdemeanants.

Reformatory: This institution, dealing with inmates serving sentences of a year and a day to life, has limited educational facilities at the present time but fairly well developed library service.

Only within the last three years has provision been made for a paid instructor, and for nearly a year of that time we were forced to do without one, although inmates carried on in a limited way. In June of this year we succeeded in securing the services of an instructor who is now reorganizing the service and preparing some of the better educated inmates in the conduct of classes in elementary and such vocational subjects as electricity, radio, etc. The arts are represented by classes in music and painting, both of which are very popular, and in which the inmates demonstrate excellent development. Further work in this field will cover commercial subjects, drafting, and classes in conjunction with the industrial shops and the farm activities.

The library service at the Reformatory is, again in effect, a branch of the Washington public library, the institution having the privilege of calling upon the library for printed matter of all kinds in addition to its own library of approximately 3,000 books of fiction and 2,000 non-fiction. An inmate librarian keeps a record of the books, issues them on the request of the inmates, who are given the privilege of visiting the library for the purpose of ascertaining what is available, and is responsible for making up a weekly request for publications from the public library. The institution subscribes for twenty magazines, both fiction and non-fiction. In addition, the inmates have access to technical publications subscribed to by officers and employees.

Florida State Prison, Raiford

Up to 1935 the educational program here consisted of school sessions three afternoons a week, under inmate teachers supervised by the Chaplain. In 1935 the Works Progress Administration assigned teachers and printing materials and a full-time school was started for young first offenders. The school day lasts from 7:45 a. m. until 4:30 p. m. At the end of a three months' period the students are assigned to work and, after a lapse of three months, return to school if they wish and if they have shown aptitude and progress.

Instruction covers the first eight grades, with emphasis on the lower grades. Young white first offenders who have normal intelligence but are illiterate are required to attend school. The commercial department gives instruction in shorthand, typing, commercial law, Spanish, commercial English, penmanship, cartooning, art and bookkeeping.

Men are enrolled in school as a result of Stanford Achievement Tests and other tests, together with a study of as much of the social history as can be learned. The classroom procedure follows the contract plan, a modified form of the Dalton Plan.

Educational work is also carried on for the women inmates and includes instruction in the fundamental subjects, as well as in shorthand, typing and related subjects, fingerwaving and manicuring, and handicraft work.

There's a library of 500 volumes and approximately 40 daily newspapers and a dozen or more of the higher type magazines are received. Most of the library books and newspaper subscriptions are donations.

Illinois State Penitentiary, Joliet

Grade schools, whose curriculum is patterned after the elementary grades of the public schools of Illinois, are conducted at both the Old Prison and the Stateville branch. Educational work is under the supervision of a civilian Superintendent of Education, who must divide his time between the two branches. The teaching staff is composed of 24 inmate instructors. They are given a fifteen-week course of teacher training and each has a syllabus which indicates exactly what ground is to be covered in each course.

There are four classrooms at the old prison but at Stateville it is necessary to use the large circular floors of two of the cell houses. Inmates who are attending school are assigned to certain galleries in the cell houses and the teaching staff has been assigned to a single gallery in a cell house where the school is located.

The school year lasts from August 15 to June 15 and classes are held both morning and afternoon, five days a week. Students attend classes half a day only. The attendance at the old prison for the past year averaged 210, while in Stateville the average attendance was 180.

Since June, 1934, examinations have been given to graduates of the eighth grade class by the Will County Superintendent of Schools. Those who pass are given regular diplomas.

About sixty courses of high school grade are offered by the Stateville Correspondence School, which was organized in January, 1933. With the exception of four courses based on lesson sheets supplied by the University of Chicago, all the lesson sheets have been prepared by the school staff of 8 inmate instructors, who also correct all the papers.

Enrollment in the Correspondence School is on a voluntary basis and the courses are available to any inmate of an Illinois institution who has an eighth grade education or its equivalent. If an inmate has money, he is required to purchase the text-books necessary for his course, the price of which averages about a dollar. Those who are without funds are supplied with books and paper.

After a course has been completed, the student is called to the school office and given a proctored examination. A high school diploma, which carries the same recognition as the diploma of a standard high school, is issued to all students who have satisfactorily completed thirty courses. Certificates of completion are also issued when the work is completed. These certificates are recognized by the freshman, sophomore, and junior years have been completed. These certificates are recognized by Illinois public schools. On January 1, 1937, 240 men were enrolled in the Stateville Correspondence School. Since its inception its facilities have been extended to 1,043 men. An attractive printed bulletin describes the courses offered by correspondence.

The library is under the supervision of the Supervisor of Education but is directly in charge of inmates. It contains 13,000 books and has an average circulation of about 6,000 books a month. Each month \$150 is spent on new books.

Illinois State Penitentiary, Menard Branch

The work being done by the educational department at Menard is divided into four parts: classroom instruction, cell study courses, high school subjects carried on through the cooperation of the Stateville Correspondence School, and special subjects for vocational study.

The classroom instruction is elementary. Inmates whose previous education has been less than third grade are encouraged to attend classes but are not compelled. All who are able to read and to write when they enter school are given an achievement test, and are then placed in the group where they will profit most. The school term of nine months is divided into three lesser terms of three months each. At the end of each short term the school is reclassified. The teaching is done by inmate teachers. The textbooks used conform as nearly as possible with the textbooks of the elementary schools of the county. Special lessons have been prepared in each subject, in each grade. This enables the students to advance uniformly, in case a teacher is transferred in the middle of the term.

The seventeen courses offered in cell course work, which is similar to correspondence courses, are elementary in subject matter. The men who enroll for this type of study have, in most cases, completed the seventh grade. Each man is permitted to carry two subjects at a time. Credit is given for each subject completed and when eight courses have been completed and an examination passed, an eighth grade diploma is issued.

The work being done by correspondence through the Stateville Correspondence School enables inmates to do high school work. Only those who can give positive proof, either by having a diploma or by passing a standardized test making them eligible to attend high school, are permitted to begin a course. The inmates incur no expense, as all text-books and stationery are furnished by the institution.

Courses in shorthand and typing, classes in which student barbers are taught physiology and the anatomy of the human body, and courses for those inmates who wish to carry on study, at their own expense, in some vocational subject of their choice, receive cooperation and encouragement from the educational department.

During the past year 120 were enrolled for classroom instruction, 405 in cell study courses, 64 in Stateville correspondence courses, and 43 in special courses.

The Chaplain is the institutional librarian. He has several years of teaching experience in public schools. There are 7,637 volumes in the library. During the past year (1936-37) 23,444 pamphlets and magazines were given to inmates. The library was the recipient of gifts totaling 459 volumes, and acquired 1,215 books, including gifts and purchases at an average cost of \$436 each. Bibles and certain other purely religious books acquired are not included. The monthly circulation is about thirteen thousand books. Of this number between five and six thousand are educational or non-fiction books.

Indiana Women's Prison, Indianapolis

This institution receives both short term and long term women. Major emphasis is placed on training in domestic pursuits, which most of the women follow, but classes in simple arithmetic, better speech, reading and writing are also held. There is a class in child care, and closely allied to this, one on home care and management, designed to fit a woman not only to be a better housekeeper in her home but to assume full charge of a household for an employer. In the penal department, class attendance is optional. It is obligatory for long term women of the correctional department and for all illiterates.

Other activities include the dramatic club, which gives a monthly play, a scrap book club, two choral societies, and an after-dinner discussion of current events and civics during the winter months. When classes are not in session during the evening the school room is used as a social and reading room. The library contains over

1,600 volumes and new books are added periodically. The library is in charge of an officer with inmates as assistants. The institution subscribes for a number of magazines and receives gift subscriptions also. About 50-75 per cent of the women draw books weekly, about 35 per cent being regular readers.

Iowa State Penitentiary, Fort Madison

The educational program consists of day classes covering the first five grades, an extension division supplying correspondence courses, and a small amount of vocational instruction, chiefly in agriculture. The educational program is in charge of the Chaplain. The school principal, an inmate, and the inmate teachers receive fifteen cents a day as pay. During the summer of 1936, several prospective teachers were given a course of training by an outside educator. Teachers work in the day classes each morning and in the extension division during the afternoon.

The day classes are held in the prison chapel from 7:15 a. m. until 11:20 a. m. daily, except Saturday. They are open on a voluntary basis to those who lack a fifth grade education. They use standard text-books and follow the pattern of the public schools. In addition to the three R's, the upper grades include courses in general science, physiology (personal and public health), English grammar, and a combined course in civics and United States history. The average daily attendance was 111 men in 1936.

The extension division offers correspondence courses, prepared and corrected in the institution, in English grammar and mathematics and in a few special subjects. Text-books and materials are provided at no cost to the inmate. The extension division operates throughout the year, although the day classes are closed during the summer months. From 150 to 250 men are enrolled for correspondence courses, depending on the season.

The library contains over 9,500 books and subscribes to 46 different periodicals, over 350 magazines being received on subscription each month. The monthly library circulation is about 12,000, one-third books and two-thirds magazines. The library is supported by a fee of twenty-five cents charged all sight-seers who go through the institution. About 200 new books are purchased each year from lists furnished by the State Librarian and censored by the Warden. The printed catalogue and call-card system is used.

Iowa Women's Reformatory, Rockwell City

This reformatory operates a large farm on which the women work. They receive vocational instruction in the work of the institution, especially for domestic pursuits. There is a baking department, a canning department, and two full-time sewing departments, one of which conducts classes in fancy work and the other in knitting, two afternoons a week.

Every afternoon, during the winter months, from 1:00 to 2:30 p. m. there is a class in shorthand, typewriting, business English and spelling. On two afternoons a week there is a class in current events and on the alternate afternoons one in stamp collection. A class in Bible study is held each afternoon.

Among the morning activities are classes in etiquette, house-keeping and maid work, and cooking. A recent innovation is a course in telephone switchboard operation, established through the co-operation of the telephone companies and taught by a retired operator. Music instruction is given by a trained person.

The women are assigned certain hours when they leave their classes and go to the library to read. In addition they may take books out of the library.

Kansas State Industrial Farm for Women, Lansing

Superintendent Sara Mae Cain reports:

Here at the Industrial Farm we have girls and women of all ages. A little over fifty per cent of our population are State girls, who are here with criminal records. The others are Internes girls, who are here for treatment of venereal diseases. Because of the wide range of ages and because the Internes are here for an indefinite period, we do not have a regular classroom educational system. It is our aim to teach the girls how to do practical work.

Each of our departments is manned by inmates under the supervision of an officer. The departments include housekeeping, laundry, kitchen, hospital, sewing room, bakery, field work, and dining rooms. We attempt to place the girls where they are most capable and often transfer them from one department to another. The work is closely supervised and we feel that we have sent many girls away from here with a much better working knowledge than they had when they came to us.

We do not have an organized library system. This Institution is built on the cottage plan and several magazine subscriptions are taken for each cottage. The individual girl may take any additional magazines or papers if they are mailed directly from the publisher.

Kansas State Penitentiary, Lansing

Rev. Fred B. Benson, the Chaplain reports:

We are doing our bit toward building up a helpful prison educational program though progress is slow. We have a paid full-time teacher who has the school in charge. Those who desire educational privileges are given the opportunity of attending school although illiterates are assigned only as they request it. The most popular course is the Shorthand and Typing class, some of the pupils being placed as stenographers within the Institution and as efficient as any.

Some work in College Extension is also encouraged, one of our number faithfully preparing himself in a course on Air Conditioning and the Diesel Engine. In the extension field we have quite a class in Bible study also.

Our equipment has not been the best until recently when a new building was completed, housing our school on the third floor. This will greatly aid us in making a better school at Kansas State Penitentiary.

Kentucky State Penitentiary, Eddyville

Warden W. Jess Buchanan reports as follows:

The Kentucky State Penitentiary has a fairly well established educational program of four years' duration, of which we are proud considering the facilities, or lack of same, which have beset our path in forming and continuing this program. Immediately after prison contract labor was abolished, we found, of course, a great number of inmates on our hands with nothing to do and, although our educational program prior to that time was fairly well established, the abolishment of this labor and resultant idleness of the men created an imperative need of a more expansive program and, in reality, marked the inception of our educational program on a larger and more comprehensive scale.

Our last scholastic period, ending last May 21st, began with an enrollment of some 400 pupils and ended with an enrollment of 544, of a total population of 1,450 inmates. The elementary school itself embraces from illiteracy to the 7th grade. In addition to the above program, we have recently established an electrical training class which has been well attended.

As an adjunct to and supplementing the previously described branches of education, we have a well equipped prison library, which provides a wide range of literature to the men at all times, including the more popular weekly magazines. We have been seriously handicapped in our educational efforts, due to the fact that no specific appropriation or allotment from the State budget has been provided for this purpose. However, we have had the full co-operation of generous citizens and public libraries and agencies throughout the state in supplying us with current issues of practically all magazines and other pamphlets, also with valuable texts and treatises.

The above program in full has been under the supervision of a competent educational director, ably assisted by inmate teachers and librarians.

Maryland State Penal Institutions

Harold E. Donnell, Superintendent of Prisons, and C. F. Lustnauer, Educational Director, report:

Since February, 1934, the Penal Institutions of Maryland have conducted an educational program financed at first by the Adult Emergency Education Administration and later by the Works Progress Administration. This program has functioned five hours a day, five days a week, for twelve months of the year. In the early days about half of our teaching force came to us with some

background of training and experience in the public school; later, we were forced to get our teachers from the Relief Lists of the Assignment Division of the W.P.A., and so had to institute an intensive program of training on the job. Also, the quota was reduced to a point that made it necessary to curtail the program.

Our present program includes courses planned to reduce illiteracy and to aid those more advanced in academic work, for both men and women; instruction in band, and vocal and instrumental music, for men; sewing and related arts, for women; and recreation and dramatics, for women. The number of enrollees during July was 610, with an average daily attendance of 421. The work was carried out by fourteen civilian teachers, each assisted by an inmate helper.

We have broken away from the stereotyped routine of the graded school, and unselected mass-treatment has been replaced by a plan that groups men into small homogeneous units determined by educational accomplishment plus a consideration of individual interests and aptitudes. The grade idea and the grade school curriculum have been disregarded. Instead, the program has been purposely made elastic and modifiable. Readjustments from time to time are made whenever groups show signs of becoming heterogeneous. There is no set time for promotions or transfers. Changes from group to group are made any time the instructor and the educational director are convinced the individual's educational and social interests and needs will be better met.

At the end of each month teachers rate each man as to Attitude, Effort, and Progress. Teachers are not told to cover so much work in so many weeks. They are instructed to "know their men," and then plan with the Director of Education how fast and how far to carry them from where they are to where they can go. Weekly meetings and daily visits and short conferences help all concerned to keep in touch with individual and group problems.

During the past month (July) one thousand new books have been added to the Maryland Penitentiary library and five hundred new books to the library of the State Penal Farm. These books were carefully selected to fit local needs and interests. Fully one-third of these purchases were of the non-fiction type.

Our hopes are for funds, facilities, and opportunities to develop a broader program that will attract a better trained personnel, provide for a correspondence division, encourage hobby activities, and permit a correlation with the vocational and industrial departments of the institutions.

Massachusetts State Prison, Charlestown

Warden Frank J. W. Lanagan reports:

Our teaching staff consists of two civilian teachers who are employed in the Boston School System. These men supervise the actual teachers, who are men picked from the inmate population. Our school is divided into nine grades and each grade is sub-divided into two or three classes arranged to meet the requirements of the individual students.

We also have special classes for advanced students in shorthand, bookkeeping and music. In shorthand and bookkeeping courses we teach the pupils the fundamentals and principles so that they may get a fair working knowledge of each subject. Inmates who are more advanced than these classes or who want to study some particular subject are taken care of through the University Extension Division of the State Department of Education. These courses are provided free of charge by the State. There were about 80 men who took advantage of these courses last year.

In the library we have a total of 9,200 books, 4,200 being non-fiction, and 5,000 fiction. It is estimated that about 4,500 books are circulated each month. There are a number of journals and periodicals available but none is subscribed to by the institution. Individual inmates can obtain reading matter direct only from the publishers unless they draw from the library. The State permits an appropriation not exceeding \$500 a year to be spent for the purchase of books. All books admitted to the institution are censored by the Warden or Chaplains. The size of the library, as well as other institutional regulations, makes impossible the use of the library for actual reading purposes by inmates.

Massachusetts Reformatory for Women, Framingham

The Director of Education and the Librarian report:

The education department at Framingham is as old as the institution, though from year to year different aspects of the work have been stressed. Some subjects have always been available: for instance, English for the illiterate, handicraft, the household arts, group singing, and group discussion on current events. In early years the educational department was headed by the chaplain, aided by one or two full-time teachers; at the present time the staff consists of the director, the gymnasium teacher, and the art teacher, but added to this are about twenty institution officers who teach one or more classes in their particular fields. The number of these supplementary teachers varies, as do the subjects taught. For example, the librarian conducts a poetry class, the parole secretary gives shorthand, a volunteer worker takes charge of typing, and the head nurse gives a course in home nursing. As the demand for particular classes arises, or a staff member has the necessary interest and background to teach a given subject, a class is established whenever possible.

The schedule for the fall term is not yet complete, but it is planned to include the following: beginners' English, letter writing, elementary and high school subjects as requested, university extension work by correspondence course, current events, a class studying famous biographies, typing, shorthand, and a discussion group considering details of employment as applicable to our women.

At the art centre, a separate small cottage, various phases of art work and nature study are offered for beginners and advanced

students. Of special importance is a class in woodcarving which is open to both staff and students. The gymnasium curriculum includes group sports, tumbling, dancing, and exercise classes. Various work groups have banded together for regular discussion periods, bringing up problems relative to their work—the diet kitchen students meet with the dietician, the nursery helpers widen their knowledge of child care under the leadership of the head nurse. The music teacher coaches the glee club, gives individual piano lessons, and conducts regular singing for the entire group.

Because we must consider our population as adults, the youngest being 17, we shall continue to put the main emphasis on such practical subjects as the household arts, cooking, sewing, dressmaking, budgeting.

The educational department, which includes entertainments, operates on a budget of between \$800 and \$400 a year. There are three school sessions, of about 10 weeks each; during the summer outdoor activities are stressed rather than academic subjects. The whole educational program at Framingham is an elastic one in which the needs and desires of each woman are considered, and her program arranged according to her physical and mental endowment, and with regard to her life in the community.

The library, with the strong backing of \$500 a year, a professionally trained, full-time librarian, and a pleasant, accessible room, fills a large place in the recreational and intellectual life of the institution. It is open to all students during recreation time; they may select books from the collection of 6,500 volumes and check them out for two weeks. The average circulation for the last three years has been about 5 books per student* per month. Books in foreign languages are available for non-English reading students; shelves of books for collateral reading in various classes are displayed. There is a separate book case for professional literature, and the librarian helps with bibliographies for staff members doing research projects.

Massachusetts Reformatory, West Concord

Of a population averaging 900 male inmates, over 500 attend evening school regularly. There are nine rooms with thirteen teachers, teaching eighteen sessions of two hours each, twice a week on four evenings. Instruction is given in the eight grades and five Special Classes: a class for illiterates, and classes for those who are interested in Drawing, Bookkeeping, English, and Civil Government. All classes are taught by civilians, most of whom are in the teaching profession and serve the institution on a part-time basis.

The text-books are adult, insofar as possible, and all work is taken up from the adult point of view. Debating is carried on between classes of equal grades, and several debates with outside

* Editor's Note:—All women in this reformatory are referred to as students.

teams have resulted in Reformatory victories in every case. Evening School is optional to those who can pass an eighth grade test. The Special Classes, however, are always well filled.

The Evening School is supplemented by the Trades School and by the other occupational work done in the institution. The Trades School consists of classes in Printing, Plumbing, Pattern-making, Woodworking, Tinsmithing, Automobile Repairing, Blacksmithing, Machine Work, and Brass Foundry work. It is planned to add a course in Electric Wiring in the near future. Some of the equipment for this shop has already been purchased.

In addition to the above facilities, a special Act of the Legislature gave the right to use State University Extension Courses for the inmates, without cost to them. During the year past, 181 inmates have satisfactorily completed such courses, and the present enrollment in them is 104, and is on the increase. Anyone taking such courses must complete them satisfactorily, or be deprived of the privilege of taking others.

There is a Library of 6,000 volumes. It is growing slowly, and the room in which it is kept has been very carefully redecorated and completely refurnished. All of its furnishings were made in the institution. Besides the books there are several thousand magazines, which are loaned to inmates. Through the charity of friends outside the magazine list is becoming more extensive.

Physical Training Classes are held for all three hours a week, under the direction of a Special Instructor.

Michigan State Prison, Jackson

The Department of Education of this institution, one of the largest prisons in the country, is headed by a civilian director with the following assistants: Supervisors of the Academic School, the Agricultural School, the Commercial School, Vocational School, the Department of Musical Education, an Athletic Director, and a Librarian. An unusually large number of good classrooms and excellent facilities for vocational training are available in the institution.

Educational work is compulsory for all those who have not completed the sixth grade. High school courses may be taken on a voluntary basis and certificates given by the prison high school are accepted by the public schools of Michigan. Those who cannot attend school can take extension courses (correspondence courses corrected in the institution), which they study outside of working hours.

Vocational training is given by the Commercial School, in which a number of students annually receive awards for proficiency offered by outside agencies, the Agricultural School, which offers a wide variety of practical courses under the direction of a graduate of the Michigan State College, and in institutional shops where approximately 250 students receive full-time instruction. Interesting sections of the Vocational School are a course for inventors and a

Department of Aviation, with a trainer which has all the controls of a large plane and all of the movements but is securely anchored. Avocational courses are given by the Arts and Crafts Department and by the Fine Arts Department.

Recognizing the lack of suitable textbooks for adult beginners in English, Jackson has produced its own series with the co-operation of educational experts from the University of Michigan. A series of spelling lessons, correlated with the reading texts, has also been produced. Other items in the program worthy of note are the courses in speech correction for handicapped inmates and the courses in occupational therapy for mental cases.

A library of 17,231 volumes has a yearly circulation of 123,704. Of these, approximately three-fifths are fiction. In addition to the library there is a rental book club called the Reading Circle, to which prisoners with sufficient funds can subscribe, and a Magazine Club operated along similar lines.

The average educational enrollment for the year 1936-1937 was 1,341.

Michigan Reformatory, Ionia

Warden Garrett Heyns reports as follows:

The Michigan Reformatory School is twenty-six months old. Originally the Academic School occupied five rooms on the second floor of a spacious building and the Vocational school occupied the first floor. Today the Academic School occupies the entire building and the Vocational School has moved to another building for more adequate quarters.

The Academic School teaches all elementary grade and high school work. The Vocational School is able to train men in almost any trade but emphasizes the departments which will train men for jobs calling for men now. At present special emphasis is being placed on Diesel Motor operation and maintenance.

Enrollment is voluntary on the part of the men but over fifty per cent of them are engaged in some sort of educational work. The extension department, where the lessons are given to the men in their cells, is active. Every man taking up extension work in his cell must be on some work assignment. The high standards are maintained in order that the credits may receive their proper value.

We have been very successful in teaching our illiterates to read. The text "Riding Thru The Ages" was written especially for these men and has proved its worth. It utilizes the visual method and presents what these men need. It seems to be impossible to secure textbooks that will fit the men in the grades. We are writing our own books to fit this need, eliminating all superfluous material and emphasizing fundamentals.

The commercial department is the most popular of all. It is the busiest as well as the largest. New courses are added as needed and the interest never wanes. Advertising and Salesmanship courses will be organized this fall.

Our Daily Progress Charts are helping in the supervision of inmate instructors. At the close of every period the instructor

must evaluate the work of every man in his class. This chart comes to the office at the close of the week, where the results are compiled on a Master Chart. At the end of the month examinations are given and the results are checked against the progress charts. The teachers and the men enrolled seem to like the idea.

Spelling and penmanship are required of every man enrolled, and are non-credits. All protests have ceased long ago and there is a real, honest effort made to improve in these subjects. At various times different penmanship papers are posted to show the improvement and the best ones are used as samples for the cell work.

All credits are approved by the State Department of Public Instruction. The Public Schools of the state are co-operating with us splendidly.

The Library at the Michigan Reformatory contains some 3,074 volumes of fiction and non-fiction and 575 Bibles. The quarterly circulation of fiction is approximately 15,000, of non-fiction 1,800, and of Bibles about 200. Subscriptions are entered to the best magazines which are available to all inmates of the institution. Magazines are also donated to the Library and the quarterly circulation of magazines is approximately 2,200.

We have a Book Club with a paid membership of 80. After the volumes they have purchased through this membership have been read by all members, they are placed in the Library for general circulation. This serves as a means of adding to the Library and is especially valuable when only a limited amount is available for the purchase of books. Recently a complete set of National Encyclopedia in ten volumes, and A History of Nations in twenty-five volumes were added to the Library.

Minnesota State Reformatory for Women, Shakopee

This institution has a capacity of only 84 women and employs one teacher, who also has charge of the library. During the past year the school was in session from September to June, eight hours a day, six days a week. Each student had at least one hour of classroom work each day. The work ranged from the first grade to courses of high school and college grade, the latter in English and in American literature. Special emphasis was placed on English in all classes. In the history classes much use was made of current events and of educational broadcasts over the radio.

During the year an intensive study was made of Minnesota and the students completed a book called "Our Minnesota," which included a variety of material about the state.

In 1935 the library was moved to the rear of the school room and since then has been closely coordinated with the educational program. It contains about 1,260 volumes, over a third of which are non-fiction. This does not include textbooks. The institution subscribes to 24 magazines. The annual appropriation for library books is \$80. The average number of readers through the winter months is about 70, of a population ranging from 73 to 88.

Montana State Prison, Deer Lodge

The educational program is in charge of a Supervisor of Penal Education supplied by the Works Progress Administration. There are seven inmate teachers, and during the winter months there is an average daily attendance of about 90 men. The single school room was furnished by inmate labor and is equipped with books and supplies for the most part donated by educational organizations or school systems. The room seats from 70 to 90 persons.

Instruction is given in the first six grades and some men have taken up mechanical drawing, story writing, and arts and crafts. A few men are studying common school subjects in their cells in addition to those who go to school. The present program has been going on for two and a half years and it is reported that all the illiterates are now able to read and write and some of them have progressed to the fifth and sixth grades.

New Hampshire State Prison, Concord

Rev. W. S. Bassett, the Chaplain, reports as follows:

In our school work we have found that individual instruction is better than group work, as some of the scholars can advance much more rapidly than others. Our first attention is given to helping those unable to read and write, but as we have not as many illiterates as in former years we have more time for helping others in the more advanced studies. Opportunity is provided for those who desire to take correspondence courses under the direction of the State Board of Education, and one man has about completed a Correspondence Course in Mechanical Drafting with the International Correspondence Schools.

We have in our library 5,510 books. Of this number 3,236 are fiction and 2,274 are non-fiction. In addition to this we have 46 different magazines. Last year there were loaned from our library 17,771 books of fiction, 9,101 books of non-fiction, and 9,791 magazines,—a total of 36,663. During the year we have added 215 books—by purchase 213, by gifts 2. For this we have received about \$225.00—\$192.00 for new books and \$33.00 for library equipment and supplies. In addition we have received a gift from a friend interested in our Institutions of \$53.50, with which we have subscribed for 39 magazines.

New Jersey Reformatory, Annandale

S. H. Souter, Jr., the Superintendent, reports as follows:

There are at present 120 men enrolled in school classes out of a total institutional population of about 450. These men are distributed among seven classes. Each class meets five days a week for a half-day session. There are four teachers. Three classes meet each morning and four each afternoon.

After the initial period of four weeks in the reception college, each new commitment must attend school for a half-day every day

for the following three months. While he is in the reception cottage each inmate is given an educational achievement test. The results of this test are used as the basis of his school assignment.

The seven classes are divided as follows: one illiterate group; one upper primary; one lower intermediate; one upper intermediate; one lower advanced; one upper advanced; and one high school group. Students are transferred from group to group as their progress warrants.

Members of the advanced group may complete, while in the institution, the work corresponding to 8th grade work in the State educational system. In that case they are awarded a diploma. This diploma, bearing no reference to the institution, and countersigned by the County Superintendent of Public Schools, is recognized by the State Department of Education as satisfactory for high school entrance. During the past year twenty-four members of the population have received these diplomas.

An additional incentive toward the completion of the 8th grade work is the policy of the Classification Committee of the institution of offering a month's reduction in time to those inmates who complete the work and have a satisfactory conduct record as well.

At the end of the three months' period of compulsory school attendance, further attendance is voluntary. Assignment to attend school after that period is made by the Classification Committee at the time of the inmate's first classification, three months after admission.

Of the 120 men enrolled in the school at present, 37 are attending voluntarily; they have completed the required three months' period and have chosen to continue.

In the primary groups emphasis is placed on reading, spelling, elementary number work, correlated to some extent with institutional activities, civics, and personal hygiene. The intermediate groups continue the work of the primary groups, with the addition of some social science and additional emphasis on civics.

In the advanced groups, effort is devoted mainly to meeting the requirements of the State for the completion of the elementary school work and entrance to high school. The high school offers General Science, Physics, Algebra, English, History, Civics, and Commercial Arithmetic. Members of the class concentrate on various ones of these subjects, according to their individual interests. Members of this class who have some interest outside the usual curriculum may devote most of their time to it. They sometimes combine work on some correspondence course with attendance at this class. Spanish is available as a club activity in the evenings.

To a limited extent, the work in the school is arranged to give students specific training for the vocational activities to which they are, or will be, assigned. Printers stress English, capitalization, punctuation, spelling. Carpenters stress work in numbers, problems in area, estimation of quantities, and the like.

The distribution of the school population into classes is as follows: illiterate and primary 32; intermediate 33; advanced 28; high school 27. The median academic achievement of the incoming population is at the sixth grade level.

The school is housed in a new recreational and educational building containing four classrooms, gymnasiums, shower rooms, dressing rooms, toilet, and offices. Text-books, supplies, and equipment for the school are furnished by the State. One need felt by the school is that of a greater variety of books for supplementary reading.

There are usually about a dozen inmates at any one time taking correspondence courses. Subjects have been bookkeeping, commercial art, practical electricity, shorthand, business correspondence. These courses are obtained through the Osborne Association and Rutgers University.

EDITOR'S NOTE. In addition to the formal educational program described above, Annandale carries on a significant program of cottage and club activities which are semi-educational in their nature and tend to promote social education particularly. On Sunday evenings committees from all the cottages meet in the Administration Building to discuss questions which have come up during the week concerning the recreational program and the routine of the institution. After this meeting is over, a meeting is held in every cottage at which the members of the Cottage Committees give a report of what was done at the joint meeting. Club activities, carried on largely in the evening hours, include the following, among others: history club, science club, press club, carpentry club, handicraft club, mechanical drawing club, art club, penmanship club, discussion club, auto mechanics club, glee club, and debating club.

New Jersey Reformatory for Women, Clinton Farms

The school year 1936-37, which closed in June, opened last October with an enrollment of 149 in the daily academic classes, 24 in typewriting, and 81 attending the special advanced classes. The work consisted of 10 daily classes in academic work, 5 daily classes for near illiterates, 4 daily typewriting classes attended by 74 women during the year, 2 daily classes in beauty culture, and 7 special classes once a week in the following: foods, home-making, library work, manners, music appreciation, and public and conversational speaking. These courses were ten weeks in length.

Extra curricular activities open to the women include two ten-week courses in baby hygiene, two to three rehearsals weekly for the choir, one night weekly at the library, one night weekly at the movies, two evenings a week and Saturday afternoon for supervised hikes and inter-cottage baseball, and three to four evenings a week and Saturday afternoons for play rehearsals and pageants. A Christmas pageant was given in December, a minstrel show in February, and a performance of "Little Women" in June.

The library contains approximately 3,300 books and the circulation is about 7,000 volumes per year. Twenty-seven magazines and two newspapers are regularly subscribed to. In addition to the regular evening session, the library is open four afternoons a week from 3:30 to 4:30.

New Jersey Reformatory, Rahway

Lt. W. E. Kulp, the Superintendent, reports as follows:

The New Jersey Reformatory at Rahway was established in 1901 and provided an academic department with the usual grade setup. This continued until 1932 when, in an analysis of the situation, it was determined that new objectives could be attained, more in keeping with the industrial type of institution, in which group this institution is classified, having a resident population at the present time of 850.

Every inmate when received in the institution has a pre-classification period of approximately three weeks. During this time he is interviewed by the Psychological and Educational Departments and is given a group of tests which will ascertain his achievement level, his aptitude and his limitations. He also attends an Orientation Class. In this class he is instructed in the general procedure and practice of the institution and is told what is expected of him and what the institution has to offer him.

A three-level plan of administration, consisting of special classes for illiterates and borderline cases, the intermediate group whose achievement level is third to sixth grade, and the advanced group from the sixth grade, has been utilized. With this are a class in industrial arts which provides instruction in mechanical drawing, lettering, blueprint making and reading, free-hand drawing, show card writing, a commercial department in which typing, stenography, bookkeeping and general office practice are taught, and a vocational department which handles courses for those men who show special ability in shop practices and procedures. The men attending classes go to school a half day and to work for a half day.

Small group projects have been established utilizing material gained from modern text-books, from various companies operating in the special field, and from any other possible source. Necessary material is mimeographed on a job unit basis and all old text-books have been removed from service. The physical structure was modernized to meet the change in methods of instruction by removing the old school desks and seats which so often reminded the individual of something he had striven to escape in previous years and which seemed to form a definite barrier between the instructor and his class, replacing them with movable tables and chairs.

Musical instruction has been brought under the supervision of the school and has been reorganized. In addition to the band there are several singing and instrumental organizations of varying types.

A monthly rating scale for classroom records combined with a monthly rating report from the shop is used as a basis for recommendation, shop assignments, reclassifications, and prognosis for parole.

The library has been given a thorough combing with the assistance of a representative from the State Library Commission and has resulted in the elimination of several hundred obsolete volumes and the replacement with modern books on technical subjects as well as fiction. There are now available approximately four thousand volumes of good reading material in addition to special requests supplied by the State Library Commission and donations from various sources. The library is accessible to the entire population during their recreation period. The weekly attendance approximates 50 per cent of the population in the summer and 70 per cent in the winter.

The Commercial, English and Library Departments combined to publish an eight-page publication. The commercial department is responsible for the mimeographing of approximately a million sheets a year, which includes the monthly publication, annual report of the institution, inter-departmental notices and shop and school reports.

In addition to the foregoing, correspondence courses are available for those individuals who by demonstration of ability and aptitude have indicated the value to the individual of instruction in technical or mechanical subjects beyond that offered in routine shop production. These men receive necessary assistance from school and shop instructors and have evidenced excellent progress in the courses offered.

The establishment of a motor repair instruction unit on general automotive work is to be effective upon the delivery of necessary equipment.

New Mexico State Penitentiary, Santa Fe

A. F. Darr, Educational Supervisor, reports:

An educational program was begun in April, 1936. Since that time an Educational Supervisor has been employed. Since New Mexico is a bi-lingual state, illiteracy and the inability to read, write and speak the English language correctly present two major problems: teaching academic subjects to beginners, and to intermediate groups.

There has been much progress in the two above mentioned groups. Several beginners have progressed in reading and writing as far as the average fourth grade level in six months; the intermediate group has also improved in reading, writing and speaking the English language.

Other academic subjects which are an integral part of the educational program are those of the upper elementary grades: Bookkeeping, Typing and Shorthand.

Vocational training is received in the various shops and includes carpentry, sheet metal, motor mechanics, plumbing, electrical work, laundry work, printing, tailoring, shoe repairing, broom making and blacksmithing.

There are two separate libraries: the Institution library and the School library. Funds are insufficient, but some donations

of books are received. Special effort is being paid to building up the libraries.

In the future classes will be individualized. A general shop will be established as soon as possible; here students will meet to put theory into practice. In this shop hand weaving will be taught, and it will also be a meeting place for those who have a hobby. In the near future Educational Pictures and Physical Education will be an integral part of the educational program.

New York City Institutions

Educational work in the institutions under the jurisdiction of the Department of Correction of New York City is a comparatively recent innovation. It is now being carried on at the Riker's Island Penitentiary, the House of Detention for Women, and the Reformatory at New Hampton, the three major institutions for sentenced prisoners. At all of these institutions the sentences are comparatively short, and the House of Detention handles trial as well as sentenced prisoners. It has not yet been possible to get an adequate personnel set-up in the regular budget and extensive use is made of Works Progress Administration supervisors, teachers and librarians.

At Riker's Island there is a Director of Education who is on the Department payroll and has civil service status. There is also a paid Instructor in Physical Education. The W.P.A. educational staff consists of a head teacher and 11 teachers. They conduct a day school, chiefly for illiterates and beginners but extending some opportunities in more advanced courses. Intramural correspondence courses are being developed under the direction of an educator experienced in institutional work. He serves Riker's Island on a part-time basis while taking graduate work at Columbia University. Vocational training is given in several of the maintenance activities, notably the bakery and laundry, which have elaborate modern equipment.

At Riker's Island the music program is in charge of W.P.A. workers, the staff consisting of a head music teacher, three music teachers and one assistant. Instruction is given in various kinds of instrumental music.

At the House of Detention for Women there is a head teacher and a teacher, and until recently there was a teacher of arts and crafts. Another assignment will soon be made to the last-named position.

At the Reformatory there are two teachers and 20 vocational instructors on the regular staff. A day school, covering the lower grades, is conducted and vocational instruction is given in a wide variety of occupations. This institution has recently been made an annex of the New York Industrial High School by vote of the Board of Education. Six trained vocational instructors have been assigned to the institution and they will give vocational instruction on exactly the same basis as in the New York City industrial high schools.

The library program of the Department has expanded greatly in the last four years. It is in charge of a trained Supervising Librarian, who also acts as the resident librarian at Riker's Island. There are nine W.P.A. librarians at Riker's Island, one at the House of Detention, one at the Reformatory, and one at the prison on Hart's Island. New books are purchased periodically from the inmates' commissaries fund and large numbers of books in good condition are donated by the New York Public Library. Hundreds of magazines are contributed weekly by news dealers and are bound in stiff paper before being circulated. Standard library methods have been introduced in all the institutions. Approximately 60 per cent of the inmate population of the institutions make use of the library, a substantial percentage of the books circulated being non-fiction. At the Reformatory, where there was previously almost no reading, 96 per cent of the inmates made use of the library during the month of August. At Riker's Island 72 per cent of the population were library patrons in August.

It is hoped eventually to have permanent staffs of teachers and librarians in all the institutions for sentenced prisoners.

North Carolina Prison System

J. A. Capps, the Educational Director, reports as follows:

The educational program for the North Carolina prison institutions had its beginning just two months ago—on the first of July of this year. Only experimental work has been done thus far. The Director, who has been in educational work all his life, has had no practical experience in the prison field.

The State W.P.A. Educational Director has approved 25 teachers, and doubtless will certify others shortly. These teachers are engaged in instructing illiterates, or those men who left school before completing the grammar grades. Instruction is being offered in the Central Prison and in several of the small highway prison camps.

Two librarians and two recreational teachers for the Central Prison are also being furnished by the State Works Progress Administration.

Since the prisoners must work a good portion of the day, only evening classes are offered in the highway camps, and attendance is voluntary. It is found that about 50 per cent of the men in the camps in which instruction is provided are enrolled. Men who cannot read and those who have long sentences show more interest than do those who can read and those whose term of incarceration is for a brief period.

The next step in our educational organization, after the elementary division is properly organized, is to institute a vocational program which will be integral with the rehabilitation department. The Classification Board is now studying the men and their several abilities and inclinations with the idea of trying to equip, as nearly

as possible, the individual to live a normal life when he returns to society.

Private citizens, State officials, and civic organizations are co-operating with the Division of Prison Education, and doubtless a worthwhile program will evolve in the near future.

Ohio Prison Farm, London

Chaplain Curtis E. Shields reports:

The slogan of our school system is to make it possible for every man to write his own letters, to read simple English, and to figure his own accounts. We have a population of 1,650 and their average age is 35 years. Ten per cent of these are classified as illiterates. In the winter one-half of the 10 per cent are in school; in the summer considerably less. Many of those not in school have families depending upon their earnings; others are too old to profit by it.

We have one large school room and make use of discarded school books from public systems. Our efforts cover the first six grades of common school work, giving a little more advanced work when occasion demands. We use from six to eight inmate teachers and a considerable part of the work consists of supervised study. Monthly examinations are given and occasionally the Stanford or other achievement tests are used. The men are promoted as fast as their work justifies.

Only those who ask for the privilege are put in school, and when a man enters he is given to understand the schoolroom is neither a play house nor an idle house. No guard is assigned to the school and the problems of discipline are negligible. The lack of finances has always been a handicap, but despite this we have achieved some very commendable results.

The library, like the school, is a part of the Chaplain's responsibility. We have never had the money to spend for books or magazines, but through donations we have accumulated a library of six thousand volumes. Two-thirds of these are fiction but the library also contains some history and a few reference books and encyclopedias. The library is well classified according to the Dewey Decimal system, and we keep one man busy with repairing and re-binding books.

A catalogue is placed in each dormitory, and books are issued to the men three times a week. When it is possible the men come to the library for their books; otherwise the books are delivered to them in their dormitories. We issue from ten to twelve hundred books per month and about the same number of magazines. In some cases we sew together magazines containing a good continued story and issue as a book. In special cases, for serious-minded men wishing a special study of some certain subject, we are able to secure the loan of books from the state library at Columbus.

Ohio State Reformatory, Mansfield

Superintendent Arthur L. Glattke reports:

In brief, our program in the past has been to have our inmates attend school one-half day and work in our factories, which operate under the State-Use system, the other half day. Our schools were purely academic and included the grades from first through ninth.

Realizing that industry demands skilled workers and that "blind-alley" occupations lead to unemployment, relief and then crime, at the present we are re-organizing our entire school curriculum.

It is our purpose to include in our academic program only grades from one to six. At the completion of the sixth grade, we will direct our inmates into one of the nineteen trades. The trades are being organized on a strictly vocational basis with correlated academic studies taught in rooms adjacent to the shops.

This program, we hope will eventually become one of the finest in the United States and we are bending our every effort with the further assistance of the Department of Public Welfare and our Director.

Oregon State Penitentiary, Salem

The report of the institution for the biennial period ending June 30, 1936, forwarded by J. W. Lewis, the Warden, contained the following references to education and the library:

It is my recommendation that the legislature make provision for a full time educational director who would be capable of directing a practical educational program suited to prevailing conditions here, so those who wish to study during spare time would be better able to do so. Any assistants needed could be secured from among the inmates, a number of whom are well educated. Suitable quarters should be provided for such an undertaking. The state library has been furnishing some well-prepared reading courses to a large number of inmates who desired further information on some subject in which they were interested. The University of Oregon has been providing correspondence courses to all prisoners desiring to avail themselves of such courses.

The prison library contains over 3,000 volumes touching on such subjects as science, literature, art, travel, history, etc. Technical books are very much in demand. Catalogues of these books are placed in each cell and inmates may have such books as they desire to read brought to their cells, where they may be read after lockup time of an evening.

Western State Penitentiary, Rockview Farm Prison, Bellefonte, Pa.

Rev. C. F. Lauer, Chaplain and Restoration Director, reports:

The Rockview Farm Prison, branch of the Western State Penitentiary, Pittsburgh, has an average population of 900 male inmates transferred from the Western and Eastern State Penitentiaries.

The elementary educational program consists of six months' compulsory schooling for those who have not reached the fourth grade.

The Stanford Achievement Test is administered at the end of the three months' period. At the time of the first test 88 men were enrolled in the school: 40 elected to take the test and 34 passed the fourth grade.

All of these inmates were rated below the fourth grade by the educational director of the institution from which they came, yet by a little effort they were able to brush up and give a good account of themselves. At the end of the second semester the school enrollment was 61. Thirty-one took the tests and 20 passed with grades of 4-6. Thus 54 men successfully passed the fourth grade school requirement. Inmate teachers are used. The Chaplain supervises and directs the Educational Program.

The advanced school work is limited to five months with two classes per week. Professors of the Pennsylvania State College are used as instructors. The inmates are permitted to select the type of courses to be offered. These courses are all practical and are arranged to meet the needs of the class.

Credits toward an industrial diploma in the Extension Division of Penn State are given. Those who finished the course to the satisfaction of the instructor were given 32 hours credit. Eighty-seven completed the school year, taking the following courses: Radio Construction and Repair (2 professors). Elementary Diesel Motor Construction, Electric Arc Welding, Dairy Husbandry, Poultry Husbandry and Shorthand and Typing.

Piano instruction was given over a three months' period. Fifty-five were enrolled in the class.

No credits are given in the Art class. A Pre-parole class is attended by all men before they are released. At least four lectures are given by an experienced psychologist on the problems of the outside and how to meet them.

Pennsylvania Industrial School, Huntingdon

This walled institution, used for the imprisonment of youthful offenders during the past fifty years, is to be replaced in the near future by a new institution to be located five miles from Harrisburg. This institution will have a capacity of 1,400, with 900 cells and rooms comprising a medium and minimum security section, and 500 a separate secure custody section.

The aim of the educational program at Huntingdon is stated to be social education, to be achieved through academic and vocational education, worth while leisure-time activities, and other features of the institutional program.

Vocational training and experience are afforded in the following occupations: the building trades, the mechanical trades, the service trades, food handling, music, office practice, furniture manufacturing, printing trades, commercial art, and agricultural pursuits. The furniture factory and the printing shop are state industries, but all other shops are engaged in construction, maintenance and production for the use of the institution.

In 1936 an exhaustive study of the educational program was made by the State Department of Public Instruction and a printed report was published. This report is of value and interest to all institutional educators and officials.

Among the many changes effected by the present administration, partly as a result of this survey and partly because of subsequent experiences, the following are cited by the Educational and Vocational Director, W. J. Jones:

A dual system of academic and vocational education has given way to a coordinated program and the direction of the total training program placed under one administrative officer having the title of Educational and Vocational Director.

Dalton plan classes have been replaced by graded schools providing instruction of elementary character from illiteracy through eighth grade. Below fifth grade the organization and teaching follow the practices of public schools in teaching orthogenic backward pupils. The curriculum for the remainder is divided into three levels and departmentalized. The advantages of this plan are: opportunity for elementary teachers to specialize on the teaching of the fundamental tool subjects; avoidance of monotony in the student by changing subjects several times and by meeting several teachers during each half day session in school. Boys enrolled for instruction in fundamental tool subjects alternate a half day in academic school with a half day in shop or detail.

Compulsory attendance in academic classes has been reduced from eighth grade to sixth, attendance above sixth grade being optional with the boy. Exemptions from compulsory attendance are made on the basis of limited potential educational ability, as indicated by comparison of Binet Mental Age with Educational Age determined on the New Stanford Achievement Test.

An entirely new set of academic textbooks has been purchased, the entire academic curriculum being covered by modern activity-type texts. Academic teachers are employed civilians and all are properly certificated.

Nineteen industrial and service shops operating on a unit-trade basis have systematic, progressive courses of study, written during the past year. Trade analyses were prepared by instructors for each trade, then the course was outlined for teaching. This was followed by the writing of lesson plans and such instruction sheets as are required. Basic training in a course of study building in Industrial Education was supplied through extension courses given by the Department of Industrial Education of the Pennsylvania State College. All instructors are full-time employed civilians.

Much emphasis has been placed on proper training for Vocational Teaching. In-service training for vocational instructors is provided and when possible new instructors are employed who have met, or can in a short time meet, the State Department of Public Instruction requirements for certification, the goal being accrediting by the Department of Public Instruction for the academic and the vocational training, making possible transfer both ways between

the Industrial School and the Public School districts of credits earned toward the completion of apprenticeship training.

Commander John D. Pennington, General Superintendent, has built his administrative policy around the idea of a Planning Board, composed of the General Superintendent, the Assistant General Superintendent, Educational and Vocational Director, Psychologist, Social Worker, Parole Officer, and Chaplain.

All decisions bearing upon the training and adjustment of the boy rest with this group. It has responsibility for decisions applying to original training assignments; transfers from trade to trade; the awarding of Bonds of Honor permitting boys to work outside the walls under conditions of minimum security; housing assignments; recommendation of the term of the boy's training program and the date of his parole to the Board of Trustees, upon whom the final decision rests, but who generally follow the Clinic's recommendation; and the approving or rejecting of parole plans.

Pennsylvania State Industrial Home for Women, Muncy

The Superintendent, Miss Franklin R. Wilson, reports:

Every effort is made to train a girl committed to Muncy to be able to earn her own living at the expiration of her sentence. Her background and her previous training, if any, are carefully studied and her placement in the various departments depends entirely upon results of this study. She progresses according to her own efforts.

Our vocational educational program includes all maintenance duties. The bakery, laundry, dairy, hennery, cannery, garden, culinary department, household arts, sewing, weaving and quilting classes are under the supervision of teachers who are interested not only in getting a stated amount of work done but in teaching the girls how to do the best work they possibly can and how the training thus obtained can best be used in everyday life.

Our academic educational program is a close ally to the more informal vocational one. Our formal classes are scheduled as a result of the findings on the Stanford Achievement Test. The classes would compare favorably with those in the public schools from the Fourth to the Eighth Grades inclusive. In addition, we have a business course including shorthand, typing, business English, business arithmetic and spelling. To a few who show a special aptitude we offer opportunity to learn mimeography. The ones with special ability may put their business training to use in our store room.

The recreational program is also varied. The physical and musical training is closely associated with the formal educational department. There is daily choir practice under the direction of the music teacher. During the summer months the girls are instructed in outdoor sports. Every evening from six to seven they play games in front of their respective cottages. Competitive games are frequently arranged between the cottages.

The books of our library are donated to us because we have never had an appropriation with which they could be secured. Therefore, we have had to do the best we could with those that are given to us. Books are exchanged by the cottages every two weeks. From a list in the cottages it is possible for the girls to designate books they are especially interested in reading.

About every two years visitors are invited to see a pageant for which the girls have been in training for several months previously. This helps the girls to gain poise and teaches them better self-expression. It also makes it easier for them to become a part of their community's social and recreational organizations when they leave this institution.

As our population increases our classes grow. A Central Bakery, a Central Laundry and a Power Sewing Department under competent supervision enable our girls to receive instruction in the use of modern equipment. In the future we hope to expand our present program and develop new departments—a Beauty Parlor, a Dry Cleaning Service, etc. And we all hope the day is not far distant when a moving picture machine will add to our entertainment.

Western State Penitentiary, Pittsburgh, Pennsylvania

This institution has carried on an educational program under a trained director for many years. In 1925 the Board of Trustees passed a ruling that no inmate would be considered eligible for parole until he has met the minimum requirement of fourth grade education, or has made an honest effort to do so. This minimum requirement remained at the fourth grade until 1933, when it was raised to the sixth grade for those of normal intelligence, although left at the fourth grade for those of low mentality. All inmates when received are given a Stanford Achievement Test.

In 1925, twelve per cent of the active inmate population were illiterate and fifty per cent were below sixth grade. In 1936, only six per cent were illiterate and thirty-six per cent below sixth grade. In addition to meeting the minimum requirements, a number of inmates are taking courses of high school grade and a few extension courses of the university grade. In 1936, 692 inmates of a population of 1,113 enrolled for some sort of educational course.

The educational department occupies two separate buildings, a two-story building of 14 rooms and one-story building of 6 rooms, furnished with modern equipment and having a total seating capacity of 210. Practically the entire physical equipment was destroyed during the flood of 1936 but has been replaced.

The school year covers ten months, five days a week, and classes are held three times daily; from 9:00 to 11:00 a. m., from 1:00 to 3:00 p. m. and from 5:00 to 7:00 p. m.

Inmate teachers are used except in the high school, commercial, and illiterate classes, which are staffed by professionally trained teachers supplied by the Works Progress Administration.

In the graded school the tool subjects are offered, with supplementary study in geography, United States history and civics. The curriculum for the advanced classes and high school courses is the same as that in the public schools of the state. Through arrangement with the State Department of Public Instruction, prisoners may take examinations and secure regular high school certificates.

In addition to the graded and high school classes, courses in typewriting, shorthand, sign painting and show card writing, and drafting are conducted.

Inmates who apply and who pass special examinations are permitted to take correspondence courses secured through the Massachusetts Department of Education. The inmate pays for the course.

Other activities include educational sound motion pictures, lectures by outsiders, a discussion forum which includes debates among the members and with outside teams, and the publication of a monthly magazine. Musical instruction is given individually and in a band, a concert orchestra, a jazz orchestra, and the chapel choir.

Vocational training is given in the regular maintenance work of the institution, most of the shops being under trained civilian instructors. Inexperienced inmates are assigned as apprentices to work with those who are experienced.

During 1936 the enrollment under the Educational Department was as follows: elementary classes—174; intermediate classes—163; advanced classes—98; high school classes—17; printing classes—13; drafting classes—6; typewriting and shorthand—59; sign painting classes—31; correspondence courses—35; music—96. Total enrollment—692.

Tennessee State Penitentiary, Nashville

Warden Joe W. Pope reports:

While our program is modest in its scope, we feel that much has been accomplished thereby. There are many inmates here now and there are those who have been discharged, who when they came here could neither read nor write, but since coming here have learned to do so, and to write intelligent letters to their home folks. They have learned to read the mail they have received from their people, and to read newspapers and other written and printed matter. We feel that our efforts have been very worth while.

We also have religious services, consisting of Sunday or Church School and preaching services—for both Protestants and Catholics. Some of our inmates take active part in educational and religious matters, and actually teach classes in both enterprises, and men and women from the city come and render valuable assistance in religious and educational work. Some denomination will have a class at one hour, then when that particular one has finished, another group will have their own services and so on. We have a Chaplain who has an office in the prison and prisoners assist him and in his absence carry on the religious and educational work.

U. S. Naval Prison, Portsmouth, N. H.

Col. Robert L. Denig, U. S. Marine Corps, the Commanding Officer, reports:

At the U. S. Naval Prison, due to the small number of prisoners available, most of the personal instruction given is confined to that which is given in productive work incident to the upkeep of the prison. The prisoners employed in the clothing factory, the book bindery division, print shop, carpenter shop, plumbing shop, cobbler shop, paint shop, electrical shop, flower and vegetable garden and chicken farm, with one or two exceptions, have learned all they know about these trades and employments while in prison and some of them have become very proficient. A motion picture school has been maintained to train operators. Courses in most of the subjects of the International Correspondence School, Scranton, Pa., are available to the Ex-Navy and Marine personnel confined at the U. S. Naval Prison. Some additional Navy service courses are also available.

The U. S. Naval Prison library is adequate, well catalogued, and available to all prisoners under a well defined system.

Women's Reformatory, Rutland, Vermont

Helen M. Koltonski, the Superintendent, reports:

Books for our library are furnished by our State Library and the local Free Library. We hope to have the services of the State Book Wagon. At the present time, we haven't an educational director. Owing to our small population, only a limited number would be interested in regular studies.

We have many very fine concerts given by outside talent. Our girls are often invited to attend lectures and concerts given by the various clubs and organizations. We are allowed to attend the movies down-town whenever a picture of special interest or educational value is shown, and illustrated travel lectures are often given.

We try to live as normal a life as is possible to do. Our commercial laundry work gives the girls the outside contacts, and we are able to pay them a bonus each month.

Through the courtesy of the Adult Educational Group, classes have been held in the following: Beauty Culture, Home Training, Child Training, Hygiene, Dressmaking, Community Singing, Dramatics, General Housework, Cooking, and Waitress work.

Our laundry enables some of our girls to secure positions when they leave here, as many of them turn out very good work along this line.

Vermont State Prison and House of Correction, Windsor

Warden J. W. McDermott reports as follows:

The Director of Education is paid by Federal funds. No direct appropriation is made for school; supplies are paid for out of regular institution appropriations. Facilities are considered adequate for both day and night classes, and more room is available, if necessary.

Classes are divided into three groups: elementary, intermediate and fairly advanced, consisting of 10 to 15 men in each group. Elementary subjects are English, spelling, arithmetic, social sciences, civics, hygiene, general science, with emphasis on the basic three R's. Intermediate subjects are English, writing, mathematics, history, geography, economics, hygiene. Advanced classes are algebra, geometry, mechanical drawing, English; also special courses on bookkeeping, shorthand, elementary steam engineering and special activities such as bookbinding classes, debating and dramatics.

The hours are from 9:00 to 10:45 a. m. daily; 1:00 to 4:00 p. m. daily; 6:00 to 8:00 p. m. twice weekly. Outside of these periods, instruction is given individuals desiring help. Many not attending classes borrow texts and follow outlines prescribed by the school director.

Attendance is entirely voluntary. The average is around 70, with 25 of this number attending the night classes. This does not include those receiving special instruction outside of classes or those in the music class under the supervision of the musical director.

The Director of Education is the only paid teacher. He is assisted by one or more inmate teachers. The Recreational Director has taught one or two of the special subjects. He is also paid by Federal funds for his services as Recreational and Athletic Director. There is also a musical director who is paid by the State, who instructs the men in music one day a week, with practice periods each day.

Virginia State Penitentiary, Richmond

S. M. Hull, the Educational Director, reports:

The Penitentiary Educational Department has been in existence since 1920. In that length of time we have been able to build up a schedule of ten classes daily, six for the men employed in the shops and four for the unemployed. Instruction given in these classes parallels the first five grades of elementary school.

The staff of inmate teachers has been augmented by two civilian teachers supplied by the Federal government, which has greatly aided in the effectiveness of the school. The efforts of these men are largely responsible for the increased interest shown for the school by the inmates in the last three years. This interest is testified to by the fact that under a compulsory attendance system we have a large number of volunteer students in every class. Two summer classes are now in operation with volunteer students in English grammar and Elementary Algebra, both of which are being found highly successful.

During the last school term two classes in Mechanical Drawing were taught for the men employed in the Sheet Metal Shop. Here too was found a lively interest in Vocational Training on the part of the men who, before coming here, had had no opportunity for such training.

In the Penitentiary library we have several thousand volumes under the control of the Chaplain. Books and magazines are distributed to the men by a part-time librarian in the cell-block.

West Virginia Penitentiary, Moundsville

Dr. C. F. McClinton, the Warden (since resigned), reported in July as follows:

In 1933 we had a very meager educational program. The instruction given was in the cells and halls in the cell-blocks; this method was immediately discontinued and school desks which had been in storage for years were placed in a room in the Chapel building, where a regulated school has been in session seven months out of each year since 1933. Because of lack of space and equipment, our school has been used principally to eliminate illiteracy; thus, we have been able to reduce our illiterate percentage from 16 per cent to below 4 per cent.

Inmates enrolled represent men and women whose ages range from sixteen to eighty years; all ages learn with about the same success. We graduate from the school, into the second and third grades, an average of about 100 pupils each year; the average age of the pupils can be placed at approximately 25 years. Very little trouble is experienced with the pupils insofar as discipline is concerned; only two reports have been turned in during the course of four years. The school is directed by the Chaplain, with the aid of three WPA teachers and eight inmate assistants. Regular classes are held and grade-sheets with actual work attached are kept daily. Promotions are made during the year and at the close of the school term. Each pupil is given a certificate showing degree of promotion and subjects taken. The school room is kept filled to its 100-seat capacity.

Our Library is very old, although the books are listed and kept in place. They represent a fairly wide range of subjects. At present, the books are delivered to the inmates by "book-boys," who pass each cell on the average of once each week. Books are allowed out for a period of one week, but may be renewed if the type of book calls for a longer period of reading or study.

The State does not provide any funds for the Library or educational purposes.

Wisconsin State Reformatory, Green Bay

An attempt is made to reach every inmate through a comprehensive program of education which operates through a full time day as well as an evening schedule of classes, and includes also informal types of instruction such as conferences and correspondence courses. A liberal use is made of University of Wisconsin extension correspondence courses for the more capable and better educated inmates. The average inmate, however, has limited education, only about ten per cent having completed high school,

fifty per cent having reached the seventh grade, and very few showing any vocational experience or training when received.

Vocational training is given in 32 training shops. Of 487 inmates, about 65 per cent are in attendance in school classes or are enrolled in university extension correspondence study courses. In addition to these formal courses about 350 cell-study and reading courses are being carried on in the institution. Approximately 120 boys on parole are continuing work started while they were in the reformatory. This institution, like the State Prison, receives an unusually high degree of co-operation from the State University and the State Library Commission. The program is headed by a full-time Director of Education.

Wisconsin State Prison, Waupun

Prior to the fall of 1932 the educational program in this institution was centered about the extension courses offered by the University of Wisconsin and supervised by Mr. Chester Allen, Director of Field Organization of the University Extension Division. These courses grew in popularity until a record of 450 courses was attained during one year. In 1932 a large shop building became vacant when an industry was abolished because of the passage of the Hawes-Cooper Act, and the building was converted into quarters for a full-time school under the supervision of a trained Director of Education. This school supplements the original program and does not replace it.

The full-time school provides instruction comparable to that found in the public elementary schools of the State in the first eight grades. In some branches there is provision for instruction on higher levels. Except for a few men in the lower grades, attendance is voluntary. The teachers are inmates, but they are carefully selected and are given a training course by the Director of Education.

The full-time school is in session five days a week from eight a. m. to twelve noon and from one to four-thirty-five p. m. throughout the entire year. The average daily attendance is between 250 and 300 men from a resident population of about 1,300 men. Those who enroll are expected to remain in the school for six months or more. Whenever possible, a student is given an opportunity to put into practical use what he has learned in the school. For example, members of the shop mathematics class are apprenticed to the machine shop half of the school day until they have advanced far enough, when they are employed in the machine shop the full day.

A second important branch of the educational program is the cell-study work. This consists of correspondence courses corrected in the institution. Approximately twenty-five different courses are available and about 200 men are enrolled on a voluntary basis.

A third educational activity is the reading course work, in which about 800 men are enrolled. The reading is in more than a hundred

different fields, and the books and reading courses are obtained from the Wisconsin Free Traveling Library Commission, the libraries or the University of Wisconsin, and the local libraries. Those who enroll in the reading courses are required to prepare written reports on the material issued to them.

A fourth branch of the educational program is the work done through the Extension Division of the University of Wisconsin. The number enrolled has decreased somewhat since the establishment of the full-time school, but more than 70 men are taking university courses.

The educational work in this institution has had particular significance for years because of the unusual amount of assistance which it receives from the State University and the State Library Commission. Prisoners in the Wisconsin institutions are given the same services and privileges by these two State agencies as are extended to free citizens. Warden Oscar Lee, a former president of the American Prison Association, was engaged in educational work before becoming warden.

APPENDIX B*

A BILL

To provide for the general welfare by establishing a system of federal aid to the states for the purpose of enabling them to provide adequate institutional treatment of prisoners and provide improved methods of supervision and administration of parole, probation, and conditional release of offenders.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

For the purpose of assisting the several states and their political subdivisions to provide secure and adequate housing, and constructive educational, employment and treatment facilities for those who have been convicted of crime or who are held for trial or as witnesses, there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1937, the sum of \$16,000,000, and there is hereby authorized to be appropriated for each fiscal year thereafter a sum sufficient to carry out the purposes of this act.

Sec. 2. For the purpose of assisting the several states and their political subdivisions to establish and maintain, in accordance with adequate and scientific standards, properly safeguarded systems for the supervision of offenders released: (1) by probation, (2) by parole, or (3) by any form of conditional release, there is hereby authorized to be appropriated for the fiscal year beginning July 1, 1937, the sum of \$2,500,000 and for each fiscal year thereafter a sum sufficient to carry out the purposes of this act.

Sec. 3. The sums made available under this act shall be allotted to the several states on such terms and conditions as the President may from time to time prescribe. In determining the amounts, terms and conditions under which the funds herein provided shall be granted, the President shall provide, among other things, for: (1) financial participation by the state in any project or program; (2) equitable distribution of the funds on the basis of (a) the prisoner population of the state, (b) special institutional, probation and parole problems, (c) the financial needs of the respective states; (3) and shall require of the state seeking federal aid the establishment and maintenance of approved standards under which each state shall control or manage its own probation, penal and parole systems.

Sec. 4. The President may designate such department or agency of the government as he deems proper to assist in the administration of this act and authorize such department or agency to certify to the Secretary of the Treasury the amounts to be paid to the states, and the Secretary of the Treasury shall, through the Division of Disbursement of the Treasury Department and prior to settlement and audit by the General Accounting Office, make payments

of such amounts at the time or times specified by said administrative department or agency. The President may also, in his discretion, establish a board of not to exceed seven (7) qualified persons who shall serve at his pleasure and without compensation to advise him and the said administrative department or agency in the administration of this act.

Sec. 5. The said administrative department or agency shall also collect and disseminate information to the several states and their political subdivisions concerning crime prevention, release procedures, the treatment of criminals, the instruction of personnel, and to promote co-operation between the Federal Government and the several states in the administration and the conduct of their institutional and extramural handling of offenders against the laws of the United States and the several states.

Sec. 6. The President is hereby authorized to prescribe such rules and regulations as may be necessary for the administration of this act. As used in this act the term "state" means the several states, the District of Columbia, and the territories of the United States.

* See Page 41.

APPENDIX C*

ADDRESS BY HONORABLE HERBERT H. LEHMAN,
GOVERNOR OF THE STATE OF NEW YORK

At the Graduation Exercises of the Central Guard School,
June, 1937

The conference called by me in 1935 to discuss the crime problem as related to cause, prevention, apprehension and detection, institutional treatment, and supervision after release, brought together for the first time in this State men and women familiar with all of these factors. Probation officers, judges, prosecuting officials, correctional workers, those engaged in parole work, and other public spirited and interested citizens, combined their efforts in an endeavor to formulate plans which would apply common sense, science and study to the reduction of crime. At that time, as mentioned in today's program, I stated that in the fight to control crime penal institutions should have two functions,—the detention of those who are a menace to society when at liberty and the reclamation of as large a percentage as possible so that they might be released as law-abiding members of society. I declared that "success in the process of reclamation cannot be hoped for unless our institutions are adequately staffed with well trained personnel and carry on those constructive activities which established their efficacy by experience."

New and modernized institutions have been provided but mere physical equipment is of little avail unless our prisons and reformatories are manned with earnest, intelligent, trained staffs to carry out the program that has been laid down. With the establishment of the eight-hour day law, which becomes effective the day after tomorrow, it is necessary to provide an increased personnel for the institutions in the State Department of Correction as well as in other departments. To provide the additional personnel the Central Guard School was established at Walkkill Prison. Not only was the necessity for training emphasized but the idea of providing careers for those entering the service was one of the objectives of the school. With the establishment of a salary schedule, an eight-hour day and opportunity for promotion in the service, the guard of today may become the superintendent or warden of tomorrow. Warden Lawes, of Sing Sing Prison, and Captain John L. Hoffman, Superintendent of the Institution for Male Defective Delinquents at Nanpoch, both began as guards in New York State institutions.

The Central Guard School, as conducted by the Division of Education of the Department of Correction under the direction of the Commissioner, is an evidence of the State's attitude toward training its employees. It expects loyal, intelligent service to the end that penal institutions may be run honestly and efficiently and their inmates be prepared to assume again the status of decent citizens. Educational and vocational training is being emphasized and other states have become interested in noting the

progress which New York is making. Much has been accomplished in this direction and I am gratified to know that Dr. Nikolaus L. Engelhardt, Chairman of the Commission for the Study of Educational Problems in Penal Institutions for Youth, which I appointed, has been made the recipient of the Butler medal for the report of the Commission as "an outstanding exposition of the basic objectives of education in correctional institutions."

The exercises this afternoon were arranged for the purpose of showing the people of the State the type of men who are now going into correctional institution service and the thoroughness with which they are being trained. This is a demonstration of the fitness of the guard to represent and protect the people of the State. They have been selected from Civil Service lists. They are mentally alert and physically fit to handle emergencies effectively and to set an example for the men in their charge.

Other classes in the Central Guard School will follow those who are being graduated here today. Recruits will be necessary to fill the gaps that now and then occur in the staffs for various reasons, and it is the plan of the Commissioner of Correction, after the new men have been graduated, to inaugurate a period of training for guards in service prior to the establishment of the school in November, 1936.

The presence of so many of you here today is an evidence of your interest in the efforts of the State to provide an intelligent program in dealing with crime in order that New York may remain where it now is, in the vanguard. We, as citizens of the State, should keep abreast of the crime situation and meet the challenge of lawlessness with courage and determination.

The establishment of a Central Guard School is a forward step in the administration of our penal and correctional institutions, and our thanks are due to those who have conducted it and to those who have contributed to its success. I want to express my appreciation also to the members of the Faculty, including the heads of the divisions of the Department of Correction, wardens and superintendents, assistant superintendents, physicians, psychiatrists, psychologists, officers and institutional teachers; representatives of the Department of Audit and Control, Civil Service, and the Division of Parole in the Executive Department; the Department of Correction, Police Department and Department of Education of the City of New York; Columbia University, the University of Buffalo, county and other officials.

And now to you men in blue who have completed the course at the Central Guard School and have been assigned to various institutions in the Department, and to you men in khaki who are soon to complete your training, may I offer my sincere congratulations. We have just witnessed a most interesting exhibition of the results of the physical training courses you men have received. I regret that all of the 440 recruits who have been trained at the school at Walkkill could not be present today, but circumstances made this impossible. You have earned a place in State service with possibilities for future advancement, and the State expects you to render loyal and efficient service.

* See Page 44.

APPENDIX D*

ADDRESS ON PAROLE

By HONORABLE HERBERT H. LEHMAN, *Governor of the State of New York, October, 1937*

Parole can never be an exact science.

Parole can never be a cure-all or panacea for crime or crime prevention.

Parole can never be made fool-proof or entirely free from error.

Parole, however, under efficient and honest administration can be, and in this State, I believe is, a strong arm in the State's law enforcement and crime control program.

Parole has been under fire in this State and in other states. Some of the criticism is undoubtedly justified and has been very valuable. The greater part of the criticism, however, is due to misunderstanding and prejudice largely, I believe, because in many parts of the country there is a parole philosophy and administration so inadequate that there have been many abuses. I cannot too strongly condemn mawkish, careless or corrupt administration of parole. A prisoner improperly paroled anywhere in the country weakens the entire system of parole, since the public cannot possibly differentiate between a parole in one state and in another. All the public knows is that a man has committed a crime while on parole regardless of the circumstances under which that parole has been granted.

Some weeks ago I was requested to execute a blanket compact with 25 other states covering the interstate supervision of persons on parole or probation. I felt that it was unwise to do so. This State will be only too happy to enter into compacts with any states having satisfactory parole and probation standards. Before entering into any compacts, however, it must satisfy itself that both contracting parties have adequate standards. That is the only way in which the level of parole in this country can be permanently raised.

Even though under parole there may be 100 cases of successful readjustment and only 5 failures, those 5 are frequently enough to damn the system of parole in the eyes of the public, particularly if they are of a character which lend themselves readily to sensational exploitation.

But 5 or 50 or even 100 failures, regrettable as they may be, are few in comparison with the many thousands of cases handled and administered parole.

There is no subject on which there is a greater public misunderstanding than parole.

It is therefore important to outline and answer some of those misconceptions.

(1) In the first place, most people believe that the Parole Board can release convicts at any time and under any circumstances that

may seem advisable to them. This of course is completely contrary to the facts.

The Parole Board in this State has no power to release from prison any inmate who has not served the minimum of an indeterminate sentence imposed upon him by the court, less only the time allowed from this minimum sentence for good behavior.

(2) There is a belief that when a convict is released from prison he is turned loose on the community without supervision. This too is incorrect. When a prisoner is conditionally released by the Parole Board after he has served his minimum sentence, less allowance for good behavior, he remains under the direct and constant supervision of the Parole Board until the expiration of his maximum sentence.

Let us take, for example, a prisoner who has been sentenced to an indeterminate term of from 10 to 20 years. Under the law the Parole Board within its discretion may parole the prisoner at the end of his minimum sentence of 10 years, less time off for good behavior. He remains, however, under the supervision of the Parole Board until the expiration of his maximum sentence of 20 years. If conditions require it, he can be and frequently is returned to prison as a parole violator, even though he has not been convicted of any new crime. What constitutes a parole violation rests entirely within the discretion and judgment of the Parole Board and is not reviewable.

(3) There is a general impression that parole shortens the sentence of prisoners. This is entirely untrue. The limits of all indeterminate sentences have been fixed by the Legislature for different crimes. The compensation to the prisoner for good behavior is fixed by the Legislature. Within the limits fixed by the Legislature, the judge, after conviction, imposes in his discretion indeterminate sentences and thereby fixes the minimum and maximum period of sentence. The Parole Board cannot reduce the minimum sentence imposed by the court. It cannot increase the allowances for good behavior which are granted only by the prison administrators. It cannot act in any instance until all the conditions of the law have been met. On the other hand, the Parole Board can and frequently does refuse to release a prisoner short of his maximum sentence even though the court has imposed a minimum and a maximum; and it also frequently refuses to recognize allowances for good behavior even though these are recommended by the prison authorities. Parole, therefore, instead of shortening sentences fixed by law frequently actually extends them. Some years ago a bill was passed by the Legislature of this State giving the Parole Board authority to disregard the minimum sentence and to grant parole after one year of incarceration. Even though the bill was in line with the parole policy of many states, I vetoed it with a personal memorandum, pointing out that its enactment would, in my opinion, weaken the system of sound parole in this State.

(4) There is a belief that if fixed sentences were given as punishment instead of indeterminate sentences there would be an improvement. This reasoning, I believe, is fallacious. A fixed sentence

* See Page 48.

would not be substantially longer than a minimum sentence now imposed under our system of indeterminate sentences. In other words, a prisoner who now receives an indeterminate sentence of from 10 to 20 years would probably, under determinate sentence, receive a flat sentence of 10 years. In the case of the indeterminate sentence the man remains under parole supervision until the expiration of his maximum sentence even though the maximum sentence may extend 10 or 20 years beyond the time of his parole. In the case of a man serving under a fixed sentence of 10 years, there would be no supervision whatsoever by the Parole Board after his release, save for the period covered by the allowance which he had received for good behavior which usually amounts to about one-third of the fixed sentence.

We have today many examples of how illogical and unwise this system is. Under the old law habitual criminals were always sentenced to fixed terms. Their release from prison is not under the authority of the Parole Board. They therefore come out of prison without any authority or jurisdiction of the Parole Board. The board has neither the power to release them nor the power to hold them in prison. Nevertheless, once the law has placed them outside the prison gates, they come under the supervision of the State Parole Board for the period which had been allowed for good behavior in prison. They are charged up to the Parole Board. At the end of their flat sentences, however, they are completely released from all supervision. This ridiculously inequitable placement of responsibility has recently been corrected by law. As one of the results of the Crime Conference called by me in Albany in 1935 a law was passed by the Legislature at the following session which does away entirely with the so-called definite or flat sentences. A second or third offender—the habitual criminal—convicted since March 1936 now receives an indeterminate sentence exactly as though he were a first felony offender. He now receives as a minimum sentence the previous mandatory sentence, while his maximum of the term imposed upon him must be double the fixed minimum. The provisions of this new law of course could not be made retroactive. Consequently, for a number of years, the habitual criminals sentenced to prison before the new law was enacted will be released under the old system. The Parole Board will continue to be held responsible for them even though it had no voice in their release.

The manner in which parole functions, the efficiency of its administration, its integrity and its success or failure, are of particular concern to the people of the State.

The Governor appoints the three members of the Parole Board. Every other employee having to do with supervision of a released convict is under the Civil Service, selected from lists established as a result of competitive examination. Not one occupies an exempt position. The majority of parole officers are college graduates. Since the law specifically directs the use of social case work methods, virtually all of our parole officers are trained social workers.

In preparation for this address I have within the last two weeks made it my business again to check the results of the work of the State Board of Parole. I believe that you as well as the people of the State will be interested to learn some of the highlights of what I have learned through that inquiry.

First, because there has been a very proper public demand for facts, I desired to know the exact situation existing in the relation of parole release of State prison inmates who had previously been convicted of sex felonies. I have that record.

The State Board of Parole was organized and became operative under the present law on July 1, 1930. It therefore completed a full seven years of operation on June 30 last. In that period there came out of State prisons and from the Elmira Reformatory either through action of the Parole Board or by statutory release, 925 individuals who had served sentences for those repulsive crimes. In those seven years in the whole State only eight of those 925 released prisoners were convicted of new sex felonies. This, however, portrays only part of the parole operation. In these seven years, 33 individuals in this class who were on parole were arrested and charged with the commission of new sex felonies. Of the 8 convicted and resentenced the Parole Board was left to deal with 25 who were not convicted. In every instance, even though no new conviction was secured, parole was terminated by action of the Parole Board and the parolee returned to State prison as a parole violator.

Carrying my inquiry along this line somewhat further I found that in addition to the 33 parolees arrested for new sex offenses the State Board of Parole, on its own initiative, declared delinquent for suspected sex misconduct, another 24 parolees. This means a grand total of 57. Eight of the 57 went back to prison under new convictions. Forty-six went back to prison on the initiative of the Parole Board. Had we not had parole this would have been impossible save on fresh conviction. In the three remaining cases, the delinquency declared for technical violations was cancelled and the parolees were returned to active parole supervision.

It is interesting to note that not a single one of the major sex felonies—the atrocious murders committed in this State in recent years—was committed by an individual on parole to the New York State Board of Parole or who was out of prison by the authority of that board at the time the murder was committed.

The phases of crime to which I have already referred of course constitute only a small part of the whole crime problem faced by society. I therefore desired to know the result of parole of the hold-up man, the burglar, the forger, the robber, the arsonist—in other words, the ordinary criminal rather than the so-called specialist in crime. I wanted to know how much of the new crime was committed by the men on State parole and whether this showed an increase or a decrease. I wanted to know whether the parole function was being abused. And I specifically demanded to know whether the parole violator was being lifted

out of the community and returned to prison before instead of after he had committed new crime.

I have that report. It shows that as parole supervision strengthened, as the case work handling of the parolee's problems sifted the adjustable from the unadjustable, and the latter were removed from parole on the initiative of the Parole Board, the number of parolees convicted of new crimes decreased. For the first nine months of 1935 the Parole Board returned either to State prisons or reformatories a total of 456 individuals judged to be in violation of parole for reasons other than the commission of a new crime. For the same period of 1936 the figure was 431. For the first nine months of 1937 the figure was 673. These returned parolees did not commit new felonies. Except where they had been judged guilty of misdemeanors, they indicate the vigilance of the parole case worker, diagnosing the problem evenly and justly as between the protection of society, the rehabilitation of the parolee and the best interest of the individual under supervision and treatment.

My inquiry further revealed that over the period of the last three years there has been a consistently maintained reduction in the number of new felonies committed by individuals under supervision of the State Board of Parole. In the first nine months of 1935 the number of parolees convicted in the whole State and resented to prison for new felonies was 188. In the comparable period of 1936 the number was 167. In the first nine months of 1937, the number was down to 100.

Because of the greater population and because of the vast number of parolees resident in the New York parole district, I have had the figures broken down to show the result in that district. The district includes all five boroughs of New York City, all the rest of Long Island and all of the Hudson river counties, north on the one side through Dutchess county and on the other through Ulster county. It also includes Sullivan county. Here we have far beyond half the population of the State.

In this district, individuals on State parole in the first nine months of 1935 were convicted and returned to prison in one hundred eleven cases for felony. In the comparable months of 1936, one hundred and one men were so convicted and returned to prison. Up to the first of this month, the figure is down to sixty-nine.

These figures I believe to be particularly important because they show that crime has not increased but has actually decreased consistently over a three-year period among a class of approximately eight thousand individuals who previously had demonstrated criminal tendencies.

There is still another function of parole in this State which enlisted my attention. I desired specific facts as to the freedom with which parole release has been granted by the board. I found that the privilege of parole release is the most tightly and firmly held of any function placed within the power or authority of the board.

In the State prisons, excluding *Elmira*, where the release system is on an entirely different basis, I found that in the first nine months of this year 974 indeterminate sentence prisoners were placed by law before the Parole Board for first or initial consideration. Parole was granted to only 277 of these individuals, they having met all the requirements of the board. In other words, parole was denied in the first instance to 71.6 per cent.

I would not have you believe that all of those denied parole were held in prisons for the major part of their maximum sentences. In some cases parole was denied in the first instance merely to await the completion of investigations, or because the inmate's prospective home or job was not acceptable and he was ordered to procure another. Many such factors entered into the decisions. So that on the second appearance of those denied parole on their initial appearance, it was granted to 268 out of 564, which means that again parole was denied 52.5 per cent of all making a second appearance before the board. On third appearance 48.5 per cent of all appearing were denied parole, and on fourth appearance it was denied to 58.6 per cent.

The number of parole violators who appeared before the board seeking reparole in those first nine months of this year was 806. Reparole was denied to 82.2 per cent of those individuals.

I stated earlier in this discussion that I believe sincerely in the principle of parole. I likewise believe sincerely that in this State we have a wise and workable parole law. As experience broadens that law will, of course, have to be improved and amended to meet new conditions. It is not a perfect law, but both socially and governmentally I believe it to be sound.

Among the many sincere critics of the parole system, of handling released prisoners, there are a great many who have declared their belief that the system has been tried and found wanting, and that it should be abolished.

I am familiar with the conditions in this State that brought the present law into being. I had a part in its creation. Its operation has been watched closely by me during my nine years of service both as Governor and as Lieutenant-Governor.

Before I advocated enactment of the present law, I studied conditions in the prisons, the social attitudes of the individuals confined there, the results of earlier parole experiments and experience in this and other states and in other countries. I familiarized myself with conditions existing in places where there was either no parole, or chaotic parole, or loose parole, or parole reputedly corruptly controlled or administered.

Tolerance of corrupt conditions is more criminal than the criminal himself. They have not been and they will not be tolerated in this State while I am Governor. I am prepared to prosecute to the limit any authenticated indication of corrupt influence, attempted or accomplished in behalf of the improper parole of any inmate of any State institution in this State. No such indication, evidence or charge ever has been placed before me, and I believe that it is the common understanding among those familiar

with parole administration in this State that the parole system here, to revert to the vernacular, "cannot be reached." For that happy condition no one deserves any particular credit. It is a condition that we have a right to expect in this enlightened State.

In considering the question of parole we must have a common understanding of what parole is, what it contemplates, what it does, and why it does it; but above all we must have a clear and definite understanding of what is the alternative and what will be the result if, as some of its most sincere critics advocate, parole should be abandoned.

Parole is not a cure for crime. It never can be either cure or panacea. It is not forgiveness of crime, nor it pardons for crime. It does not remit the punishment for crime. Rather it extends and intensifies and prolongs such punishment when and where parole is properly administered. Properly administered, parole is a system of post-custodial care over the released convict to whom the State has granted the privilege of conditional release. The purpose of such conditional release is to give the convicted felon the opportunity of making good his word of honor that he will not again commit crime, that he will follow a decent life, that he will perform his duties as a well-behaved member of society, make his own economic way in the community and properly discharge his duties toward his dependents.

Any properly constituted parole system, however, does not take the simple word of the released individual for any of this. It makes certain that he does what he has promised, or the parole is instantly revoked and he is returned to prison to serve inside the walls the unexpired remainder of his sentence.

Let us not forget that parole or no parole, at least 95 per cent of all men who enter prison leave prison at some time or other. Only those do not who are put to death in expiation for their crimes, or who die while still serving their sentences. Society must receive all the rest back some time. The problem faced by society is how these individuals, vicious many of them, may be made to constitute less of a menace to society. It is to meet this problem that we have the indeterminate sentence, plus parole release from prison.

Under the old system, still advocated by some, convicts were sent to prison, served their full terms and then were turned loose on an unsuspecting community, unguarded, their movements unwatched, their residences and gathering places unrevealed, free to ravish and to rob without let or hindrance. Caught in a new crime, they again were convicted, returned to prison, served another "full time" sentence and again were loosed into the community.

The device known to penology as parole contemplates no such condition. Under a sound parole system, before a paroled individual is released a trained social case worker gathers every scrap of known information about the prospective parolee and about the prospective parolee's antecedents; about the health of the parolee, the marital condition, the home conditions, the economic

situation, the neighborhood and other environment. Imposed upon these are the reports of prison authorities, the discipline record in the prison; treatment for social disease which must be certified as of non-communicable state before release; the report of the prison psychologist, the prison psychiatrist, the chaplain, the prison teacher, the shop foreman. All this information is collated and is contained in a pre-parole report, which also contains the recommendation of each of these observers as to the likelihood of the prospective parolee to succeed outside the prison. This report, plus the prospective parolee himself, is before the board before decision as to parole is reached. From beginning to end the procedure is one of intense case work.

Paroled, the convict is not a free man. He has left prison by privilege, not by right. He is subject to arrest and imprisonment without trial for infraction of the parole regulations, because he never legally has been removed from the custody of the warden of the institution to which the court committed him. He must agree in writing to these supervisory regulations before he leaves the prison. If he does not, parole may not be granted him.

If, on the other hand, the convict is released upon complete termination of his sentence, supervision is legally impossible. In the mind of the newly freed individual there must reside the belief that he is all square with society. The paroled man must prove what he does in the community. The "paid-in-full" ex-convict proves nothing, because no one knows anything further about him.

A highly trained, State-paid, social case worker watches vigilantly over the one. No one watches over the other.

The parolee may be returned to prison for associating with other ex-convicts, for failure to remain (through his own fault) gainfully employed; for operating an automobile without the permission of the parole authority; for using a false name or alias; for wasteful or uneconomic expenditure of his resources; for failure to properly provide for his legal dependents; for drunkenness, and for many other such shortcomings. The "paid-in-full" convict can be returned to prison only when he has been convicted formally and sentenced for the commission of another felony.

The transition from prison life to the freedom of society, after years of confinement, is not easy of accomplishment even for one of good mentality. A vast number of those released from the prisons are of extremely low, frequently of borderline, intelligence.

The paroled individual is under supervision in the community. He has an incentive for "going straight" plus the fear of return to prison. Both of these motives are completely absent in the case of the convict released after service of his complete sentence.

Judged by his manifested mental attitude, the parolee's release can be timed for a favorable moment. Home and employment, investigated and established in advance of release, are absolute essentials in any decently conducted parole system. Neither can be compelled or required when the liberation of the convict is brought about by complete service of his sentence.

Parole is economically sound for the taxpayers of this State. It costs approximately \$60 a year per parolee to perform every function of parole in this state. It costs approximately \$550 a year to maintain an individual in a State prison, and this figure does not include the capital cost of the prison itself. It means only heat, light, keepers, food, clothing and the like. In prison, the convict is exclusively a tax consumer, and frequently his family bereft of his earnings for the period of his incarceration, is a charge on the community. You social workers encounter this condition every day. Outside the prison and on parole the ex-convict is a tax producer because, in this State, at least, the records of the Parole Division show that, as of today, the approximately eight thousand individuals on parole from State prisons and Elmira Reformatory are between 85 and 90 per cent gainfully employed. Take them off parole and what would be the result? If we had no parole releases the State would have to erect additional prison facilities at a cost of approximately thirty-six million dollars while the additional burden for maintenance would amount to nearly five million dollars per annum. Even now our rigid parole regulations are taxing our prison facilities to the limit.

If we are not to have parole, it is pertinent to ask what is the alternative?

There can be only one alternative to parole, i. e., to keep the convicts in prison until the expiration of a fixed mandatory sentence and then turn them loose unguarded, unsupervised and uncontrolled.

There is vast room for improvement in the parole system. It must be strengthened and re-strengthened against assault by the criminal and by his allies in crime. No one realizes more fully than I that to boast of any success in curing the criminal is dangerous, futile and likely quickly to be punctured by the commission of a crime more atrocious than any that preceded it.

None the less, even though I realize the shortcomings and difficulties of parole, when I compare what we are doing now with the only alternative that is possible, I am led to the inevitable conclusion based on our past and present experience, that parole is the soundest and wisest system so far devised. Our task for the present is the improvement of its administration.

Men on parole in the past have committed crimes of the most heinous and vicious type. They will continue to commit crime on parole, or not on parole, because there is yet no known system or means of predicting human behavior in such degree that only those cured of crime may be released, whether by parole or otherwise. No system of release or imprisonment will ever completely rid the world of the criminal.

I do believe that crime can be eliminated. We in this State should continue to try as we have, with every power and device at our command, to control and diminish it; to make its commission more and more difficult; its punishment more certain, and by preventive methods, to remove so far and as promptly and as effectively as we can discover them, the conditions that lead to or breed crime.

CONSTITUTION AND BY-LAWS

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

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

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

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

ARTICLE FIRST

The objects of the association shall be:

1. The amelioration of the condition of prisoners whether detained for trial, or finally convicted, or as witnesses.
2. The improvement of prison discipline and the government of prisons whether for cities, counties or states.
3. The support and encouragement of reformed convicts after their discharge by affording them the means of obtaining an honest livelihood and sustaining them in their efforts at reform.

ARTICLE SECOND

The officers of the society shall be a president, four vice-presidents, a recording secretary, a corresponding secretary, and a treasurer, and there shall be the following committees, viz.: a finance committee, a committee on detentions, a committee on prison discipline, a committee on discharged convicts and an executive committee. The number of the executive committee shall consist of not more than thirty-five, of whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.

ARTICLE THIRD

The officers named in the preceding article shall be ex-officio members of the executive committee, who shall choose one of their number to be chairman thereof.

ARTICLE FOURTH

The executive committee shall meet once in each month, and keep regular minutes of their proceedings. They shall have a general superintendence and direction of the affairs of the society, and shall annually report to the society all their proceedings, and such other matters as shall be likely to advance the ends of the association.

ARTICLE FIFTH

The society shall meet annually in the city of New York, at such time and place as the executive committee shall appoint, and at such other times as the president, or in his absence, one of the vice-presidents, shall designate.

ARTICLE SIXTH

Any person contributing annually to the funds of the association not less than five dollars shall, owing to such contribution, be a member thereof. A contribution of five hundred dollars shall constitute a life patron; a contribution of one hundred dollars shall constitute an honorary member of the association for life, and a contribution of fifty dollars shall constitute a member of the association for life. Honorary and corresponding members may, from time to time be appointed by the executive committee.

ARTICLE SEVENTH

A female department shall be formed consisting of such females as shall be selected by the executive committee, who shall have charge of the interest and welfare of prisoners of their sex, under such regulations as the executive committee shall adopt.

ARTICLE EIGHTH

The officers of the association shall be chosen annually at the annual meeting, at which time such persons may be elected honorary members as shall have rendered essential service to the cause of prison discipline.

ARTICLE NINTH

Any society having the same objects in view may become auxiliary to this association by contributing to its funds and cooperating with it.

ARTICLE TENTH

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

ARTICLE ELEVENTH

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

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

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

§ 3. The said executive committee shall have power to establish a workhouse in the county of New York, and in their discretion, to receive and take into the said workhouse all such persons as shall be taken up and committed as vagrants or disorderly persons in said city as the Court of General Sessions of the Peace, or the Court of Special Sessions, or the Court of Oyer and Terminer, in said county, or any police magistrate, or the commissioner of the almshouse may deem proper objects, and the said executive committee shall have the same powers to keep, detain, employ and govern the said persons as are now by law conferred on the keepers of the bridewell or penitentiary in said city.

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate, and concerns of said association and the management, government, instruction, discipline, and employment of the persons so as aforesaid committed to the said workhouse, not contrary to law, as they may deem proper, and may appoint such officers, agents and servants as they may deem necessary to transact the business of the said association, and may designate their duties. And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee and generally all such facts and particulars as may exhibit the operations of the said association.

§ 5. The said executive committee shall have power, during the minority of any of the persons so committed to the said workhouse, to bind out the said persons so being minors, as aforesaid, as apprentices or servants, with their consent during their minority, to such persons and at such places, to learn such proper trades and employments as in their judgment will be most conducive to their reformation and amendment and future benefit and advantage of such persons.

§ 6. The said executive committee by such committees as they shall from time to time appoint, shall have power, and it shall be their duties to visit, inspect, and examine, all the prisons in the State and annually report to the Legislature their state and condition and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And

to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that by the twenty-fourth section, of title first, chapter third, part fourth of the Revised Statutes, are invested in inspectors of county prisons and the duties of the keepers of each prison that they may examine shall be the same in relation to them, as in the section aforesaid, are imposed on the keepers of such prisons in relation to the inspectors thereof; provided, that no such examination or inspection of any prison shall be made until an order for that purpose to be granted by the chancellor of this State, or one of the judges of the Supreme Court, or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate shall first have been had and obtained, which order shall specify the name of the prison to be examined, the names of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

BY-LAWS*

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

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

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

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

1. Election of chairman and secretary.
2. Reading of minutes of the last meeting.

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

3. Report of committee on nominations.
4. Election of officers.
5. Report of corresponding secretary on work of year.
6. Annual report of the treasurer.

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

1. The reading and approval of the minutes of the last preceding meeting.
2. Report of treasurer.
3. Reports from standing committees.
4. Report from the corresponding secretary.
5. Reports from special committees.
6. Report from the general agent.
7. Miscellaneous business.

At a special meeting no other business shall be transacted than that for which the said meeting was called.

V. The chairman shall appoint all standing and special committees and decide all questions of order, subject to an appeal; and the rules of order shall be those embodied in Cushing's manual so far as they are applicable.

VI. The recording secretary of the association shall be the secretary of the executive committee; and it shall be his duty to keep the minutes of the proceedings of said committee, to record them in a book provided for that purpose, and to give due notice of all meetings of the committee.

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

VIII. The treasurer shall have charge of the funds of the association, and shall give such security as the executive committee may require. His duties are more fully defined in by-law X.

IX. There shall be at least the following standing committees: executive; finance; law; detentions; nominations; probation and parole; prison administration. Such committees in addition to possess the power and be subject to the duties designated from time to time by the executive committee. Furthermore, the committee on probation and parole shall function as the committee on discharged convicts mentioned in the constitution, and the committee on prison administration shall function as the committee on prison discipline mentioned in the constitution.

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

It shall be the duty of the committee on detentions to inquire as far as may be practicable or necessary into the causes of commitment of persons held in institutions of the Department of Correction of the City of New York, and, when deemed desirable, to

adopt available measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto. It shall further be the duty of the committee, when arrangements are made therefor, to extend its work to jails, penitentiaries, reformatories and prisons outside of the City of New York and within the State of New York.

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

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

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

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

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

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

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

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

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

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

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

The treasurer shall notify the corresponding secretary immediately on receipt by him of any sum for the account of the asso-

ciation that such receipt may be entered at once to the credit of the proper account on the books of the association.

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

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

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

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

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

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

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

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

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

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

THE PRISON ASSOCIATION OF NEW YORK

STATEMENT OF INCOME AND EXPENSES OF THE GENERAL FUND AS PER BOOKS

YEAR ENDED DECEMBER 31, 1937		
<i>Incomes</i>		
<i>Donations</i>		
Special purposes	\$4,337.81	
Unrestricted	11,814.29	
		\$16,152.10
<i>Endowment Income</i>		
Interest on mortgages.....	5,876.31	
Interest on bonds.....	1,908.75	
Dividends on stocks.....	6,185.37	
		13,970.43
Total Income		30,122.53
<i>Expenses</i>		
<i>General administration salaries</i>		
Relief—prisoners and families (cash, food, clothing, etc.)	13,139.05	
Relief—administration	7,908.97	
Employment—administration	2,140.00	
Appeal—administration	2,167.00	
Traveling expenses	3,866.55	
Printing and stationery	189.27	
Postage	622.39	
Telephone and telegraph	462.86	
Annual report	283.48	
Auditing, legal and legislative service	55.12	
Furniture and fixture expense	338.05	
Periodicals, custodian fees, and miscellaneous.....	59.80	
House maintenance	428.21	
	1,609.94	
Total Expenses		33,240.00
Not deficit for the year.....		\$3,118.16

AUDITOR'S CERTIFICATE

We have audited the books, accounts, minutes and other records of The Prison Association of New York for the year ended December 31, 1937. In our opinion, the statement of income and expenses shown above states correctly the operations for the year ended at that date.

(Signed) WEBSTER, HORNE & BLANCHARD,
Certified Public Accountants

New York, February 21, 1938.

CONTRIBUTORS

LIFE PATRONS

By Contributions of \$500 or More at One Time

Auchincloss, Charles C. Blumenthal, George. Brewster, Robert S. Bureau of Social Hygiene Inc. Clark, P. Ambrose. Draper, Ruth, Relief Benefit Fund. Hayden, Charles Foundation. Harkness, E. S. Hochschild, Harold K. Holter, Mrs. E. O. James, Arthur Curtiss. Lewinohn, The Misses Alice and Irene. Lotia Fund for Aiding Discharged Convicts.	Markle Foundation, The John and Mary R. New York Foundation. Pratt, Herbert L. Rockefeller, John D. Rockefeller, John D., Jr. Rockefeller, The Laura Spelman Memorial. Sagan Holding Co. Sage, Dean. Schiff, John M. Sergievsky, Mrs. Boris. Suarez, Mrs. Diego. Vail, Mrs. Lawrence. Weerishoffer, Mrs. Anna.
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HONORARY LIFE MEMBERS

By Contributions of \$100 at One Time

*F. S. C. S. S. G. W. W. K. V. R. and O. A. V. R. (In Memory of). Anonymous. Abbott, George. Alexander, Mrs. Archibald S. Anson, Mrs. Ennald. Association of Grand Jurors, N. Y. County. Auchincloss, Mrs. C. C. Bachelors, The. Bandler, Maurice E. Baring, Charles. Barksdale, Mrs. H. M. Bell, Mrs. Gordon Knox. Bliss, Robert Woods. Bowers, Mrs. Harry S. Brown, Alexander H. Brownell, Miss Matilda A. Bulkeley, Mrs. Jonathan. Burden, William A. M. Burlington, Mrs. Charles. Carhart, Mrs. Hamilton. Cary, Miss Kate.	Chisholm, George E. Chisholm, B. Ogden. Claffin, John. Clark, Mrs. Stephen C. Coe, William E. Comey, John W. Connor, W. E. Coolidge, Mrs. Sherman. Cooper, James Fenimore. Cronwell, James W. Curran, Mrs. Guernsey, Jr. Curtis, Mrs. James F. Cushing, Charles G. Cutting, Charles Suydam. Cutting, Fulton. Davelia Mills Foundation, The. Davies, Frederick M. Davis, Joseph E. deBrabant, Mrs. Marius. de Forest, Henry W. Devoe, Miss Harriet E. Dodge, Mrs. Cleveland H. Dwight, Winthrop E. Elbert, Mrs. Robert G. Emmons, Mrs. Arthur B. Ewing, William F. C. Fairfax, Mrs. Lindsay. Frost, Aaron V.
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*Deceased.

Gabriel, Mrs. Vivian.
 Gardner, Mrs. Robert Folger.
 Gerry, Peter G.
 Goelet, Robert W.
 Grace Church.
 Hadden, Alexander M.
 Halkett, Mrs. Stokes.
 Hall, Mrs. Bolton.
 Harris, John F.
 Hawkes, Mrs. Morris.
 Herrick, Mrs. Robert F.
 Hird, Miss Martha.
 Hochschild, Walter.
 Hubbard, Miss Anna Weir.
 Hulwitz, Frank T.
 Hurd, Richard M.
 Hyde, Mrs. Clarence M.
 Jackson, Mrs. Charles H., Jr.
 Jameson, E. C.
 Jennings, Miss Annie B.
 Jinks, The.
 Johnson, Arthur G.
 Johnson, James W.
 LaFarge, Mrs. Oliver H. P.
 Langley, William C.
 Lehman, Mrs. H. H.
 Lewishu, Adolph.
 Lewishu, Sam A.
 Livingston, Johnston.
 McEarg, Henry K.
 McKinney, Price.
 Moore, Edward S.
 Moore, Mrs. William H.
 Morgan, John P.
 Morris, Mrs. Lewis R.
 Mutual Welfare League of Sing Sing Prison.
 Nichols, W. H.
 Olyphant, Robert M.
 O'Brien, Morgan J.
 Osborn, William Church.
 Osborn, Mrs. William Church.
 Ostwalt, F. E.

LIFE MEMBERS

By Contributions of \$50 at One Time

A. H. (In Memory of).
 C. S.
 P. H. A.
 "From a Friend."
 Agent.
 Anonymous.
 Adkins, Mrs. Leonard D.
 Agnew, Mrs. George B.
 Aldrich, Winthrop W.
 Alexander, William.
 Anderson J. Cameron.
 Arnold, Edward W. C.

* Deceased.

Perkins, Mrs. Florence W.
 Pond, Miss Florence L.
 Porter, H. Hobart.
 Porter, Mrs. H. Hobart.
 Post, James H.
 Potter, William C.
 Pratt, Harold L.
 Pratt, Mrs. John T.
 Prentice, Bernon S.
 Rand, George C.
 Reid, Latham G.
 Reid, Ferguson.
 Remsen, Miss Elisabeth.
 Rice, Dr. and Mrs. Alexander H.
 Richardson, Mrs. C. Tiffany.
 Rinckhoff, John P.
 Rionda, Mrs. Manuel.
 Riverside, The Church.
 St. Thomas Church.
 Satterlee, Mrs. Herbert L.
 Scoville, Miss Grace.
 Scudder, Mrs. Hewlett.
 Selgman, J. & W. Co.
 Sexton, Mrs. A. G.
 Shepard, Mrs. Finley J.
 Simpson, Miss Jean Walker.
 Skeel, Mrs. Roswell, Jr.
 Sloan, Samuel.
 Sloane, Mr. and Mrs. George.
 Stilman, Miss Charlotte R.
 Swan, Joseph R.
 Third Panel Sheriff's Jury.
 Thonson, George M.
 Train, Mrs. Arthur C.
 Untermeyer, Samuel.
 *Vanderlip, F. A.
 Van Gerbig, Mrs. Barend.
 Van Norden, Warner M.
 Van Rensselaer, William Stephen
 (in memory of).
 *Warburg, Felix M.
 Weekes, Harold H.

Baker, Mrs. Walter.
 Baldwin, William M.
 Barrows, Ira.
 Baumert, Frank J.
 Bellak, C. Morton
 Benecke, Alex.
 Benjamin, William E.
 Bennett, Eugene B.
 Bliss, Cornelius N.
 Bliss, Mrs. Robert W.
 Bogert, Mrs. Beverley.
 Borden, Albert G.

Boytton, Herbert F.
 Brown, Everett L.
 Bryce, Peter Cooper.
 Bulkley, Edwin M.
 Bulkley, Mrs. Edwin M.
 Campbell, Mrs. O. A.
 Carey, S. W. Jr.
 Carpenter, Mrs. C. Whitney.
 Chapin, Charles Merrill, Jr.
 Chapin, Simeon B.
 Christ Church of New Brighton.
 Cheney Brothers.
 Christian Herald.
 Christie, Robert E.
 Clark, Mrs. J. William.
 Clarkson & Ford Co.
 Chett, Walter H.
 Cooper, J. H.
 Coward, Mrs. Thomas R.
 Cromwell, J. H. R.
 Cross, John Walter.
 Davis, Henry J. (In Memory of
 Mrs. Amy Eliz. Davis).
 Davis, Thomas B.
 de Flores, Mrs. Pedro R.
 De Lamar, Miss Alice A.
 Delano, William Adams.
 de Peyster, Miss Augusta M.
 Dows, David.
 Driver, Wilbur B.
 Dwight, Mrs. Edward F.
 Eastman, Mr. and Mrs. Lucius R.
 Eastwood, Mrs. John H.
 Etington-Schild Co.
 Emmet, Mrs. C. Temple.
 Emmet, Miss Lydia F.
 Evans, Hartman K.
 Field, Mrs. William D. C.
 Flagler, Mrs. Harry H.
 Fox, Mortimer J.
 Friendly Fund, Inc.
 Galvlowitsch, Mrs. Clara.
 Gallatin, Albert.
 Gallatin, Mrs. Albert.
 Geddes, Donald G.
 Goldman, Julius.
 Great, The Atlantic and Pacific Tea
 Co.
 Guggenheim, Mrs. Simon.
 Hamersley, Louis Gordon.
 Hamersley, Mrs. Louis Gordon.
 Hammond, Mrs. John Henry.
 Helfetz, Jascha.
 Henry, Mrs. Barklie McKee.
 Hickox, Mrs. Charles V.
 Hoe, Mrs. Richard M.
 Hosmer, Mrs. Estelle de Peyster.
 Hunt, Mrs. Thomas.
 Hyde, Mrs. B. Talbot E.
 Irvin, Richard.
 Johnson, Mrs. Aymar.
 Jones, Edward.
 Joost, Martin.
 Joost, Mrs. Martin.
 Jourdan, Edward R.
 Katz, Mrs. Hannah E.
 Kemble, George I.
 Kerr, Mr. and Mrs. Robert C.
 Kidder, Mrs. A. M.
 Kies, Walter S.
 Lamont, Miss Elizabeth K.
 Landauer, James D.
 Landon, Francis G.
 Lathers, Miss Julia.
 Leffingwell, B. C.
 Leffingwell, Mrs. R. C.
 Leon, Maurice.
 Lew, Miss Louis Curtis.
 Mauricio, Miss Marian B.
 McClellan, Mrs. George B.
 MacKay, Henry.
 Metcalf Brothers & Co.
 Metcalf, Mrs. Manton B., Jr.
 Moore, Benjamin.
 Moore, Henry Booth.
 Moore, Mr. and Mrs. Paul.
 Moore & Shley.
 Morgan, Miss Caroline L.
 Nichols, George E.
 Parish, Henry.
 Parks, Leighton.
 Peabody, George Foster.
 Pearl, Mrs. Frederik W.
 Peckham, Mrs. Wheeler H.
 Perkins, Mrs. Frederick C.
 Perry, Mrs. H. G.
 Peters, Mrs. Theodore.
 Phipps, Mrs. John S.
 Pierce, Mrs. Theron F.
 Pitkin, Mrs. Albert J.
 Polk, Mrs. William M.
 Pope, Mrs. Charles F.
 Pratt, Mrs. Charles M.
 Prospect Helpers, Inc.
 Prosser, Thomas.
 Randolph, Mrs. Francis F.
 Reed, Lansing P.
 Resor, Mr. and Mrs. Stanley.
 Reynolds, George G.
 Richard, Miss Elvina.
 Robbins, Mrs. Francis LeB., Jr.
 Roessler, Mrs. Franz.
 Rothbart, Albert.
 Russell, Miss Marie L.
 Satterlee, Herbert L.
 Scott, Miss Mary Evelyn.
 Scott, Walter.
 See, Alonzo B.
 Shepard, Finley J.
 Sherwood, Mrs. Arthur H.
 Sicher, Dudley F.
 Simmons, Joseph Ferris.
 Sorohan, Mrs. Victor.
 Sparks, T. Ashley.
 Speyer, James.
 Stebbins, E. Vail.

Steele, Charles.
Stokes, J. G. Phelps.
Stout, Mrs. Andrew V.
Taylor, Lloyd.
Thacher, Thomas D.
Towne, Mrs. John H.
Tucker, Allen.
Tucker, Mrs. Carlil.
Tucker, Samuel A.
Tuckerman, Mr. and Mrs. Paul.
Twichell, Mrs. Burton F.

Van Vechten, F. R.
Wade, Mrs. Alvin B.
Watson, Mrs. James S.
Wellington, Miss Elizabeth R.
White, Mrs. Henry.
White, Miss Mary W.
Whitney, Mrs. Caspar.
Williams, Harrison.
Williams, Mrs. Orme.
Yeatman, Pope.
Young, Miss Katharine V.

CONTRIBUTORS' LIST

For Fiscal Year January 1, 1937 to December 31, 1937
Designation of Funds

Contributions preceded by name only are for the General Fund, for general purposes. Other contributions are designated as follows: G. R., General Relief (used only for relief); S. R., Special Relief (donations for specially designated instances of need); E. B., Employment Bureau; S., Special Purposes; C. T., Christmas Toys.

A	
Abbe, Miss Harriet C.	\$10 00
Abbott, George	100 00
Aborn, Mrs. J. A.	3 00
Ackerman, Marion S.	5 00
Adams, Mrs. Calvin Thayer. .	5 00
Adams, Mrs. Hall	5 00
Adee, George Townsend.	5 00
Adey, Miss Dorothy	1 00
Adler, Mrs. Morton L.	5 00
Albee, Ellery E.	2 00
Aldrich, Mrs. Richard	10 00
Aldrich, Mrs. Richard S.	10 00
Aldrich, Mrs. Winthrop W. .	10 00
Aldrich, Winthrop W.	25 00
Alexander, Miss Agnes.	10 00
Alexander, Archibald S.	10 00
Alexander, Archibald S.	5 00
Alexander, Mrs. Archibald S. .	100 00
Alexander, Miss Mabel W. . .	5 00
Allen, George Marshall	3 00
Allen, Mrs. George Marshall .	10 00
Allibone, L. W.	5 00
Alsberg, William	10 00
Altschul, Mrs. Charles.	5 00
Altschul, Miss Clara	5 00
Anderson, Clayton & Fleming	10 00
Angell, Mr. and Mrs. Mont-	
gomery B.	S. 5 00
Appley, Mrs. John S.	5 00
Armitage, Mrs. Thomas W. S.	2 00
Armstrong, Miss Helen Mait-	
land	5 00
Arnold, Mrs. Benjamin W. . .	25 00
Auchincloss, Charles C.	100 00
Auchincloss, Charles C.	10 00
Auchincloss, Mrs. Charles C.	25 00
Auchincloss, Mrs. Edgar S. .	10 00
Auchincloss, Gordon	10 00
B	
Bach, Mrs. Lily L.	2 00
Bachus, Mrs. Dana C.	20 00
Bacon, Mrs. Francis McNeil .	3 00
Baird, David G.	S. 2 00
Baker, Mrs. Herbert S.	5 00
Baldwin, Miss Theodora.	2 00
Ballard, Mrs. Edward Lath-	
rop	25 00
Ballin, Miss Marie H.	3 00
Bancker, Mrs. E. H.	5 00
Barlog, Charles	50 00
Barlow, DeWitt D.	S. 5 00
Barnes, Courtland T.	20 00
Barnes, Mrs. Courtland T. .	5 00
Barnes, Mrs. E. W.	3 00
Barney, Mrs. Charles T.	5 00
Barnum, Miss Laura C.	2 00
Barnum, William Henry.	5 00
Barrows, Ira	25 00
Barstow, Miss Cornelia K. .	1 00
Bartol, Mrs. Henry G.	1 00
Barton, Nothera	1 00
Bass, Frederick W.	5 00
Bassett, Mrs. Charles F.	5 00
Baxter, Mrs. W. J.	5 00
Beck & Kesselman.	2 00
Beckhard Martin	10 00
Bedford, Mrs. Alfred C.	25 00
Beer, Mrs. George L.	5 00
Beers, Miss M. Elisabeth. .	5 00
Belditz, H.	5 00
Benedict, Elliot S.	5 00
Bennett, Miss Josephine.	2 00

Bentley, Miss Nellie R.	5 00	Bryce, Miss Mary T.	25 00
Berkey, Mrs. Charles P.	1 00	Buckner, Samuel O.	5 00
Bernheim, Henry J.	10 00	Buckner, Thomas Aylette. .	10 00
Bernheimer, Mrs. Leonard A. .	10 00	Buck, Mrs. Cecilia	5 00
Bernuth, O. M.	20 00	Bulky, Mrs. Jonathan.	10 00
Best, William	S. 10 00	Burchard, Miss Anna T.	1 00
Bewer, Julius A.	5 00	Burden, William A. M.	100 00
Byer, Eugene O.	10 00	Burger, Mrs. Rebecca C. .	S. 2 00
Biedermann, August	12 00	Burgess, E. Barton.	S. 2 00
Biedermann, August.	S. 5 00	Burley, George E. W.	S. 1 00
Billings, Miss Elisabeth.	1 00	Burlingham, Mrs. Charles. .	25 00
Bill-Rite Baby Carriage Com-		Burr, Mrs. Frederic M.	5 00
pany	3 00	Butler, The Howard Russell	
Binger, Mrs. Walter	1 00	Trust	2 50
Birdsall, Miss S. Josephine. .	1 00	Butler, Joseph	1 00
Bischofsheimer, Henry	S. 5 00	Butler, Miss Mary M.	5 00
Bishop, Eliot	2 00	Butt, Mrs. McCoskry.	C.T. 5 00
Blaney, Mrs. Charles P.	3 00	Butterick, Miss Mary E.	5 00
Blanke, Miss Alice M.	2 00	Butterworth, Mrs. George F.	10 00
Blanke, Miss Katharine M. .	2 00	Byrne, Mrs. James	5 00
Bley, Henri Jacques	100 00	C	
Biss, Robert Woods	10 00	Caldwell, Miss Rebecca A. S.	2 00
Bluen, Mrs. Morris J.	10 00	Callender, John A.	5 00
Blumenthal, Harris	1 00	Cammeyer, Miss Henrietta	
Blumenthal, George	304 54	A.	S. 1 00
Boardman, Henry F.	10 00	Campbell, Mrs. Oliver Allen. .	10 00
Bodman, Mrs. George M.	5 00	Carlsbach, Mrs. Emil	2 00
Boettger, Mrs. Theodore.	1 00	Carleton, Miss Ida L.	5 00
Bonbright, Irving W.	10 00	Carns, Mrs. Arthur L.	10 00
Bonney, Mrs. Leonard W.	10 00	Carter, Ernest Trow.	10 00
Bonwick, Teller Inc.	25 00	Cary, Miss Kate.	C.T. 50 00
Bourne, George L.	25 00	Cary, Mrs. Melbert B., Jr. .	10 00
Bourns, H. A.	5 00	Case, J. Herbert	10 00
Bowers, Ogden H.	2 00	Cattus, Mrs. John C.	5 00
Bowie, W. Russell	6 00	Cauley, Mrs. Marjorie Sewell	2 00
Bowker, Miss I. Pauline.	3 00	Cerf, Mrs. Louis A.	3 00
Bradley, Charles Burnett.	10 00	Chambers, Robert A.	25 00
Bratner, Edward M.	10 00	Chapin, Simeon B.	25 00
Brewster, Robert S.	50 00	Chapman, Miss Mary	5 00
Bridges, Robert	5 00	Chapman, Miss Mary W. S. .	2 00
Brill, A. A.	5 00	Charles, Mrs. Mary deP.	5 00
Brooks, Mrs. Frederick.	S. 10 00	Charlhay Corporation	100 00
Brower, Dr. and Mrs. Jacob		Child, Miss Ruth A.	5 00
L.	2 00	Choate, Mrs. Arthur G.	15 00
Brower, William L.	5 00	Claflin, John	100 00
Brown, Miss Edith Harman .		Clark, Cleon R.	S. 1 00
"In Memory of Mr. and		Clark, Mrs. deWolf	5 00
Mrs. William Harman		Clark, Miss Mary	100 00
"Brown"	5 00	Clark, Mrs. J. William.	S. 5 00
Brown, Mrs. George Alex-		Clark, Mrs. Lucian H.	S. 2 00
ander	5 00	Clark, Miss Maud S.	3 00
"Brown, Lawsona	2 00	Clark, Mrs. Stephen C.	100 00
Brown, Ray	5 00	Clark, Walter H.	S. 1 00
Brown, Warren D.	10 00	Clarke, Mrs. Adele V. N.	3 00
Brueger, Otto C. F.	5 00	Clarke, Miss Helen Mac G. .	2 00
Bruen, Miss Constance L. J.		Cleland, Mrs. T. J.	20 00
.....	S. 10 00	Cleutt, Walter H.	10 00
Brundage, Mrs. Wilber.	C.T. 10 00		
Brundige, Miss Elisabeth. .	10 00		
Banks	5 00		
Bryant, Samuel	10 00		

* Deceased.

Cockcroft, Miss Mary T.	10 00
Cocks, Francis E.	2 00
Cohen, William N.	20 00
Cohn, Mrs. Alfred E.	5 00
Coleman, Alvin E.	10 00
Colgate, Henry A.	10 00
Collier, Mrs. Robert J.	5 00
Colt, Harris D. V.	10 00
Colt, Mrs. Richard C.	10 00
Colt, Mrs. Stockton B.	2 00
Coman, Miss Caroline	5 00
Condit, Edmond	10 00
Cone, The Export and Commission Company	10 00
Conrad, Mrs. Bryan	5 00
Conrad, Mrs. H.	5 00
Conway, W. Helen	10 00
Cooper, James Fenimore	50 00
Cooper, Oscar	10 00
Crafts, Miss Elizabeth S.	10 00
Creamer, Mr. and Mrs. William G.	3 00
Crocker, Mrs. Katharine W.	10 00
Crofoot, Mrs. L. F.	10 00
Cross, John Walter	50 00
Cullbert, Miss Anna M.	5 00
Cuming, Mrs. Rochester	5 00
Curran, Guernsey	10 00
Curtis, Mrs. James B.	10 00
Cutting, Charles Suydam	100 00
Cutting, Mrs. William Bayard	25 00
D	
Dall, Mrs. Charles Whitney	5 00
Dalmases, Henry	1 00
Darlington, Mrs. Charles F.	10 00
Davells, The Mills Foundation	100 00
Davies, Frederick M.	10 00
Davis, Joseph E.	100 00
Divison, Miss Ella H.	25 00
Davison, Mrs. Henry P.	2 00
Dawes, Dexter B.	2 00
Dayton, Ralph E.	3 00
Dear, Mrs. Bashford	10 00
Debern, David B.	25 00
Decker, Charles A.	10 00
de Coppet, Miss Gertrude	5 00
de Florez, Mrs. Pedro R.	25 00
de Forest, Henry W.	25 00
de Forest, Mrs. Henry W.	25 00
Delechanty, M. J.	10 00
Dell, Miss Beatrice	2 50
Deming, Miss Eleanor	10 00
De Sola, B. E.	3 00
Dickey, Mrs. Charles D.	10 00
Dillingham, Frank A.	5 00
Dimock, E. J.	10 00
Dimock, Edwin	10 00
Ditson, Mrs. Charles H.	5 00
Ditson, Mrs. Charles H.	5 00
Dittmar, A. J.	2 00
Dodge, Mrs. Cleveland E.	5 00
Dodge, Mrs. Cleveland H.	25 00
Dodge, Mrs. Francis E.	5 00
Dodge, Mrs. Murray W.	5 00
Dommerich, Mrs. Alex L.	5 00
Donohue, Miss Frances L. S.	2 00
Doolittle, John A.	2 00
Dorrance, Mrs. Samuel M.	3 00
Dortie, Miss Adele G.	3 00
Douglas, Mrs. George William	10 00
Dowd, Herman	2 00
Dows, David	50 00
Dreyfus, Fred J.	2 00
Driver, Wilbur B.	50 00
Dwight, Mrs. Winthrop E.	5 00
Dubois, Mrs. Leonce F.	2 00
"In Memory of Leon Barre"	2 00
Duffie, Mrs. Antoinette L.	3 00
Duncan, Mrs. Dora	5 00
Duncan, Mrs. Harry L.	2 00
Duryea, Marshall H.	10 00
Duryee, Samuel S.	5 00
Dusenberry, Miss Grace	5 00
Dwyer, Mrs.	5 00
Dyer, B. Wheeler	5 00
E	
Eastwood, Mrs. John H.	25 00
Eastwood, Mrs. John H. C.T.	25 00
Eaton, Mrs. Frank	5 00
Edmonds, Mrs. John Worth	10 00
Egbert, James C.	5 00
Eldot, Herman	1 00
Emerson, Mrs. Juliet W.	5 00
Emmons, Mrs. Arthur B.	200 00
Erlanger, Sidney C.	5 00
F	
Farley, Miss Elsie Sloan. S.	5 00
Fardelly, Mrs. Richard L. S.	5 00
Fedler, Mrs. J. Fuller	20 00
Field, Mrs. S. Pierre	10 00
Field, Mrs. William D. C.	10 00
Filley, Oliver D.	10 00
Finske, Mrs. B. G.	3 00
Findley, Mrs. G. W.	2 00
Fisch, Abraham M.	6 00
Fiah, Miss Julia Avery	5 00
Fisher, Nathan	1 00
Flagg, John L.	3 00
Flieger, Mrs. Harry Harkness	10 00
Flechner, Mrs. Simon	10 00
Flower, Mrs. Frank M.	1 00
Floyd, Mrs. E. Delafield (1936-1937)	10 00
Floyd-Jones, Mrs. G. Stanton	10 00
Foster, Girls	10 00
Fowler, Miss Ruth D.	2 00

Francis, Mrs. Lewis W.	5 00
Frank, Mrs. Leo E.	5 00
"In Memory of Leo E. Frank"	5 00
Frank, Mrs. Leo E.	2 00
Frank, Mrs. Lillian M.	1 00
Freeman, Mrs. Edward Woolsey	20 00
Frothingham, C. Frederick	5 00
G	
Gale, Edward C.	10 00
Gammack, Mrs. Thomas H.	5 00
Gannett, Mrs. W. C.	10 00
Gantz, Aaron	5 00
Gardner, Mrs. Paul E.	10 00
Garrison, Mrs. Phillip M. Kim	1 00
Garver, Chauncey B.	10 00
Geer, Mrs. Blanche B.	5 00
Geer, Mrs. Frederick	10 00
Gerken, Mrs. John	10 00
Gerrish, Frank Scott	5 00
Gifford, Mrs. Robert W.	2 00
Gimbel, Mrs. Isaac	10 00
Glenn, John M.	5 00
Goelst, Robert W.	100 00
Goffe, R. H.	5 00
Goldman, Mrs. Helen R.	5 00
Goldman, Miss Rose	10 00
Goldmann, Mrs. Oscar	3 00
Goldsmith, Harry B.	5 00
Goldsmith, Richard	20 00
Goldstrom, Miss Helen	5 00
Goodbody, Mrs. Robert	5 00
Goodman, A. & Sons, Inc.	3 00
Goodwin, Mrs. James J.	10 00
Goey, Miss Edith F.	1 00
Gotthell, Mrs. Paul	3 00
Gould, Philmond D.	5 00
Grace, Mr. and Mrs. Joseph P.	25 00
Gracie, Mrs. Joseph W.	5 00
Gray, Henry G.	15 00
Great, The Atlantic & Pacific Tea Company	50 00
Green, Mrs. Edward H.	10 00
Greene, Carlton	3 00
Greenwood, Miss Eliza R.	10 00
Greenwood, Miss Mary M.	15 00
Griffith, Miss Susan D.	10 00
Griggs, Mrs. John W.	15 00
Gristede, D.	3 00
Grossmann, Mrs. Edward A.	3 00
Gruntal, Benedict H.	10 00
Gruntal, Edwin	5 00
Guinzburg, Miss Lillian	3 00
Guttman, Mrs. Louis	1 00
Gwynne, Miss Mabel	1 00
H	
Hackett, Miss Irene A.	2 00
Hackett, Morris H.	5 00
Hague, Miss Eleanor	10 00
Hall, Edgar H.	5 00
Hamm, Mrs. William A.	5 00
Hammersley, Mrs. Louis Gordon	25 00
Hammond, John Henry	10 00
Hammond, Mrs. John Henry	20 00
Hammond, Mrs. Paul L.	10 00
Harbison, Mrs. W. A.	25 00
Harburger, Mrs. Julius	3 00
Hardenbergh, William F. S.	10 00
Hare, Mrs. Mary	25 00
Harkness, William Hale	10 00
Harriman, E. Roland	25 00
Harris, Mrs. and Mrs. Victor Harris, George L.	10 00
Hartman, Mrs. Edith Cooper	5 00
Hartshorne, Miss Katharine B.	1 00
Harvey, L. J.	25 00
Haskell, Mrs. J. Amory	3 00
Hawkes, Mrs. Morris	50 00
Hawkins, Mrs. E. R.	2 00
Hayden, Charles Foundation	500 00
Hayman, Mrs. Dora D.	1 00
Haynes, Miss Caroline C.	10 00
Hays, Mrs. David S.	5 00
Hecht, Mrs. Meyer	10 00
Hellawell, John A.	1 00
Hellmann, Fred	10 00
Helme, Mrs. George A.	25 00
Henderson, Mrs. E. C.	10 00
Henricks, Henry S.	5 00
Henry, Mrs. Barklie Meese	30 00
Henry, Miss Florence	5 00
Henry, Miss H. Maud	5 00
Herbert, Preston	10 00
Herrig, Miss Anne P.	5 00
Herrick, Mrs. W. W.	10 00
Herrman, Henry	10 00
Hessberg, Mrs. Lena	3 00
Hicks, Mrs. Charles V.	50 00
Hicks, Mrs. Joanna	2 00
Hicks, Walter F.	1 00
Hicks, Walter F.	2 00
Higgins, Mrs. James Crane	5 00
Hill, Mrs. Richard W.	5 00
Hillhouse, Miss Sylvia R.	2 00
Hilton, Mrs. Frederick M.	15 00
Hinton, Mrs. Joanna	2 00
Hird, Miss Martha	100 00
Hochschild, Walter	200 00
Hoffman, Miss Margaret E.	5 00
Hoffman, Samuel V.	10 00
Hogan, Mrs. Jefferson	10 00
Hogg, Miss Elizabeth M.	10 00
Holstein, Mrs. Gustavus M.	2 00
Holmes, John Haynes	1 00
Holt, Mrs. L.	5 00
Holt, Philetus H.	5 00
Holt, Mrs. Robert S.	10 00

Holter, Mrs. Edwin O. E.B.	25 00	Kohn, Daniel	5 00
Horn, Miss Sarah L.	25 00	Kohnstamm, Edward	5 00
Horton, E. P.	8 00	Kress, C. W.	2 00
Hubbell, Charles Bulkley	7 00	Kress, Samuel H. Foundation	10 00
Hudson, Mrs. H. W.	5 00	Kurland, Isidore	3 00
Hudson, Mr. and Mrs. Paul H.	10 00		
Hunt, Miss Mary F.	5 00	L	
Hyde, Mrs. Clarence M.	25 00	Ladd, William Sargent	10 00
		La Forge, Mrs. Oliver H. P.	10 00
I		Lake, Miss Jennie	2 00
Irvin, Charles H.	14 00	Lambert, Mrs. Samuel W.	10 00
Isbell, Mrs. O'Donnell	5 00	Lamont, Mrs. Thomas W.	10 00
Iselin, Mrs. Oliver	5 00	Landon, Mrs. Nathaniel Ruggles	5 00
Iseman, Mrs. Percy R.	3 00	Lankford, Mrs. Frederic M.	2 00
Israel, Mrs. Albert	10 00	Lask, Miss Bertha	2 00
Itleson, Henry	25 00	Lauterstein, Mrs. Leon	2 00
		Lawrance, Mrs. Charles Lanier	10 00
J		Lawrence, Miss Clara Louise	15 00
Jackson, Mrs. William B. S.	5 00	Lawrence, Mrs. Moehring	2 00
James, Mrs. Bayard	25 00	Leaman, Walter E.	2 00
Jameson, E. C.	10 00	Lee, Mrs. Albert R.	5 00
Jameson, Mrs. James Walker	5 00	Lee, Mr. and Mrs. Burton J.	3 00
Jay, DeLancey K.	10 00	Lehman, James M.	10 00
Jerman, Miss Maria C.	10 00	Lenz, Maurice	5 00
Johnson, Mrs. Aymar	10 00	Leonard, Mrs. Edgar W.	25 00
Johnson, Mr. and Mrs. Burgess	5 00	Le Roy, Mrs. Robert	10 00
Johnson, Mrs. Warner Harold	5 00	Lester, Miss Fanny A.	1 00
Johnston, Guy E.	2 00	Levi, George	5 00
Johnston, Miss Eupheme S.	5 00	Lewis, Mrs. Richard J.	5 00
"In Memory of Mrs. Margaret A. Johnstone"	5 00	Lewis, Mrs. Richard J., C.T.	2 00
Jones, Mrs. Adam Leroy	7 00	Lewishson, Sam A.	100 00
Jones, Mrs. De Witt Clinton	3 00	Lewy, Max	2 00
Jones, Miss Elizabeth Van Cleef	1 00	Liebmam, Julius	10 00
		Lincoln, Mrs. Frederic W. S.	5 00
K		Lindoman, Oscar	10 00
Kane, Mrs. Frederick L.	10 00	Lindley, Miss Alice F.	10 00
Kaufmann, Mrs. M. J.	10 00	Lindley, Mrs. Erasmus C.	20 00
Keeble, Mrs. Frank H. G.	5 00	Litchfield, Electus D.	5 00
Kelley, Miss Annie E.	10 00	Lobenstein, Mrs. William C.	10 00
Kellogg, Mrs. Frederic R.	5 00	Lockwood, Mrs. L. Ferris	10 00
Kellogg, Herbert S.	10 00	Loeb, E. H.	2 00
Kellogg, Morris W.	10 00	Loines, Mrs. Stephen	10 00
Kenard, William	5 00	Lord, Frederic W.	10 00
Kennish, Mrs. W. R.	5 00	Lotta Fund for Aiding Discharged Convicts	512 50
Kernan, Mrs. Michael J.	3 00	Loveman, Miss Amy	5 00
Kerr, Howard M.	25 00	M	
Kerr, Robert C.	5 00	Mabon, Mrs. A. F.	1 00
King, Miss Isabella C.	1 00	Macdonough, Mrs. Joseph M.	5 00
Kirkham, Mrs. Ethel D.	5 00	Macley, Mrs. Alfred B.	5 00
Kissel, Mrs. Gustav E.	10 00	MacNeil, HERNON A.	2 00
Kitching, Miss Bell M.	5 00	Magee, John	25 00
Kittredge, Samuel Dana	2 00	Magee, Sanford J.	10 00
Knies, George J.	5 00	Maibaly, Miss Theodora F.	5 00
Knott, David H.	10 00	Manges, Morris	5 00
Koegler, Mrs. Richard A.	5 00	Manice, William De Forest.	10 00
		Mansfield, Howard	10 00
		Marquand, Mrs. Allan	10 00

Marquand, Miss Sarnia	25 00	N	
Marlin, William V.	5 00	Nathan, Miss Rosalie	10 00
Mathewson, Douglas	2 60	Neaus, William	10 00
Mather, William C.	10 00	Newborg, M.	10 00
Maurice, Miss Marian B.	50 00	Newhouse, Mrs. Walter Scott	1 00
Mauzy, Mrs. Henry Tobin	5 00	Nicholas, Mrs. Robert G.	5 00
Maxwell, Howard W.	10 00	Nichols, Mrs. Acosta	10 00
Mayer, Mrs. Bernhard	5 00	Nichols, George	10 00
Mayer, Joseph B.	2 00	Nichols, Mrs. John G. W.	10 00
Maynard, Miss Helen Louise	10 00	Nichols, Mrs. Paul H.	25 00
McGowan, Miss Blanche J. S.	5 00	Nolan, D. E.	1 00
McCarroll, James R. T.	2 00	Norton, Mrs. Charles D.	25 00
McCart, Mrs. Robert H.	5 00	Nourse, Miss Juliet L.	5 00
McClellan, Mrs. George B.	10 00		
McCutchen, Mrs. Charles Walter	25 00	O	
McDowell, Miss Florence	5 00	Oakley, Alonzo Gore	5 00
McGarvey, Mrs. Edward	5 00	Ogden, Charles W.	10 00
McGovern, Miss Eleanor	10 00	Olafson, Olaf	1 00
McGowan, Miss Blanche J. S.	5 00	Olcott, Miss Theodora. C.T.	5 00
McKin, Mrs. LeRoy	10 00	Openlym, Wilfred A.	15 00
Meade, Miss Annie P.	5 00	Osia, F. Burton	2 00
Merchant, Mrs. B. T.	10 00	P	
Merritt, Miss Helen S.	3 00	Paige, Mrs. Douglas W.	5 00
Mersereau, Mrs. Jacob	10 00	Palmer, Mrs. J. Culbert	2 00
Messinger, Mrs. Charles H.	S. 1 00	Pappenheimer, Mrs. A. M.	5 00
Metcalf, Mrs. Mantion B. Jr.	25 00	Parsons, Miss Anna H.	0 25
Meyenberg, Miss Amelia S.	5 00	Parsons, William Barclay	5 00
Meyer, Miss Jennie A.	1 00	Partridge, Theodore Dwight	10 00
Middleton & Company, Ltd.	10 00	Paudling, James Kirke	5 00
Milburn, Mrs. Devereux	10 00	Pauli, Mrs. Rose T.	2 00
Miller, Mr. and Mrs. Edgar Grin, Jr.	2 00	Peares, William G.	25 00
Miller, Mrs. G. Macculloch	2 00	Peebles, Miss Frances H.	1 00
Miller, Mrs. Henry Wise	5 00	Peliers, Siegfried	5 00
Milliken, Mrs. Gerrish H.	10 00	Pell, James D.	10 00
Miner, Miss Hannah T.	1 00	Perkins, Miss Elizabeth B.	10 00
Mohun, Mrs. R. Dorsey	10 00	Perkins, Miss Emily S.	5 00
Lorraine	2 00	Perkins, Mrs. George W.	75 00
Moore, Mrs. George C.	1 00	Perlatstein Brothers	5 00
Moore, Benjamin	10 00	Peters, Miss Isabel M.	10 00
Moore, Edward	10 00	Pfeiffer, Mrs. G. Oscar	1 00
Moore, Mr. and Mrs. Paul	50 00	Phelps, Miss Claudia Lea	2 00
Moore, Mrs. William H.	25 00	2nd	10 00
Morawetz, Mrs. Victor	10 00	Phelps, Mrs. Luis James	3 00
Morganthau, Henry Sr.	10 00	Phillips, Miss Elizabeth M. S.	5 00
Morris, Mrs. Etta H.	1 00	Phillips, Miss Ellen A. G.	2 00
Morris, Mrs. Irma C.	C.T. 1 00	Pierce, Miss Anne	3 00
Morris, Lewis Spencer	1 00	Pierce, Mrs. Theron F.	10 00
Morris, Richard L.	10 00	Pierrepont, Mrs. R. Stuyvesant	5 00
Morris, Mrs. William H. S.	5 00	Pitkin, Mrs. Albert J.	50 00
Morton, Mrs. Paul	10 00	Piimpton, Mrs. George A.	10 00
Mossman, Mrs. Howard Hill	10 00	Polak, Edward	2 00
Mott, Mrs. Frank L.	10 00	Polk, Frank L.	10 00
Mott, Lewis F.	15 00	Polk, Mrs. William M.	10 00
Mouraille, Miss M. Mathilde	10 00	Poliak, Walter G.	10 00
Mueller, Miss Louise M.	5 00	Poore, Mrs. Henry R.	S. 1 00
Murray, Miss Catherine	2 00	Pope, Mrs. Charles Frank	50 00
Murray, J. Arthur	15 00	Porter, H. Hobart	10 00
Mutterperl, Sol	2 00	Porter, Mrs. H. Hobart	S. 10 00
Mygatt, Kenneth	5 00	Post, Abram S.	20 00

Post, Mrs. Carroll J.....	5 00	Rosenstein, Henry.....	5 00
Post, Mrs. William C.....	5 00	Rosenthal, Rudolph.....	3 00
Pratt, Mrs. Charles M.....	25 00	Rosenzweig, Mrs. Joseph.....	5 00
Pratt, Mrs. Della Bache.....	10 00	Rotschilte, Miss Anna J.....	5 00
Pratt, Harold L.....	100 00	Rumery, Ralph R.....	2 00
Pratt, Herbert L.....	500 00	Runyan, Miss Carrie B.....	2 00
Pratt, Mrs. John T.....	10 00		
Prescott, Miss Mary R.....	10 00	S	
Prince, Mrs. Benjamin.....	5 00	Sage, Dean.....	E.B. 800 00
Prizer, Miss Mary C.....	10 00	Salm, Mrs. Coster.....	5 00
Pruyn, Mrs. Robert D.....	10 00	Salm, Mrs. Harry.....	5 00
Purrington, Mrs. William A.....	15 00	Satterthwaite, Miss Anna J.....	5 00
Purrington, Mrs. William.....		E.....	10 00
		Savage, Mrs. Theodore Fiske	10 00
Putnam, Mrs. William A.....	10 00	Sawyer, Mrs. Conway.....	6 00
Pyne, Mrs. H. Rivington.....	5 00	Sayre, Mrs. Mary Hall.....	10 00
		Schefer, Anton H.....	3 00
Q		Scherman, Harry.....	10 00
Quan, Mrs. James.....	C.T. 1 00	Schier, Mrs. Kenneth B.....	4 00
Quinto, Philip.....	2 00	Schlesinger, Frederick.....	C.T. 2 00
Randolph, Miss Blanche F.S.	2 00	Schmittlapp, Carl J.....	25 00
Randolph, Mrs. Francis F.	25 00	Schmitt, Miss Bertha M.....	S. 5 00
Rankin, Mrs. Hugh.....	S. 10 00	Schoenfeld, John L.....	S. 10 00
Raven, John H.....	10 00	Schucharit, Mr. and Mrs.	
Raynor, Mrs. Forrest.....	25 00	Frederick.....	5 00
Read, Duncan H.....	10 00	Schucharit, Mr. and Mrs.	
Redmond, Mrs. Roland L.....	10 00	Frederick.....	S. 5 00
Reed, Henry Douglas.....	10 00	Schulte, Mrs. Joseph M.....	2 50
Reese, Miss Margaret M.....	5 00	Schultz, Mrs. Albert B.....	5 00
Reid, Fergus.....	100 00	Schwab, Miss Emily.....	15 00
Reilly, Miss Mary A.....	C.T. 1 00	Schwarz, Robert.....	2 00
Renton, Stanley H.....	10 00	Scott, Mrs. Richard J.....	2 50
Rentschler, Gordon S.....	25 00	Seal, Miss Mary Evelyn.....	50 00
Reusick, Mrs. William C.....	5 00	Sevill, Miss Margaret.....	1 00
Requa, J. Eugene.....	2 00	Seville, Miss Grace.....	25 00
Resor, Mr. and Mrs. Stanley	50 00	Seudder, Mrs. Hewlett.....	100 00
Reynolds, Miss Emma C.....	10 00	Seelig, G. A. F.....	1 00
Reynolds, Miss Emma.....	C. 5 00	Seeman, Joseph.....	S. 10 00
Reynolds, George G.....	50 00	Seigman, Mrs. George W.....	5 00
Reynolds, Mr. and Mrs. Richard		Sheldon, Miss Edith.....	1 00
S.....	15 00	Shepard, Finley J.....	25 00
Richard, Miss Elvina.....	50 00	Sherwood, Mrs. Arthur H.....	20 00
Richard, Oscar L.....	10 00	Shives, Alfred.....	5 00
Richardson, Mrs. C. Tiffany.	10 00	Sibley, Mrs. Hiram W.....	10 00
Richardson, Miss Marion.....	5 00	Sidman, Edgar N.....	5 00
		Silverman, Miss Estelle L.S.	1 00
Riegelman, Mrs. Charles A.....	5 00	Simmons, Mrs. Joseph Ferris	5 00
Rives, Mrs. Reginald B.....	10 00	Simonds, Samuel S.....	1 00
Robbins, Mrs. Julian W.....	5 00	Simons, Isaac.....	2 00
Roberts, George E.....	5 00	Simpson, Miss Jean Walker	
Robinson, Mrs. Frank.....	5 00	(For 1936)	25 00
Rockwood, Miss Katharine		Simpson, Mrs. Robert L.....	5 00
C.....	10 00	Singer, Mrs. Clarence.....	S. 5 00
Rodewald, Miss A. Leontine.	5 00	Sjauken, George E.....	5 00
Rodman, H. B.....	2 00	Skilin, Edward S., Jr.....	S. 2 00
Rogers, Mrs. Benjamin.....	25 00	Slade, Francis Louis.....	5 00
Rose, John Henry.....	1 00	Slade, George T.....	25 00
*Rosenbaum, Sol G.....	10 00	Stoan, Benson B.....	10 00
Rosenhorn, Mrs. S. J.....	10 00	Stoan, Samuel.....	10 00
		Stoane, Mrs. William.....	25 00

* Deceased.

Smith, Arthur A.....	S. 2 00	Third, The Panel Sheriff's	
Smith, Mrs. Fitch W.....	5 00	Jury.....	50 00
Smith, J. Spencer.....	5 00	Thomas, Mrs. Allen M.....	5 00
Smith, Roy C.....	5 00	Thomen, Mrs. G. J.....	5 00
Smith, Samuel.....	S. 5 00	Thompson, Mrs. Lewis S.....	5 00
Smith, William G.....	S. 1 00	*Thomson, John W.....	10 00
Smithers, Christopher D.....	10 00	Thorburn, Miss Clara M.....	10 00
Society of St. Vincent de		Thorburn-Arts, Mrs. L. N.....	3 00
Paul Particular Council		Thorne, Victor C.....	20 00
of Brooklyn.....	S. 3 00	Tiffany, Charles L.....	10 00
Solomon, Mrs. Stella.....	2 00	Tillinghast, R. C.....	S. 1 00
Sowden, Miss Elizabeth.....	S. 5 00	Tiney, Mrs. Israel Sheldon	5 00
Spalding, Mrs. George A.....	5 00	Thomson, Mrs. Margaret C.....	25 00
Spear, Mrs. Louis Dean.....	5 00	Todd, Mrs. J. Kennedy.....	5 00
Speranza, Mrs. Gino.....	25 00	Todd, Mrs. J. R.....	15 00
Sperry & Company.....	10 00	Towle, Mrs. Forrest M.....	3 00
Sprague, Seth.....	10 00	Towne, Frank B.....	10 00
Stebbins, E. Vail.....	5 00	Tracy, Miss Helen Dawson.....	1 00
Steele, Charles.....	10 00	Train, Mrs. Arthur.....	25 00
Stein, Mrs. Emil.....	5 00	Tredwell, Edgar Alanson.....	5 00
Stetson, Miss Ethel.....	2 00	Trepp, Leopold.....	5 00
Steuer, Mrs. Max D.....	5 00	Tucker, Mrs. Carlin.....	50 00
Stevenson, Miss Marion V.....	5 00	Tucker, Samuel A.....	15 00
Stiefel, Mrs. Isaac.....	2 00	Turnbull, Miss Ethel.....	5 00
Stieglitz, Mrs. Albert.....	5 00	Turner, Mrs. Henry Chundee	5 00
Stillman, Miss Charlotte R.....	100 00	Turley, Mrs. Frederica S.....	25 00
Stimson, Henry L.....	25 00	Twichel, Mrs. Burton P.....	25 00
Stokes, Harold Phelps.....	10 00	Tyler, Mrs. Walter L.....	5 00
Stone, Harold F.....	1 00		
Stone, Herbert F.....	24 00	U	
Stout, Henry P.....	10 00	Union Towel Supply Com-	
Strasburger, Mr. and Mrs.		pany.....	5 00
Irwin.....	10 00	United Retail Grocers &	
Strong, Mrs. J. R.....	35 00	Delicatessen Dealers' Asso-	
Strong, John R.....	5 00	ciation.....	10 00
Strong, Miss Marion B.....	5 00	University, The Society, Inc.	5 00
Studdiford, Mrs. William E.		V	
Sturges, W. W.....	5 00	van Beuren, Mrs. Michael M.	25 00
Sturgis, Mrs. Thomas.....	5 00	van Brunt, Jeremiah E.....	5 00
Stuyvesant, A. Van Horne,		* Van Buren, Mrs. Wil-	
Jr.....	25 00	liam Bayard.....	5 00
Stuyvesant, Miss Anne W.....	25 00	Van Santvoord, Seymour.....	10 00
Sullivan, William Mathews.	5 00	Van Sinderen, Mrs. Adrian.....	10 00
Sulzberger, Mrs. Arthur		Van Vechten, Mrs. Schuyler	
Hays.....	10 00	Van Wagner, A. E.....	1 00
Sutliff, Miss Mary L.....	1 50	Van Winkle, Miss Elizabeth	
Sutro, Mrs. Lionel.....	5 00	M.....	3 00
Sutton, J. Wilson.....	5 00	Starr.....	3 00
Swallow, Mrs. A. G.....	1 00	Varnum, Mrs. James M.....	25 00
Swan, Joseph R.....	100 00	Vaules, George T.....	2 50
Sweet, Mrs. Paul F.....	S. 5 00	Var Planck, Mrs. William G.	10 00
		Van Vechten, Mrs. Schuyler	
T		Villard, Oswald Garrison.....	5 00
Taylor, Henry C.....	25 00	Vincent, Paul W.....	S. 2 50
Taylor, James B.....	10 00	von Lilienthal, Albert W.....	5 00
Teagle, Walter C.....	1 00	Vorhaus, Louis J.....	10 00
Teets, Herbert M.....	S. 3 00		
Tekulsky, Louis.....	2 00		
Thacher, Mrs. Thomas D.....	10 00		
Thaw, J. C.....	10 00		

* Deceased.