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Robert C. N. Monahan

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# Handbook of American Prisons

Covering the Prisons of the  
New England and Middle Atlantic States

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## HANDBOOK OF AMERICAN PRISONS

# Handbook of American Prisons

## INTRODUCTION

### I

#### PURPOSE OF THE SOCIETY

The National Society of Penal Information has been organized to study the present methods of dealing with criminals, from their arrest to their final discharge from prison; especially to collect the facts about American penal institutions and to put the facts so gathered before the public; and to suggest better and more effective methods of dealing with crime and criminals—on the part of the police, the courts, and the prisons. It is hoped that the activities of the Society may assist in arousing and stimulating public opinion to the end that a more intelligent treatment of criminals may give better protection to society.

The Society therefore proposes an adequate and continuous study of the situation, as it is obvious that in spite of recent developments in our machinery for protecting society, and in spite of punishments often barbarous in their severity, crime continues to increase. Society needs protection and is entitled

to it. We are now paying a staggering cost for it, but we are not getting it.

Those interested in a study of penal problems have found that the greatest obstacles to their solution have arisen from the wide-spread ignorance of conditions, of methods and of results. The average prison official knows little or nothing of any methods other than those prevailing in his own institution. The average citizen knows little or nothing of what happens to a man after he has been sentenced to prison.

Of late years there has been an increasing realization that the problem of crime cannot be solved by prison sentences; that what happens to the wrongdoer in prison is a matter of vital importance to the community, simply because he is not to stay there forever. What does he do when he comes out?

The statistics of our prisons, seriously inadequate as they are, show clearly one important fact: that a very large number of prisoners, after they are released, are again returned to prison for new offenses. Many others go back to crime, but are clever enough to keep out of the clutches of the law. Of only a small number can we be certain that they "go straight."

How far is this the fault of the prison system? Or are the prisoners so hopelessly deficient, mentally and morally, that they are incapable of becoming law-abiding and useful citizens?

While specialists are studying the psychology of criminals, it is well that careful examination should be made of prison methods—to find out the bearing

of such methods upon the psychology of the human beings imprisoned. In other words, what is needed is more light; to know what our prisons are actually doing and why they are doing it; to know what kind of men we place in charge of prisoners. In the prison problem, the psychology of the prison officials may be as important as the psychology of the prisoners.

At present there is no place where the student, or the general public, can get such information. There are some good volumes on the general subject of penology; there are a number of very interesting books giving personal experiences in prison; there are many annual reports, not without value, but giving little information as to methods and results.

It is the purpose of the National Society of Penal Information to gain the sort of information which is needed, and to make that information available to all.

## II

### THE PRISON HANDBOOK

**1. Purpose.**—One of the most important means of fulfilling the purposes of the Society is a Handbook of Prisons, issued at stated periods, in which accurate information regarding the various prisons of the country can be collected in an available form. To such a volume a citizen of any state may go for a general knowledge as to the location of his state's prison, the appearance and character of its buildings, the methods of its management, the number and character of its inmates. There will also be, in

addition to a mere statement of facts, a comment and criticism, which is intended to furnish some basis for conclusions as to whether the particular prison is protecting society from crime as effectively as it should.

This book will give to the citizens of each state some knowledge of their own prison, and also will make possible a comparison with prisons of other states. It will enable the officials of one institution to share in the experience of other institutions. At present so little knowledge is possessed of the methods of one institution by the officials of another, that assertions will often be made that methods are impossible, which have actually been in force elsewhere for years.

For instance: one prison warden will claim that without the silent system good prison discipline is impossible; yet for the last ten years the best conducted prisons in the country have done away entirely with the idea of enforcing silence.

**2. Method.**—The method pursued in preparing this Handbook has been as follows:

(a) A Committee of at least two members of the National Society visits each prison. They gain from personal inspection, from the prison authorities and from other sources, as much information as possible. The members of these Committees are chosen because of their familiarity with prisons and their capability of judging with accuracy prison conditions.

(b) The Committee prepares a report on each

prison, which is then sent to the Warden for correction. If there is any objection to any statement in the report, it is struck out or modified, as the object is to get an *agreed statement of facts*. There will undoubtedly be some facts, which may be of importance, which escape the notice of the Committee; there may be some facts which the prison authorities will refuse to admit. The important thing is to ascertain in the first place how far agreement can be reached.

In preparing this Handbook, the Committee has met with uniform courtesy; every part of every prison (with two exceptions) has been thrown open and all the information requested has been cheerfully given.

In one or two instances objection has been made to the Committee's statement. The facts in dispute have then been dropped from the statement and, if of sufficient importance, dealt with in the Comment.

(c) In addition to the agreed statement of facts the Committee appends a Comment, wherein commendation is given when due, improvements are suggested, and criticism is offered. The basis of this Comment is not theoretical or arbitrary. The standards are in part set by the best departments in particular prisons, and in part by what are recognized, though as yet generally unrealized, as practical standards for penal institutions. Any rejoinder the prison authorities may care to make will be printed with the Comment. Thus, where



differences occur, every effort will be made to have such differences clearly defined; so that readers may be enabled to form their own judgment of each point at issue.

**3. Scope of First Handbook.**—The amount of time, money, travel and work necessary for the preparation of such a Handbook has rendered it impracticable to cover the whole country the first year. So this issue covers only eleven states of the North and East, viz: Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Pennsylvania, Delaware and Maryland. But since this territory includes five prisons of New York, three of Pennsylvania and two Federal prisons (the Army prison at Fort Jay, Governors Island, N. Y., and the Navy Prison at Portsmouth, N. H.), this issue of the Handbook covers about one-quarter of the state prisons of the United States.

As soon as possible the Society will publish further issues of the Handbook which will cover the remaining prisons in the United States and continue the study of the prisons included in this issue.

The Society will be glad to have criticisms of this book and suggestions as to the form and content of future issues.

### III

#### THE AMERICAN PRISON SYSTEM

While our county jails and our system of criminal justice in general are an inheritance from our Eng-

lish forebears, the state prison of the United States is a home-made product. Devised in the latter part of the eighteenth century, it has persisted, with only superficial changes, to the present day. Its characteristic feature, the inside cell block, originally designed to provide solitary confinement in individual cells for every prisoner, has been approved and imitated in every American state and in most, if not all, of the countries of central and western Europe. With this feature there has in the last hundred years been combined the so-called Auburn System of congregate labor in workshops.

**1. Living Conditions.**—The main structures, dating back, in the eastern and middle states, at least, to the early part of the last century, are as forbidding in appearance and as inconvenient in living arrangements as they are antiquated in point of time. The cells, in which the prisoners are confined at all times except during the comparatively few working hours of the day are usually cramped for space, unventilated, and untouched by any ray of sunlight. Massive iron doors prevent a free circulation of air; and often the cells are damp and unwholesome. The electric lights with which they are equipped are usually of so small a candle power that reading is impossible without serious injury to the eyesight. In the older prisons the cells are without toilets or running water; the place of the former being supplied by tin or sheet iron buckets which the inmate empties once a day, and in some prisons the same buckets have been in use for thirty years. It is impossible to describe the conditions which exist

in some of the prisons during the summer months. These disgraceful living conditions are reinforced by the filth and vermin which often permeate and infest the bedding, and even the very steel and stone walls of the cell itself. As the beds in most of the prisons are not furnished with sheets or pillow cases, and as the prisoners are not supplied with night clothing, but sleep in the underclothes worn during the day—usually changed once a week—the danger of infection from previous occupants of the beds is apparent. This unwarranted danger is greatly increased by the fact that in most institutions there is no segregation of those afflicted with tuberculosis, or with infectious skin or venereal diseases.

**2. Food Conditions.**—Little attention is paid in most state prisons to the decent preparation and service of food, and in none, as far as can be ascertained, is the prison diet the result of a study of the needs of the inmates in this respect. The solitary system necessitated the feeding of the prisoners in their cells and in some of these institutions the practice is still followed. Where, as is now generally the case, mess halls have been provided, the service is usually inexpert and slipshod and not conducive to the cultivation of decent habits of eating. The ration is unbalanced and the food monotonous and unappetizing. There is no doubt that much of the ill-health, restlessness and disorder from which our prison population suffers is due to the neglect of the prison authorities to supply a proper diet.

**3. Health.**—Reference has been made above to the indiscriminate commingling of the sick with the

well—sometimes, in cases of overcrowding, in the same cell. Expert and sympathetic medical service is rare in the state prisons; and rarer still is the thorough mental and physical examination of prisoners on their commitment, with the view either of individual treatment or of segregation of those who are diseased. There is nothing civilized and very little that is decent in the living conditions of the American prison.

**4. Prison Labor.**—Though convicted felons are in most of our states sentenced to imprisonment at hard labor, idleness has been the rule rather than the exception, and the enormous cost of our prison establishments has been only occasionally mitigated by the profits resulting from the labor of the inmates. The few prisons that are, from the financial point of view, an asset rather than a liability to the states maintaining them have almost invariably achieved this result through a deliberate exploitation of prison labor, usually for the benefit of favored contractors. In those states in which the notorious abuses of contract labor have resulted in the abolition of that system, the inefficiency and corruption of the political management of the prisons has generally prevented the development of an effective substitute. The result is that in most states only a small percentage of the state prisoners are productively employed (only 33 per cent in New York and 22 per cent in Pennsylvania, for example) and in not a single state, excepting in a few reformatories, is any serious attempt made to utilize the industries of the institution for educational ends. There is nothing for the

prisoner—neither training, nor income, nor self respect—and only shame for the state, in the convict labor system.

**5. Education.**—As the function of the prison is primarily, if not exclusively punitive, it is not surprising that little or no attention is paid to the education of the inmates. In most of the state prisons there are elementary classes in which illiterates are instructed in the rudiments of English and arithmetic, but rarely do we find anything more. In some the prisoners are not even permitted to subscribe to newspapers or magazines, and the prison library is almost invariably a grotesque collection of discarded and inappropriate books. There is a total lack of intellectual stimulus in the American prison.

**6. Discipline.**—All of these conditions, so plainly indicative of the attitude of contempt which prison officials entertain toward the “lesser breeds without the law,” reach their culmination in the prevailing system of prison discipline.

It was laid down in the Declaration of Principles of the first American Prison Congress held in 1870, that the primary aim of imprisonment was the moral improvement of the prisoners. The history of the American Prison in the fifty-four years that have since elapsed has given the lie to that profession of purpose. The actual aim of the prison administration has been, and is, what it was before 1870, the punishment of the prisoner. At least one of our state prisons has emblazoned on the walls of the chapel the words: “The way of the transgressor is

hard.”<sup>1</sup> It is this aim that governs the hard and repressive discipline that all but universally prevails. This system is characterized by stringent rules restricting correspondence, the receiving of visits, the use of tobacco and other harmless indulgences and still very generally in the imposition of the unnatural “rule of silence.” Under this system of “iron discipline” as it is known by its admirers, the slightest breaches of discipline are punished, like those of a graver character, by “loss of good time,” by confinement in dark and filthy dungeons or in steel cages, or by suspension by the wrists, or padlocking for many hours at a stretch, for days or weeks, to the bars of the punishment cell; while in not a few of these modern state prisons the lash or “pad-

<sup>1</sup> O. F. Lewis in his book, “The Development of American Prisons and Prisons Customs,” records the following:

“Judge Walworth of Cayuga County, in which Auburn Prison is located, said in 1826 in charging a jury:

“‘Confinement, with labor merely, has no terror for the guilty. It is through bodily suffering alone that the proper effect upon the prisoner is produced, and thence the necessity of a rigid enforcement of the prison discipline upon every convict by the actual infliction of bodily suffering, if he will not otherwise submit to the rules.’

“And the Board of Visitors of the Massachusetts State Prison in 1815 stated:

“‘Discipline should be as severe as the principles of humanity will possibly permit. The prisoner’s clothes ought to be a means of punishment. He should be cut off from the world, and know nothing of what is happening outside. Whenever a prisoner transgresses he should be punished until his mind is conquered. Convicts ought to be brought to the situation of clay in the hands of the potter. The guards should consider the prisoner as a volcano, containing lava, which, if not kept in subjection, will destroy friend and foe.’”

dle" is still employed as a means of punishment for the more serious offenses.

It is true that most prisoners escape these more brutal forms of punishment; but for these, as well as for their miserable companions, the prison is an arena not for the exercise but for the suppression or extinction of those elements of personality which make for success in the wider world outside the prison walls. The regimentation of daily life and of all activity, the monotony and lack of interest of prison existence, the loss of initiative, the degradation of self-respect, the suppression of individuality, all the factors which make a "good prisoner" qualify him for nothing but prison life.

There is nothing in the discipline of the American Prison to fit the prisoner for the duties and responsibilities of a life of freedom.

**7. The Wardens and Keepers.**—It is a commonplace that our state prisons, like our county and other local institutions are "in politics." In many instances the wardenship of the state prison is the recognized perquisite of the dominant party organization of the county in which it is located. The result is that a task calling for the highest qualities of intelligence, imagination and character, as well as for special ability and training of an unusual kind, is too often entrusted to a man of the calibre of a ward politician. Such a warden, however well intentioned, almost invariably becomes part and parcel of the system he finds established. Often he is little more than a figurehead and leaves the actual operation of the prison to his subordinates who

know the ropes and have in many instances grown gray in the service. If, as sometimes happens, he is a man of force and energy, who takes his job seriously, he is too green and inexperienced to venture, against the advice of his experienced aids, on new and untried paths. So he, too, becomes a victim of the system. Wardens may come and wardens may go, but the system goes on forever. For the keepers remain; and it is they who constitute the system. A few of them have a real sense of service; but too often they are men of the "ward heeler" type, untrained, soon becoming enamoured of the use—and abuse—of arbitrary power, and hence tyrannical, utterly unfitted to train prisoners in the fundamentals of useful citizenship.

**8. The Honor System.**—The so-called "Honor System" as it is actually practised, is not a break with the traditional prison system. In theory, it is a complete reversal of the usual attitude toward the prison, and it is its theoretical, rather than its practical, side that is from time to time exploited by wardens who let "I dare not' wait upon 'I would.'" For the fearful suspiciousness of the old system the "honor system" proposes to substitute courageous trustfulness. The prisoner, released from his bonds, is to be placed in a position—on a prison farm, on road work or elsewhere outside the prison bounds—where his sense of honor and his gratitude for the trust reposed in him, are all that restrain him.

It is only fair to say that in a few instances, and sometimes on a considerable scale, this has actually been tried and (to the surprise of those who do not

know the prisoner) has invariably proved a success, but never, or under such conditions, on a scale which would justify the use of the expression "honor system."

It is an ungrateful duty to be obliged to report that, in actual practice, the "honor" of the prisoner is apt to be guaranteed by armed guards, or by armed trustees who may be promised a free pardon for all previous offenses if their marksmanship is good enough to "get" an escaping prisoner. In other cases the chief reliance of the official in charge is a scarcely veiled system of espionage, the members of the "honor camp" being regularly spied and reported on by trustees planted among them for the purpose; or the morale of the group may be brought so low that every member of it is suspected by his fellows of being a "stool pigeon."

Both of these methods were employed (and it is doubtful if they were ever more ingeniously combined) in the famous "Honor Prison" of one of our great states, where a cordon of armed guards on horseback, a pack of bloodhounds<sup>1</sup> and an elaborate system of espionage furnished a constant and effective reminder to the inmates (who were carefully selected from the other prisons of the state on the

<sup>1</sup> From the Annual Report of Great Meadow Prison, dated November 1, 1915:

"There were only two attempts at escape during the year, both on the same day, the men leaving in company of each other. They were recaptured some five hours later about four miles from the institution, where they had been trailed by the bloodhounds. These dogs have on several occasions demonstrated their worth and the wisdom of their purchase."

basis of their trustworthiness) that the confidence reposed in them must not be abused.

The system here described has, of course, been a failure even in the elementary aims of securing better conduct and preventing escapes. It is doubtful if the devisors and administrators of the plan have had any other and higher ends in view. They could not have intended that this fraudulent pretence at putting men on their honor would produce in them a spirit of loyalty, a sentiment of moral obligation, a sense of responsibility for the well-being and the well-doing of the group, or any other fruits of the spirit. The deserved failure of this system is resulting in its abandonment in several of the states in which it has been most extensively applied, the most conspicuous case being the "honor prison" above referred to, which is now proposing to erect a great wall of the usual type about the institution. There would be nothing to deplore in this failure, which is after all nothing more than throwing off the disguise under which the old, traditional system of prison management has been masquerading, were it not for the effect that it has in discrediting the genuine honor system. This, as has been stated above, has never failed where it has been honestly put into effect. It is too valuable a method of dealing with unregenerate human nature to be cast into the discard with its counterfeit presentment.

**9. The System of Community Organization and Responsibility.**—Within the last dozen years a new type of management and control of a prison population has been devised and tried out on a sufficiently

comprehensive scale to test its usefulness. Contemplating the entire body of prison inmates as a community having a common life, sharing common vicissitudes and having many interests in common, it organizes them as a community, under their own elective officers and committees for the regulation and management of their common affairs. This system was first experimentally employed early in the year 1914 at Auburn Prison, in the State of New York, under the name of the Mutual Welfare League; and, having there proved a success, was subsequently adopted in Sing Sing Prison and, still later, in the United States Naval Prison at Portsmouth, New Hampshire. Under various related names the same or somewhat similar methods of inmate community government have been utilized in the Detroit House of Correction, the Chicago House of Correction, the Westchester County (N. Y.) Penitentiary and several other penal and correctional institutions in various parts of the country.

The method of organization adopted in the initial experiment in Auburn Prison was devised for the most part by the inmates themselves and was, with slight modifications, employed in subsequent applications of the system. It consisted in the free election by the entire body of prisoners, voting by shops, companies or other vocational groups, of a board of representative delegates, numbering forty-nine for periods of six months. This Board of Delegates, meeting once a week, formulated the policy of the organization, adopted a code of rules defining the obligations of the inmates to the community and to

the prison authority and chose from its own membership an executive committee of nine members charged with the duty of exercising a continuous supervision over the personal conduct and community activities of the inmates. The rules adopted and the methods of their enforcement were, of course, subject in all cases to the approval of the prison authorities.

The Executive Committee, which met every day for the hearing and discussion of reports and the consideration of all matters that might be brought to their attention affecting the common welfare, appointed a sergeant-at-arms, who, with numerous deputies chosen by him, assumed responsibility for the good order of the community, and a "judiciary board" of five members who constituted a court for the trial of all inmates charged with the violation of the rules or any abuse of the privileges of the community. The only penalty that the court could impose on a refractory inmate was suspension, for a longer or a shorter time, from the privileges which the prison authorities had granted to the membership of the League in consideration of the responsibilities which the latter had voluntarily assumed.

As the appetite for responsibility grew, the Executive Committee found itself called upon to appoint an increasing number of standing committees, usually on the demand of interested groups of inmates, to deal with grievances or to supply the growing needs of a community that was feeling the growing pains of the community spirit. There would be, of course, as in any "outside" community, first, an athletic

committee; and then, usually, a committee to provide such entertainments as the policy of the prison administration might permit. Where, as in Sing Sing, the conditions of living were particularly unwholesome, there would be a Committee on Sanitation and Personal Hygiene. The limited educational facilities afforded by the state were supplemented by the activities of a Committee on Education, which organized courses of instruction and training in a wide range of literary and vocational pursuits. Then, there were committees for the relief of prisoners' families, for the decent burial of the dead, for the provision of legal aid for inmates and for the performance of other services which were dictated by a growing sense of community responsibility for the welfare of all.

It was estimated that, in the summer of 1914, not less than 200 of the 1400 inmates of Sing Sing Prison were actively occupied, outside of their regular working hours, in what was essentially social welfare work of one kind or another.

It thus appears that the primary aim and result of this method of prison government is to transmute the "gang" spirit, whose essence is loyalty to the local group, into a spirit of loyalty to the larger group which constitutes the prison community, and by this means to create and develop in each member of the community a sense of responsibility for the common welfare. It is obvious that such an effort, if properly directed, cannot fail to secure from the great body of inmates a degree of cooperation with the governing authority and a willing compliance

with the necessary restrictions of prison life that could be obtained in no other way. Combining the practice of responsibility with the best elements of the honor system and affording, within the prison bounds, a freer and fuller life, the system here described is believed to furnish the best type of training for the obligations and responsibilities of citizenship. This, at least, is the firm conviction of most of those who have had experience in this form of prison management.

In some few instances in which this method of managing a prison population has after trial been abandoned, the failure has been clearly traceable to the deliberate design of a hostile prison administration to discredit the system or to the mental limitations of the official in charge. In other cases a highly successful community organization has, under an indifferent or unimaginative prison head of the routine type, degenerated into something that can only be described as a useful adjunct of the warden's office in the ordinary administration of the institution.

It thus appears that, as in the case of the honor system, so also in the Community type of prison organization, it has been found possible to stultify a sound method of inmate control by robbing it of its essential feature of personal and common responsibility.

It does not follow that a super-man is required to make such a system of prison administration a success. What it does require, however, is integrity of purpose and a high degree of intelligence combined

with a sound knowledge of psychology. As the average prison official, from the warden down, rarely possesses this combination of qualities, it is only too evident that the next step in the development of a higher type of prison administration must wait until our governors and boards of control come to a realization of the fact that the job of managing a convict population is an expert job, which can only be bungled by a warden, however well-meaning, who is not the possessor of expert qualifications for the task.

## IV

## THE PRISON OF THE FUTURE

Before defining the prison of the future it would be well to summarize the conditions existing today in the prisons dealt with in this Handbook. How far have the important principles above outlined penetrated these institutions? To what extent have the old ideas given place to the new?

**1. Improvements.**—In most of the prisons of the states covered by this Handbook, there have been important changes both in the spirit of the administration and in some of the methods employed. These may be summarized as follows:

(a) The prisons are more open to inspection. It is recognized that the citizens of a State have the right to be acquainted with the conduct of their own institutions; the policy of concealment and deception is giving place to frank and fair

dealing. As one warden has expressed it: "Any reputable citizen is perfectly welcome to see anything we are doing here at any time." Such a policy necessitates a re-examination of prevailing methods; wardens can no longer permit practices which they are not prepared to explain and defend.

(b) A certain superficial cleanliness has always been the mark of efficient prison management; but greater cleanliness is now evident through the institutions. Conditions which were tolerated ten years ago no longer exist today. This is true in spite of the fact that many of the older prisons are impossible to bring up to proper standards of decency; for instance, the plague of vermin, which has always been one of the tortures of prison life, still persists, in spite of all efforts to cope with it.

(c) Allowance for periods of recreation is now the rule. It is recognized as part of the warden's duty to care for the physical health of the prisoners; that such health reacts upon mental and moral conditions, as well, and makes it easier for the officials to administer the prison.

(d) The effort to maintain a system of silence, always foolish, ineffective and demoralizing, has been substantially abandoned.

(e) As a result of these changed conditions and the better feeling and better conduct resulting from them, cruelty can no longer be said to be a necessary part of the prison system. This does not mean that brutality has entirely disappeared, but that where it exists it is sporadic and exceptional, not recognized officially as applicable to all



inmates. Punishments, therefore, tend more and more toward deprivation of privileges and away from floggings, starvation, and other brutal tortures of the past.

**2. Failures.**—The foregoing improvements, important as they may seem, are after all largely superficial, and a student visiting the prisons covered by this Handbook, one after another, leaves them depressed and sick at heart. There is seldom found a gleam of the truth that something constructive must take the place of the discredited system of the past; that better food and lodging, the granting of recreation privileges, of baseball and moving pictures, do not solve the prison problem.

(a) There is as yet but little effective relief from the arbitrary control of the guards. The theory still prevails that discipline cannot be maintained unless the complaint of a guard is upheld, even when wrong, by the Deputy or Principal Keeper, and that the latter must be sustained in every case by the Warden. There is, therefore, not much, if any, relief from the constant pressure of the "Prussian" discipline of the old prison system. The position of prison guards has little in it to attract intelligent and ambitious men, capable of understanding or handling the peculiar group of human beings placed under their control; and the tendency is to become more cynical and unsympathetic, the longer they remain in the service.

(b) While there has been decided improvement in the hospitals, yet they still deal merely with accidents and disease and pay little or no attention to determining the physical defects of the inmates and attempting to remedy them, as at San Quentin (California) Prison. (A notable exception was the Tuberculosis Hospital at Clinton Prison, Dannemora, under the late Dr. Ransom.) The dietary, in its relation to the medical problem, is also usually overlooked.

(c) Some schooling obtains, but it is as a rule very crude and usually confined to elementary studies. Something is being done in the way of correspondence courses; but no really thorough or systematic course of education has yet been developed.

(d) Nor is there anything better in the way of industrial training. In some prisons the old contract system of prison labor remains in force; in others the state-use system prevails; in still others the prison is allowed to sell its product freely where it can. But in none of the prisons has there been developed as yet an intelligent system of training men for honest industry, to be pursued after release from prison.

(e) Except in two or three of these prisons, no effort is made to train men in citizenship by giving them a measure of responsibility for their own individual conduct or their share in the general conduct of the prison community. Some theorists still believe that a training in mere passive obedience will get men so accustomed to avoiding

offense that after leaving prison they will continue to obey the laws; but this theory has been tried out for over a hundred years and has proved a complete failure. When a man is out of prison, there is no one to give him orders; if he has merely been forced to obey, he has been weakened rather than strengthened for free life; he has been taught to depend upon others instead of being trained to use his own initiative.

(f) The effort, through the work of prison chaplains and others, to bring the religious appeal to prisoners, has yielded very unsatisfactory returns. Some explain this by the innate wickedness of the men to whom the appeal is made. But if the matter is examined without prejudice it is easy to see why the religious appeal falls, for the most part, on deaf ears. Religion as presented to the men is a part of the official machinery which holds them in prison; the chaplains are part of the prison administration, and the position is one of the most difficult that a conscientious man can occupy. Too frequently the chaplain is called upon to close his eyes and ears to incidents which are impossible to reconcile with his religious beliefs and teachings. The whole subject of religion in the prisons should be restudied.

(g) In many of the prisons covered by this Handbook the "dope problem"—the traffic in drugs—is a serious one. Wherever a considerable portion of the prisoners come from large cities, the already-acquired craving for drugs creates the demand, and the frequently inadequate salaries of

the prison guards, or even their willingness to do favors for outside friends, aid in making possible the supply.

The extent to which the use of drugs prevails varies greatly in the different prisons; but where it exists it is not only an evil in itself, but it intensifies all the other evils of the prison. It is one of the hardest problems of prison administration. Even with the cooperation of the inmates, the utmost vigilance on the part of the prison authorities is required; without inmate cooperation it can hardly be dealt with effectively—except in the smaller prisons where there is little or no demand for the drugs.

(h) There remains one other serious, and in many respects the most difficult problem of prison life: homo-sexual vice. It exists in every prison, and the ordinary methods of discipline fail utterly to cope with it. Prison wardens know it is going on; know that ordinary methods of discipline fail to stop it; and apparently know of no effective way to deal with it. So the problem is deliberately ignored or passed over in silence; at prison congresses it is not discussed. There is no excuse for ignoring this problem because it is difficult; it is time that prison authorities, with the aid of their medical departments and psychiatrists, gave it adequate attention, for while this vice probably cannot be eradicated, it can be considerably diminished. It thrives under secrecy, and can be reduced to a minimum only where the prisoners themselves feel responsibility—feel that it is

degrading in the sight of their fellows. As in the case of the drug traffic, the administration of the prison must secure the prisoners' cooperation. In certain cases where this has been done it has been found that a healthy sentiment against the vice already existed, and when properly encouraged and directed, formed the most efficient means of dealing with it. But it was not enough to throw responsibility upon the prisoners and do nothing more; the prison officials had to impress strongly and repeatedly upon the prison community the necessity of proving that responsibility produced the desired results—a cleaner prison. It was still a matter of constant vigilance.

### 3. What then must the prison of the future be?

An intelligent and successful prison system can only be based upon the *Indeterminate Sentence*. The offender should be held in exile until such time as it is for society's best interest that he should be returned which time would depend partly upon the nature and circumstances of the offense and the probable deterrent effect of the offender's punishment upon other potential criminals; but it should depend more especially upon the character of the man himself as it has developed under wise and careful guardianship and training. We should not discharge from prison a man who is unable or unwilling to become a responsible and law-abiding member of the community.

The indeterminate sentence should not be attempted unless there goes with it a prison system

under which men shall have every opportunity and encouragement to readjust themselves physically, mentally, and morally. Such a system may be summarized as follows:

(a) Every prison should be situated on, or should have connected with it, a farm of considerable size. Not only is outdoor work desirable for many prisoners, but the place of agriculture in the life of every community should be learned by experience.

(b) The prison buildings should be constructed to house adequately three classes of prisoners:

An intermediate class, composed of new arrivals and those whose conduct has proved that they are unable as yet to use the fullest liberty of the institution. Such men should be kept within the walls where the workshops and dormitories would be located.

First-class prisoners, who should have as close an approximation to the free life of the outside world as is consistent with their still being wards of the State. Those who could not adapt themselves to these free conditions should be sent back to the second or intermediate class, with its restricted privileges.

Those who show themselves unable to live even under the restrictions of the second class should be put in the third class, under closer confinement and observation and under still greater restrictions. The third-class prisoners would give the psychiatrist his chief field of observation; among

them he would find the insane and the hopelessly mental defective who would be removed to suitable institutions.

(c) A thoroughly equipped, up-to-date hospital should not only care for emergency cases, but make every effort to remedy physical defects, and put the men into the best possible physical condition.

(d) The school should minister to every prisoner and stimulate his desire to pursue some form of study—cultural, vocational, or both.

(e) The industries of the prison should be conducted, not primarily for a financial return to the state, but with the idea of preparing each man for the work to which he can best apply himself upon release.

All prisoners should be paid adequate wages for their labor, exactly the same as workers outside, and they should then be compelled to maintain and support themselves decently—paying for all they receive while in prison and contributing for the support of their families.

(f) The religious appeal should come from the community outside, in such a way as to emphasize the note of human brotherhood through the different religious denominations. It should not be confined to definite dates or periods. In other words, a man of any particular religious denomination should feel that the members of that denomination outside are interested in him as an individual. The prison should at all times be thrown open to the spirit of religious brotherhood.

(g) Lastly, and as the only firm foundation for the successful attainment of the foregoing objects, there should be a system of discipline which rests upon the principle of character-training through community organization.

Crime is the outward expression of selfishness. Social offenders, manifestly and more than all others, need to be taught the value of service to their fellow men. No sound prison system can exist that is not based upon training men to recognize the rights of others and encouraging them to cultivate the sense of service which is at the basis of law-abiding, honest and useful citizenship.

It would be too much to say that the prisoners at Auburn in 1914 consciously made this the basis of their Mutual Welfare League; but it is a significant fact that from its very first operations the League assumed this character. In order to secure the material advantage of the privileges, which meant release from the intolerable bondage of the old prison system, the prisoners had to "play the game on the level," and the individual often had to sacrifice his own selfish purposes and desires for the good of the prison community. Slowly, but surely, the lesson forced its way into the minds of the convict community; when the apparent interest or selfish desire of the individual clashed with the common welfare the individual had to give way.

It must be borne in mind that the method of inmate cooperation, through some league or organization of the prison community, has never been operat-

ed under thoroughly favorable auspices; the miserable living conditions; the badly-organized industries; the resentment of the old guards and other officials; the shortcomings of wardens; the opposition, open or concealed, of politicians; the resentment of penologists of the old school; have all seriously handicapped the workings of the prisoners' organizations and in cases have led to a discontinuance of the experiment. But wherever the principle has been honestly and sincerely applied it has succeeded, far beyond expectation, in arousing among the prisoners the spirit of service and of the individual's responsibility to the community.

When a prison is conducted along such lines a great change will inevitably take place among the prison officials. The Warden will no longer be a mere jailor, but an educator. The head of a prison will be chosen with as much care as the head of a college. He should be. He will become the prisoners' "guide, philosopher and friend"; and the guards will become his assistants in the educational process. The office will at once become more attractive to men inspired to render social service, because nowhere can such a one find a field so full of opportunity or one that brings such immediate and satisfying reward.

Under such conditions the attitude of the prisoners toward the officials will be fundamentally altered; no longer will they be antagonistic to every order and resentful of every rule, for they will be grateful to those whose every act is dictated by a wish to give them assistance. Instead of the old antagonism,

officials and prisoners alike will be working for a common end: to make the prison a law-abiding community where the individual is never submerged; a hospital where men whose souls have never been developed, or have been injured in the Battle of Life, may find healing; a university where men may learn how best to lead their lives so as to bring about most lasting good for others and therefore for themselves.

How this will benefit the community outside can readily be seen. Men leaving prison without bitterness or hatred will have no desire for revenge upon society. The prison training will be not only a deterrent, but a genuine constructive influence in their lives; and through them it will reach their former associates and the younger potential criminals who look to them for leadership.

FEDERAL PRISONS

The Atlantic Branch of the United States Disciplinary Barracks, Governors Island, N. Y.  
United States Naval Prison, Portsmouth, N. H.

ATLANTIC BRANCH OF THE UNITED  
STATES DISCIPLINARY BARRACKS,  
GOVERNORS ISLAND, N. Y.

October 10, 1924.

The "Atlantic Branch of the United States Disciplinary Barracks" is on Governors Island in New York Harbor.

I

GROUND AND PLANT

1. **Buildings.**—"Castle William" was built as a fort in 1811, and after it had become obsolete as a fortification it was turned into an army prison. Its use for this purpose has been discontinued a number of times during the past twenty years. In 1922 it was reopened under the name of the "Atlantic Branch of the United States Disciplinary Barracks." The building itself is a three-story circular structure with an open yard on the inside.

2. **Cell Blocks.**—There is no cell block as that term is used in ordinary prisons. On the upper floors of the old fort are large rooms, 20 by 30 feet, originally designed for casemates, which today provide quarters for a dozen men. Each of these rooms has an outside window and one opening on the court.

The ventilation is probably better than in most prison cell blocks. Each room has running water, a wash bowl and water closet. The beds are of the common double-deck type. The installation of plumbing and electric lights has made the rooms livable.

**3. Commissary.**—The commissary is on the first floor, in rooms which, while not well adapted to their purpose, have been made reasonably satisfactory by careful planning and management.

The men are seated around small tables.

The Commissary Department throughout seemed to be clean and well cared for.

**4. Workshops.**—The workshops are army supply and store buildings erected during the war. The officers of the prison have secured these for the use of the Disciplinary Barracks. They are small and crowded and up to the present have provided working space for only 40 men. Another large building was secured recently; when this shop is thoroughly organized working conditions will be very much improved and there will be space enough to permit employment of a much larger number of men.

**5. Hospital.**—The hospital is in the second tier of rooms; it consists of two rooms, with beds for about twenty men. Serious cases are taken to the army post hospital nearby.

**6. Chapel.**—A small, low room, seating about half of the population, is used for chapel, as well as for library, entertainment, and moving pictures. Naturally there is no religious atmosphere about it.

**7. Farm.**—There is no farm.

## II

## OFFICIALS

**1. Control.**—The prison is under the control of the Adjutant General of the Army, Washington, D. C.

**2. Warden.**—The Commandant of the prison is Colonel H. E. Yates.

**3. Deputy.**—The Assistant Commandant is Major G. W. Maddox; Captain Theodore M. Roemer is the Executive Officer and Lieutenant J. L. Harbaugh, Jr., the Adjutant.

**4. Guards.**—The regular contingent of officers and enlisted men assigned to duty is 75. At the present time there are about 64 men available. Guards for outside labor gangs are furnished from the regular garrison of Fort Jay.

**5. Other Employees.**—The physicians, dentists and chaplains from the army post are assigned to duty at the prison. There are no civilian employees.

**6. Salaries and Pensions.**—The salaries for officers and pay for enlisted men are the same here as in other departments of the service.

## III

## PRISONERS

**1. Population.**—There were, on October 10, 1924, 371 prisoners. Of this number 319 will be discharged before the end of 1925, so that all but 52 have short terms to serve.



**2. Classification.**—The prisoners are divided into first, second, and third grades. In addition to these grades there is a disciplinary company to which men may secure admission by formal application on approval of the officials. The men of the disciplinary company, ordinarily about 40 in number, wear the service uniform and are under special military training and discipline. Those who "make good" in this branch may be restored to the colors; 97 men were restored during the last year. It is stated that over 80 per cent of the men restored make good.

**3. Insane.**—Insane prisoners are transferred, on doctor's orders, to Saint Elizabeth's Hospital in Washington.

## IV

## DISCIPLINE

**1. Rules and Regulations.**—A copy of the Rules and Regulations is supplied each prisoner. Aside from the sections of it incident to the service, it is similar to that of the usual prison. The printing of the inmate's prison number in white on both legs of brown trousers and on other parts of the uniform is still carried on here—a practice which was abandoned years ago by other prisons.

**2. Punishments.**—Prisoners, on admittance, are placed in the First Grade, and are reduced to Second and Third grades for punishment. For serious offenses they are also confined in steel cells erected in one of the rooms for housing prisoners.

## V

## HEALTH

**1. Doctors.**—The physicians and doctors assigned to the army post are also assigned to the Disciplinary Barracks.

**2. Hospital.**—The old building makes impossible a hospital up to modern standards, but since serious cases are taken to the hospital outside, the prison hospital is used only for convalescents and minor cases. For this purpose it is reasonably adequate.

**3. Diet.**—It is significant that the regular ration allowance is continued for the men during their imprisonment. The fact that food has to be cooked in comparatively small quantities, and the available markets from which supplies can be obtained, would seem to substantiate the statement that the mess of the prison is in advance of that of most of the army posts. The ration allowance is 29 cents a day.

**4. Baths.**—The bath house has a sufficient number of showers and is satisfactory. One bath weekly is required, and those who desire may bathe more frequently.

**5. Recreation.**—The men are given the freedom of the yard space within the prison enclosure on Saturday and Sunday afternoons, and on other evenings till dark. The quarters are restricted, so that baseball and other games requiring considerable space are impossible. While the time allowance is a fair one, the restricted space and lack of facilities prevent any very satisfactory recreation program.

**6. Entertainments.**—Moving pictures are shown twice weekly. Both these and the occasional outside shows are brought in by the Young Men's Christian Association. The inmates stage occasional shows of their own.

## VI

## INDUSTRIES

**1. Character.**—There is no appropriation made for work shops, and all the machinery and equipment used in the shops the officials have had to secure from the Salvage Department and from disused material of the army. Under these conditions the development of any industries is very creditable. At present the principal activities are manufacture of furniture, printing, general blacksmith work, repairing of automobiles, typewriters, furniture, etc. A considerable part of the work is done for the Fort Jay officers and their families, and funds received therefrom are disbursed for the benefit of the prisoners.

**2. Vocational Training.**—The variety of industries offers some opportunity for vocational training.

**3. Employment.**—About 40 men are employed in the shops, 100 in maintenance, and 70 are paroled on the island for work in the homes of officers and other types of labor. The balance are taken out from the post under guard, to do such work as is usually done by men under discipline in army posts. The completion of the new workshop should make it

possible to reduce the number of men who are idle, or semi-idle, on over-manned maintenance details.

**4. Compensation.**—There is no compensation.

## VII

## EDUCATION

**1. Library.**—There is a library of some 4,000 volumes, about the usual standard of prison libraries both as regards choice of books and their condition.

**2. School.**—There is a class for illiterates, at which attendance is compulsory. About 10 attend.

## VIII

## RELIGION

**1. Chaplain.**—The regular chaplain from the army post is assigned to duty at the prison.

**2. Services.**—Services are held every Sunday.

**3. Outside Agencies.**—The Fort Jay Army Y. M. C. A. holds weekly services.

## IX

## TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

The cost of the prison, including clothing, for the fiscal year ending June 30, 1923, was \$103,303.63.

It is almost impossible to estimate with any degree of accuracy the productive value of the work done by the men.

## COMMENT

1. The adaptation of an old fort for prison purposes has been met rather well on the whole, so far as housing, commissary, and most of the other departments are concerned. The cleanliness of the prison is up to the standard one expects to find at the military posts.

2. The purpose of the present administration is to prepare inmates for their return to civilian life. This purpose is especially creditable, as military prisons generally, are simply places of punishment, where the military discipline is intensified and where little or no regard is given to fitting the inmates for return to civilian life. As an instance of this purpose the industries may be cited, which are being developed with the vocational purpose largely in mind.

3. The restoration of men to service through the Disciplinary Company is likewise creditable. That it is practical is indicated by the fact that about eighty per cent of the men make good when restored. One cannot help wondering, however, whether, given the proper morale in the prison, there would not be considerably more than one man in ten who would desire to go back to the service and who could be properly trained for this restoration.

4. Making the same ration allowance for the

men confined as for the regular service is both generous and wise. It ought to make possible the avoidance of dietary problems that are so pressing in many prisons. Cooking food for a comparatively small number of men should have a favorable effect on the diet.

While a reasonable amount of time is allowed for recreation, the space is inadequate and equipment almost entirely wanting.

5. The practice of printing or stamping the inmate's prison number conspicuously on both trouser legs and other parts of the clothing is one that has long since been discontinued by state prisons, and there seems to be no good reason for continuing it here. Searching the men as they enter the prison from work is another practice continued here. The "frisk" becomes so much a matter of routine that it is quite perfunctory and useless, but it is nevertheless a humiliating experience for the men and irritating for both guards and inmates. If the search were thorough enough to prevent contraband articles being brought into prison, it might be defended. As carried on at present, however, it seems to be continued merely because it has always been done.

6. The development of industries, while a credit to the prison administration, cannot be considered at all creditable to the army organization as a whole. Forcing the officers to secure all industrial equipment from salvage departments, and even then making no appropriation for the work, is a crippling and short-sighted policy. It is almost certain to react

on the morale of the officers, and inevitably has an effect on that of the men.

7. The problem of administration is intensified in military prisons by the frequent shifting of officers, which is customary in the army. The result is that the officers usually have shorter periods of time in which to plan and work out their policies than is the case in civilian prisons. The same principle applies to the soldiers assigned as guards. The staff—both officials and enlisted men—of the Disciplinary Barracks should be built up of those selected for their ability to handle disciplinary cases; and such a staff, once it is built up and trained, ought to be reasonably permanent, for military training tends to make more difficult an understanding of the psychology of prisoners.

8. The present administration seems to have the right social purpose and has undertaken its task with enthusiasm despite serious handicaps. It is to be hoped they will be given time to develop the industries adequately and to gain such a knowledge of prison psychology as will enable them to secure the cooperation of the inmates and to develop a high morale.

[No statement for publication was submitted by the Fort Jay Prison authorities.]

## PORTSMOUTH (N. H.) NAVAL PRISON

June 29, 1923.

The United States Naval Prison is situated in the Portsmouth Navy Yard, which occupies a large island in the Piscataqua River. It is actually in Kittery, Maine,—not in Portsmouth, N. H.,—but the railroad and post office have effectually fastened the present name upon it.

The Naval Prison occupies a rocky promontory on the eastern end of the island, an admirable site for such an institution.

### I

#### GROUND AND PLANT

1. **Buildings.**—The original prison consists of a large square tower with a cell block extending to the southwest. The corresponding block to the northeast has never been built, so the structure is manifestly incomplete; yet it is an effective piece of prison architecture of the bastille type. It is somewhat unfortunate that the building was placed facing out to sea, so that the entrances used are at the back. The front entrance has been closed.

The building as it stands was completed in 1904 and was considered a thoroughly up-to-date prison. The prisoners in their cells looked through three rows of iron bars—those of the cells, those enclosing the gallery and those of the outer windows.

The prison area is extensive, including about 20 acres. It is not inclosed by a wall.

The offices are on the first floor of the main building, and include a large guard room and the various offices for naval and prison administration.

During the World War the number of prisoners increased with great rapidity; so that after utilizing all available space in the prison, and removing the marine detail to the marine barracks in the yard, a series of wooden barracks was erected, on lower ground, which had previously been cultivated by the prisoners as a vegetable garden for the marines. There were 14 single-story buildings built first, and afterwards two two-story buildings, making 18 barracks in all; thus accommodating a prison population of over 2500.

**2. Cell Block.**—The original cell block contains 320 cells measuring 8 by 10 feet, and about 8 feet high, in 4 tiers. There are service corridors between the two rows of cells and each cell has excellent toilet and washing facilities, with running water. The cells are grated to their full width on the galleries and are light and airy; each one is fitted with an electric light.

First-class prisoners are now quartered in a dormitory in the third story, over the guard room. The barracks are no longer used for prisoners.

**3. Commissary.**—The large building containing the kitchen, bakery, two mess halls, storerooms and office was built during the war, and is admirably suited for the various purposes. The mess halls are fully equipped with hot water serving tables and coffee urns, ensuring hot meals, which are served on the cafeteria plan. The system is probably the best yet devised for institutional use.

The entire commissary department is clean and well-kept, in accordance with the best traditions of the Navy.

**4. Workshops.**—The only manufacturing carried on at the Naval Prison is the making of clothing for all naval prisoners at Portsmouth and elsewhere. It occupies one of the barracks.

There is a small machine and carpenter shop, a motor repair shop and a considerable salvage department, where the salvage of shoes, started during the war, has been enlarged and extended to include clothing of all kinds. It occupies one of the barracks.

**5. Hospital.**—The hospital, or sick bay, including a psychiatric clinic, occupies the second floor of the main building and was fully equipped during the war.

Serious surgical cases are sent to the large Naval Hospital not far from the prison.

**6. Chapel.**—The top story of the main building, originally intended for a chapel, later used as marine guard quarters and then turned into an auditorium, is now once more used for religious purposes, although there is nothing religious in its atmosphere.

**7. Farm.**—There is no farm.

## II

## OFFICIALS

**1. Control.**—The general control of the Naval Prison is vested in the Judge Advocate General in Washington; although the appointment of the Commanding Officer is determined by the Secretary of the Navy, who is also responsible for the general policy of the prison.

There is a Board of Clemency composed of officers selected by the Secretary of the Navy. All reduction of sentences, beyond the usual one-third off for good behavior, is passed upon by this Board, upon the recommendation of the Commanding Officer of the Naval Prison. The Board meets once a month in Washington.

The prison is located in the First Naval District and as a naval unit is under the command of the Commandant of the District and also the Commandant of the Portsmouth Naval Yard.

**2. Warden.**—The Commanding Officer is Colonel H. D. South, of the Marine Corps, who has been in the service over 23 years and has long been interested in the disciplinary problems of the Navy.

**3. Deputy.**—The Executive Officer is Major Joseph D. Murray.<sup>1</sup>

**4. Guards.**—For two years the Naval Prison was conducted with a small number of bluejackets (mostly ex-prisoners restored to service), and no

<sup>1</sup> Major Allen D. Rorex, Commissioned Officer in the Marine Corps for 15 years, succeeded Major Murray as Executive Officer in September, 1923.

guards except when working parties of prisoners were sent to the Navy Yard. On July 5, 1921, a detachment of 150 Marines was sent with the new Commanding Officer, and have since been quartered in the barracks formerly occupied by the first-class prisoners.

**5. Other Employees.**—There are no civilian employees. The dentist and chaplain are regularly assigned to the prison; physicians are detailed from the Navy Yard.

**6. Salaries and Pensions.**—The salaries for officers and pay for enlisted men are the same here as in other departments of the service.

## III

## PRISONERS

**1. Population.**—There were at Portsmouth before the war (in January, 1917) 170 prisoners, and during the war the number rose to over 2500; after the war it declined to less than 300; then rose again to over 800; and on June 29, 1923, was 381.

Over each cell door is written not only the man's name and number but the offense for which he was sentenced.<sup>1</sup>

**2. Classification.**—Prisoners enter in Second-class and upon good conduct, after one-third of their time has expired (or after a year in the case of long term prisoners), they are advanced to First-class. In cases of breach of prison discipline they are reduced to Second- or Third-class.

<sup>1</sup> During the years 1917-21 this practice was discontinued.

On June 29, 1923, there were 144 prisoners in the First-class, 215 in Second and 22 in Third.

3. **Insane.**—Insane prisoners are sent to St. Elizabeth's Hospital in Washington after examination by three medical officers.

## IV

## DISCIPLINE

1. **Rules and Regulations.**—The rules are minute and the discipline strict. The prisoners are kept under surveillance day and night by the guards who, armed with clubs, direct every movement. This is done to a far greater extent than in most state prisons. When prisoners are sent to work in the Navy Yard they are under the charge of armed guards—one for every seven prisoners.

First- and Second-class prisoners may receive visits from relatives or friends on Saturdays, Sundays and holidays. Visitors from a long distance may visit on week days. Third-class prisoners may receive visits only by special permission of the Commanding Officer.

First- and Second-class prisoners may write as many as twenty-five letters a month; Third-class prisoners one a week.

A "request mast" (interviews with the Commanding Officer) is held every week, when any prisoner may see the head of the prison on any subject.

2. **Punishments.**—Punishments consist of loss of privileges, loss of "good time," and reduction in grade; also confinement in cell on bread and water

for a maximum of five days. The Third-class prisoners lose the smoking privilege, and in consequence they are stripped and searched whenever they enter the cell block. The total punishments for the year 1922 were 261. In May, 1923, there were 41, an unusual number. In November, 1922, there were only 10.

## V

## HEALTH

1. **Doctors.**—A medical officer is assigned for duty at the prison from the Navy Yard dispensary. A dental surgeon is regularly detailed directly to the prison.

2. **Hospital.**—The hospital or sick bay is adequate and well equipped. There is a large sick ward, an isolation ward, a small operating room, diet kitchen, dispensary, baths and toilets.

Major operations are performed at the Navy Yard Hospital.

3. **Diet.**—Service on the cafeteria plan ensures hot meals. The diet compares favorably with that of most prisons.

4. **Bath.**—The bath room, with a sufficient number of showers, is located in the basement of the cell block. Daily baths are the rule. Probably this is the only prison where opportunity is given for adequate personal cleanliness.

5. **Recreation.**—In summer First-class prisoners are allowed yard recreation for one hour daily; three hours on Saturdays, Sundays and holidays. Second-

class prisoners have recreation privileges on Saturdays, Sundays and holidays. Third-class prisoners have none.

During the war the Y. M. C. A. gave to the Naval Prison an unusually fine building for the use of the prisoners. It was built by the prisoners under the direction of a civilian foreman. It includes a large gymnasium, a social room and an office.

This building is now monopolized by the marine guards, with the exception of the use of the gymnasium by the prisoners three times a week during the winter.

**6. Entertainments.**—Moving pictures are shown twice a week for First-class prisoners and twice a month for Second-class prisoners. There is no other form of entertainment.

## VI

## INDUSTRIES

**1. Character.**—The regular industries comprise the manufacture of prison uniforms, the salvage of shoes and clothing, laundry and printing. There is also a garage for motor repairs.

**2. Vocational Training.**—There is no vocational training.

**3. Employment.**—Twelve men, on the average, are employed in the clothing shop—increased to 24 when running full; 19 men in the salvage industry; 60 in the maintenance and repair work of the prison; and from 150 to 170 are sent to the Navy Yard for cleaning, road repairing, coaling ship, etc.

**4. Compensation.**—The regular navy pay is discontinued. An allowance of ten cents a day is made.

## VII

## EDUCATION

**1. Library.**—There is a library of 3,000 volumes, under the supervision of the Chaplain.

**2. School.**—There is a school for illiterates with compulsory attendance; and a "grammar school class" with voluntary attendance.

**3. Other Courses.**—A few men are taking correspondence school courses.

## VIII

## RELIGION

**1. Chaplain.**—There is a regular chaplain attached to the prison, with the rank of Lieutenant of the Navy.

**2. Services.**—Services are held weekly—both Catholic and Protestant—and are compulsory. Jewish services are held on Hebrew holidays.

**3. Outside Agencies.**—Christian Science services are held on Sundays; and in addition to these, individual instruction is given on Saturday and Sunday afternoons.

## IX

## TRAINING IN CITIZENSHIP

During the years 1917-1921 the policy of the Navy Department was to restore to the service prisoners



whose conduct and character showed them to be worthy of a second trial. The system at the prison was therefore based upon the idea of training the men to understand and carry out strict naval discipline; and the schooling in navigation, gunnery, etc., was such as to fit them better for their duties in the service. The prison was primarily a disciplinary institution to fit men for the Navy, wherever desirable; and secondarily a prison.

Between August 1, 1917, and March 17, 1920, more than 2700 men were restored to the service, and this policy was continued for several months longer. A large proportion of these restored men made good; and many of them are still in the service—not a few holding higher ratings than before they were sent to prison.

The policy of the Department has now been changed and the Portsmouth prisoners are given no opportunity of returning to the service. The prison is therefore purely a punitive institution. Upon completion of their imprisonment, all prisoners are dismissed from the Navy with dishonorable discharge.

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

### COST

The total cost of the prison for the fiscal year ended June 30th, 1923, was . . . . . \$79,541.44.

This sum includes prison clothing, coal, water, electric current and general up-keep expenses.<sup>1</sup>

### COMMENT

In considering the Naval Prison at Portsmouth, it must be realized that for nearly four years, from August 1, 1917, until April, 1921, it was run under a system entirely different in spirit and purpose from that which existed before and which exists today. This system is explained below. The prison is now again merely a place of punishment, where men are sent for purely military as well as for criminal offenses. There is no possibility of return to the service; a prisoner serves the sentence fixed by his court martial, and upon release receives dishonorable discharge from the Navy. If his conduct is satisfactory to the prison administration, his sentence may be reduced by one-third.

The present system, on its own terms, is merely negative so far as the prisoners are concerned; it does not pretend to benefit them. It is supposed, on the other hand, to benefit the service by holding out to the enlisted personnel of the Navy the threat of severe punishment and the disgrace of prison and dishonorable discharge for breaches of discipline. Whether the system is really successful in securing good discipline is a question which has never been scientifically studied. It is proverbially difficult for any Navy or Army even to recognize its own defects, to say nothing of remedying them. The United States Navy is no exception to the rule.

<sup>1</sup> See Comment Section 6 (f), page 61.

Taking the prison, as it stands today, there are a number of changes which can be suggested:

1. The prison is at present run at a great disadvantage owing to an unfortunate interlocking control; it has too many masters. Being situated in the Portsmouth Navy Yard, the prison is under the Commandant of the Yard; it is in the First Naval District under the Commandant of the District in Boston; it is under the Judge Advocate General at Washington as regards most of its details; in others it is under the Bureau of Navigation or the Bureau of Medicine and Surgery, all at Washington. That all this results in a mass of useless red tape is a matter of course. Worse than that, it produces uncertainty and lack of initiative in the conduct of the prison; hence, inefficiency.

The Naval Prison should be a separate and complete unit of the Naval Service, under the direct authority of the Judge Advocate General, and under him alone.

2. The Naval Prison should also be recognized as a unit differing totally from every other Naval unit. To treat it as simply an ordinary Naval or Marine unit, subject it to the usual shifts and changes, would be absurd if it were not so serious. The Commanding Officer should be selected solely because he has ability in handling prisoners; he should be retained permanently at the prison. His carefully selected staff should also be detailed and retained for the same reason.

As a sample of the inequalities of the present situation, there is no permanent doctor assigned to the prison; but there is a permanent dentist. Yet

the need of a permanent physician is obviously far the more important matter of the two.

3. The Marine Corps of the Navy is a body with high traditions of military efficiency; it is composed for the most part of very young men—many of them boys still in their teens. Their training along certain lines of strict discipline is not one that fits them in the least for the task of guarding prisoners; a task requiring not only patience, tact and good judgment, but experience, and a considerable knowledge of human nature as well. In short, it requires the very qualities which the Marines, as a rule, do not and are not expected to possess.

The Navy should develop a special prison guard, skilled in prison work.

4. There is a Board of Parole which sits once a month—in Washington. Such a Board, unless it is prepared to follow closely the Commanding Officer's recommendations, should sit at the Prison; otherwise it inevitably judges by the records in the Judge Advocate General's offices—which are, of course, the records of a man's previous career and his offense, for which he has already been punished by his imprisonment. It is not a fair way to judge of the man's prison conduct, upon which his appeal to the Board is based. The members of such a Board should have a chance to see personally the men upon whose cases they are called to act.

5. In speaking of the prison itself, high praise must be given to the present Commanding Officer for his interest in his task and his conscientious discharge of duty.

The prison is scrupulously clean and ship-shape, according to the best standards of the Navy.

6. On the other hand, the following criticisms seem justified:

(a) The problem of labor for the prisoners still awaits solution; yet proper work and enough of it is essential to all good prison management. Of course intelligent vocational training should be the basis of prison labor; but until the present theory of the Naval Prison is changed, it would be useless to suggest that.

(b) The practice of stripping the clothing from prisoners, upon their return from outside the prison, is degrading to all concerned; it is also quite unnecessary in prisons where a proper spirit is cultivated among the prisoners.

(c) The practice of posting over a prisoner's cell, along with his name and number, the offense for which he was convicted, is also unnecessary and demoralizing. It keeps before the prisoner's eyes his discouraging past, instead of awakening hope and encouragement for the future. It has been discontinued in most prisons.

(d) Compulsory attendance at religious services, which does not prevail elsewhere in the Navy, is irritating and valueless. It fosters disrespect for religion and resentment against the Chaplain, who should stand in the light of a friend and counsellor, not of a religious police officer or jailor.

(e) In handling prisoners care should be taken to have the prison administration, itself, set a

high standard of probity and fair dealing. The building given by the Y. M. C. A., not to the Navy Department, but to the prisoners, and built by the prisoners themselves, has been given over to the Marines—the prisoners being allowed to use only the gymnasium certain evenings during the winter. Legally, of course, no objection would hold; but morally, the Department had no more right to appropriate this building and transfer its use from the prisoners to their jailors than it would have to appropriate their watches or other personal effects. The unfortunate effect of this proceeding upon the prisoners must be obvious.

(f) It has been found impossible to obtain complete data on the cost of operation from the Navy Department. But the total cost, as nearly as can be estimated, including the mess and the cost of the Marine contingent, is upwards of \$500,000. This is an excessive expenditure when compared with civil prisons of approximately the same population.

(g) There is a theory, systematically inculcated and held almost universally among the officers of the United States Navy, that the foundation of all naval discipline is dread of punishment; that unless the enlisted personnel have always before them the fear of a court martial with the possibility of a severe prison sentence, naval discipline will break down.

The appeal to fear, as is now fairly well understood, has never sensibly diminished crime or produced good conduct. The theory is a pathetic fallacy,

especially pathetic in such a place as the Naval Service; but the scientific study of facts, which has brought the mechanical workings of the Navy to such a high state of development, has not been generally applied, in the service, to the handling of men. An officer who would be "plucked" if he failed to understand the latest inventions in gunnery, the nature of explosives and the use of the radio, still expects to handle his sailors by methods differing but little from those used in the days of John Paul Jones; although it is true that flogging has been abolished.

In August, 1917, an effort was made at the Portsmouth Naval Prison to inaugurate a new system. Recognizing the very serious shortcomings of the Courts Martial system and that the disgrace of prison was a most unjust punishment for many purely military offences, Secretary Daniels determined that the prison should be turned into a disciplinary institution where men whose offenses showed they were ignorant of some important essentials of the service could receive an intensified naval training. If the results showed sufficient evidence of future good conduct and proper submission to authority, they might be restored to the service after a certain period of their punishment had expired. Following this policy, many hundreds of men (in the neighborhood of 3,000) were restored to the Navy in the period from October, 1917, to the spring of 1921. Of these a very large proportion rendered good service and many are still in the Navy, with excellent records and holding high ratings.

These results were secured by the introduction of the Mutual Welfare League—a system under which the prisoners were given a large share of the responsibility for good order and discipline and for carrying on the work of the prison. Experience has shown that the best way to make men understand the reasons for rules and the necessity of obeying them is to give them the experience of making their own rules, enforcing them, and of disciplining those who break them. Such a method, useful in many fields, has been found singularly efficacious with men whose very conduct has shown them to be lacking in comprehension of law and order—such as the men sent to prison.

After a remarkably successful history of nearly four years, during which the prison handled over 7,000 men (over 2,500 men at one period)—with no riots, no serious trouble of any kind and only 10 escapes—the system was discontinued in March, 1921, and the prison put back on its old basis: severe punishment, with dishonorable discharge for every man at the end of his imprisonment, one-third of the sentence being remitted in case a man's behaviour is satisfactory to the prison authorities.

The return to the old system was made without consultation with the two Commanding Officers who had administered the prison successfully under the League system; without any adequate examination of that system or its results. It bore, in fact, every evidence of having been done without sufficient knowledge of the situation at the Naval Prison on the part of those who were responsible.

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The act was an unscientific conclusion based on insufficient evidence, quite unworthy of the United States Navy. Its effect has not been to improve discipline, but to destroy hope for a better morale in the Service.

[No statement for publication was submitted by the Navy Department.]

STATE PRISONS

## CONNECTICUT

June 26th, 1923.

The Connecticut State Prison is situated at Wethersfield, a town adjoining Hartford on the south. It is located on low ground close to the Connecticut River.

### I

#### GROUND AND PLANT

1. **Buildings.**—The prison dates from 1827, and the buildings form a mixed group, possessing neither convenience nor architectural dignity. There are, however, broad lawns and fine trees between the front of the prison and the high road, which screen the buildings and give a pleasant impression to the passers-by. The warden's house, a remodelled farmhouse adjoining the prison grounds on the north, adds to the agreeable effect.

2. **Cell Blocks.**—There are three cell blocks of the "Auburn" type, the oldest of which was built in 1888, but they have running water, washbowls and seats; although in the older cell blocks these are iron fixtures of a very primitive pattern. The cells measure approximately 5 by 8 feet, and are

about 7 feet high; the later cells are somewhat longer. They have been painted recently in light colors and appear fresh and clean.

**3. Commissary.**—The store rooms are well kept, and handled on an excellent business system—making possible a daily inventory. The kitchen appears clean and well equipped. The food of the prisoners in summer includes a good quantity of vegetables and green stuffs from the farm. The mess hall seems well ventilated and the tables have been greatly improved; but the old method of seating in rows all facing one way is still in force. The table ware is heavy china, which is sanitary and not unattractive.

**4. Workshops.**—There is only one kind of manufacturing in Wethersfield—the making of shirts. This is carried on in a brick factory building containing six large rooms, well lighted and well ventilated in summer; but it must be difficult to keep them properly ventilated in winter, as there is no artificial system except in the pressing room which has electric fans.

**5. Hospital.**—The hospital quarters are on the second floor of the north wing of the main building. They consist of a dormitory, with small mess hall for tubercular patients, and a number of separate rooms.

**6. Chapel.**—The chapel is inconveniently situated but is painted in light colors and has, as its outstanding feature, the beautiful painting, "The Charge to St. Peter," by Miss Genevieve Cowles. Were the chapel used only for religious purposes, the picture would gain much in value, but as the room is also

used for band practice, moving pictures and other entertainments, its religious influence is greatly impaired.

**7. Farm.**—About 22 acres, adjoining the prison outside the walls, are used as a farm, where vegetables are raised for summer eating and pigs are kept. The earnings for the years ending June 30, 1921, and June 30, 1922, amounted respectively to, \$4,567.62 and \$5,918.09.

**8. Women's Prison.**—The Women's Prison is a part of the institution which from every standpoint is undesirable. There are only eight women prisoners. Their quarters are clean and well kept.

## II

### OFFICIALS

**1. Control.**—The Board of Directors is composed of seven members serving without pay: Norris G. Osborn of New Haven, President; Frank G. Sumner of Hartford, Vice-President; Frederic M. Salmon of Westport, Secretary; William C. Cheney of South Manchester; Edwin P. Root of New Haven; Morgan B. Brainard of Hartford and Edward J. Taylor of Westport.

A marked feature of Wethersfield Prison is the active interest of the Directors and their participation in the management of the prison. The monthly meetings are very fully attended and give to the Warden a firm and consistent policy; very similar to the support given by the Board of Directors of a business corporation to the General Manager.

**2. Warden.**—The Head of the Prison Administration is Henry K. W. Scott. Mr. Scott has had long experience as head of a correctional institution, having been Warden of the New Hampshire State Prison for eight years; head of the Minnesota State Reformatory at St. Cloud for six years. He has been Warden of Wethersfield for three years.

**3. Deputy.**—The Deputy at Wethersfield is Devereux D. Davis. He was storekeeper at New York State Hospital for the Insane at Middletown for three years; guard and night captain at the Connecticut State Prison for four years; appointed Deputy Warden in January, 1922.

**4. Guards.**—There are at Wethersfield 54 guards, or an average of one for every ten inmates. They are appointed by the warden (the Connecticut civil service law has been repealed).

**5. Other Employees.**—The civilians include three clerks, one parole agent, two physicians, one dentist, two chaplains, one engineer, steward, farmer and band master. There are eight instructors in the shirt factory, employed by the contractor.

**6. Salaries and Pensions.**—The principal salaries are as follows: warden \$6000; deputy \$3300; ass't deputy \$1620; night captain \$1560; guards from \$1080 to \$1320; doctor \$3600; chaplain \$1500; shop foremen \$1080 to \$1500; clerks \$1800 to \$3000 and matron \$1020. These are all allowed quarters and maintenance.

After thirty years service, or at the age of seventy after twenty years service, employees may be retired

and receive a pension equal to one-half of the salary received in the preceding five years.

## III

## PRISONERS

**1. Population.**—The number of prisoners at Wethersfield on June 26, 1923, was 530; the nativity of about 22 per cent of them was in the State of Connecticut, 32 per cent in other states, 23 per cent in Italy, and 23 per cent in other foreign countries.

**2. Classification.**—The only classification of prisoners, except of the insane, is by conduct. On June 26, 1923, the count was as follows: First Grade, 471; Second Grade, 15; Third Grade, 4; insane, 40.

The men on arrival are placed in First Grade and are reduced to Second or Third as a matter of discipline.

**3. Insane.**—The insane prisoners are housed in the floor below the hospital, in similar quarters. They are held at the prison until the expiration of their sentences and then transferred to the State Hospital for the Insane.

## IV

## DISCIPLINE

**1. Rules and Regulations.**—The Rules and Regulations are printed in a small pamphlet for the use of the prisoners. It goes into great detail as to



General Rules, Shop Rules, Cell House Rules, Chapel Rules, Dining Room Rules, Hospital Rules and Grading Rules. General Rule 3, is as follows: "You are not to talk, or communicate in any manner, with other inmates while marching or standing in line, while in chapel, dining room, or at work in the shop, except when given permission by an officer (unless spoken to by a State Official). Do not talk or call to men in other cells, whistle, sing or make any unnecessary noise."

It is officially stated that this rule is not strictly enforced.

Prisoners receive visits in the guard room, where they are seated at opposite sides of a broad table under the observation of a guard. Visits are allowed on Sundays and holidays.

**2. Punishments.**—"All inmates on their arrival shall be entered in the First Grade." The punishment of reduction to Second or Third Grade is inflicted by the deputy, with the approval of the warden, for any offense which is deemed by them sufficient.

Second Grade prisoners are allowed to write one letter a month; to receive letters and visits from relatives only.

The Third Grade loses all privileges. The man so reduced can write or receive no letters; he can receive no visits even from his family, and is allowed no recreation.

Confinement in "solitary" or "isolation" (a light or dark cell) may be added to the punishment.

A man may be promoted from Third to Second

Grade, if his conduct is satisfactory, at the end of 30 days; or from Second to First at the end of 90 days.

The report sheet for June 1st to the 26th, 1923, runs as follows:

22 Reports	1 Put in Solitary
22 Reprimanded	1 Reduced from Grade 1 to Insane Ward
44 Marks Taken	4 Reduced from Grade 1 to 3
17 Privileges Taken	2 Promoted from " 3 " 2
30 Days Lost	3 " " " 2 " 1
1 Put in Isolation	

## V

## HEALTH

**1. Doctors.**—There is one resident physician, one relief physician, a dentist on part-time, and a consulting physician in cases of insanity.

**2. Hospital.**—The hospital is not up to the standard of modern hospitals. There is one operating room where minor operations are performed, but the commissary and bathing facilities are inadequate.<sup>1</sup>

**3. Diet.**—To the ordinary fare the addition of a considerable amount of green stuffs and vegetables from the prison farm makes a very valuable variety during the summer months.

**4. Baths.**—The bath house is badly arranged and not up-to-date. There is only one general bath period a week, but the kitchen workers and coal gang are allowed to bathe more frequently.<sup>1</sup>

<sup>1</sup> Since the prison was visited great improvements have been made in the hospital and bath house.

5. **Recreation.**—A large yard has just been added on the north side of the prison. This gives space enough for baseball games and other recreation. It is surrounded by a lofty, solid concrete wall.

The summer recreation periods are holidays, Saturday and Sunday afternoons and Sunday mornings after church. Sunday baseball games are not allowed. On week days there is no exercise or yard time, except a daily recreation period of half an hour for men working in the kitchen.

6. **Entertainments.**—There are moving pictures Saturday afternoons in winter; concerts by the prison band on Sunday afternoons, and special entertainments on holidays; sometimes given by the inmates themselves.

## VI

## INDUSTRIES

1. **Character.**—The only industry is the manufacture of shirts, on the contract labor system, for the Reliance Manufacturing Company of Chicago, Ill. The company owns the machinery and appoints and pays the foremen.

2. **Vocational Training.**—Having but one industry—shirt making—there is no chance to learn a trade which a man can follow after he leaves the prison, and there is no attempt at vocational training.

3. **Employment.**—Of the 470 inmates (exclusive of insane) 345 are employed in the shirt factory—about 71 per cent of the population. The other 29

per cent are employed on the farm or in the running of the institution.

4. **Compensation.**—The following rule has been adopted by the Board of Directors:

“Beginning July 1, 1923, and thereafter, a new system of State compensation for inmates will be effective. . . . This system will be known as a ‘Sliding Scale of Wages for Inmates.’ Under this plan, the flat rate of 10 cents a day is abolished and in its stead, maximum, intermediary, minimum and zero rates are established. The rule as adopted by the Board of Directors is as follows:

“Commencing on the first day of July, 1923, there shall be credited on the account of each inmate in the first grade, per working day

For first class work and good conduct, the sum of.....	15c
For satisfactory work and good conduct, the sum of.....	12c
For medium work and good conduct, the sum of.....	8c
For careless, dilatory or poor work and poor conduct, no credit shall be given.	

“In determining the credit to be allowed to inmates, regard shall be had to their physical and mental capacity for work, to their efforts, disposition and attitude toward the work and application to the rules of the institution.

“Each officer in charge of inmates shall make a daily report to the Deputy Warden indicating the rating of the inmates in his charge, as follows:

First class work and good conduct by the numeral.....	(1)
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- Satisfactory work and good conduct by the numeral..... (2)  
 Medium work and good conduct by the numeral..... (3)  
 Careless, dilatory or poor work and poor conduct by the numeral..... (4)

"Provided further, that inmates regularly employed about the prison on Sundays or holidays in various capacities may be allowed the same per diem credits as upon week days.

"No credits under this rule shall be allowed United States prisoners, those awaiting execution, or inmates confined in the department for the insane, except such insane inmates as may be designated by the Warden."

## VII

## EDUCATION

**1. Library.**—The library and school are under the supervision of the Chaplain. The library has some 8,000 volumes and is above the usual standard of prison libraries, both as to quality and use. The State appropriates \$500 annually for the purchase of new books.

**2. School.**—Educational classes meet three times a week for seven months in the year. There are classes for illiterates, where attendance is compulsory, and Americanization classes for foreigners. Teachers are inmates except for the latter. These classes are attended by 186 students.

**3. Other Courses.**—A few men are taking correspondence courses.

## VIII

## RELIGION

**1. Chaplain.**—There is a resident Protestant Chaplain, also a Catholic Chaplain and a Jewish Rabbi.

**2. Services.**—Catholic and Protestant services are held every Sunday.

**3. Outside Agencies.**—A Sunday School has been conducted for many years by a group of interested people from Hartford. A Christian Science service is also held on Sundays.

## IX

## TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

The direct cost of the prison at Wethersfield to the State of Connecticut, according to the last report, was, for the two years ending June 30, 1921, \$115,756.73.

## COMMENT

**1.** The first thing to be noted in Wethersfield Prison is a very considerable improvement during the last few years not only in the general appearance

of the prison, but in the looks and demeanor of the prisoners.

Evidences of improvement are:

(a) Abandonment of the old rigid system of silence.

(b) The privilege of some exercise and recreation in the yard and moving pictures in the chapel.

(c) The addition to the yard of a large area for athletics, sufficient for a full-sized baseball field.

(d) Better conditions in the workshops.

(e) A system of graded compensation for prisoners' work.

(f) More consideration and care for the sick.

(g) It should also be stated that the business management of Wethersfield has for many years been exceptionally good.

2. That Wethersfield Prison may give the fullest measure of protection to the State of Connecticut, the following suggestions are offered:

(1) The keeping of insane prisoners until the end of their terms is highly undesirable. A prison is not organized to give such patients proper care and treatment; and they form an unnecessary drag upon the prison administration. No possible purpose is served by not transferring them, as soon as they are adjudged insane; this is done in all but one of the other States covered in this Handbook.

(2) Visits on Sundays and holidays. These are the only days available for many working people.

(3) Visits and letters for men in the Third Grade. If a prisoner under punishment receives the advice and encouragement of his family and friends, he is more likely to be amenable to discipline. It is also unfair to punish a prisoner's family for his shortcomings; they are already receiving punishment.

(4) More recreation. Doubtless public opinion in Connecticut would not permit Sunday ball-games; but why should there not be daily recreation, after working hours?

(The value of prison recreation depends upon the sense of comparative freedom accompanying it. It is unfortunate, therefore, that the large addition to the yard should be enclosed by a high, solid concrete wall. A heavy wire fence has proved elsewhere to be quite as safe and much less expensive.)

(5) Punishments determined only by the Warden, with an appeal to the Board of Directors. Such a system has worked well in English prisons and would do away with exaggerated tales of injustice or brutality.

(6) Better bathing facilities and more frequent bath periods.

(7) Better equipment in the hospital and a general policy of bringing each man up to his best physical condition.

(8) Library and school placed under an official, specially qualified to take charge of educational matters.

(9) Most important of all, a practical education of prisoners in the duties and responsibilities of citizenship by participation in the activities and discipline of the prison community. If a criminal is not trained in thinking and acting for the public welfare,—if he continues to think only of himself,—he is bound to leave prison worse than when he entered.

3. It is to be regretted that the State of Connecticut should still cling to the discredited system of contract labor. The defense of the "Connecticut System" by the Board of Directors, in its latest printed report (1922) is not convincing:

"The Connecticut policy of working the inmates under a contract labor system upon one product, which is the case at the moment, proceeds from no pride of opinion in the contract system. Nor is it the contract system which in some states has been abused and rightly condemned. Under the terms of the Connecticut System, the discipline of the workers remains in the hands of the officials of the institution, and the task set determined by them with the mental and physical capacity of the different workers clearly in mind. Broadly speaking, it is a task lower in the same industry set in free factories, where union labor conditions prevail."

To this it may be answered:

In none of the other prisons covered by this report where a contract system is now in force, do the implied conditions exist.

So far as the prisoners are concerned the distinction drawn is without a difference.

Even were the distinction a real one, the valid objections to a contract system would still remain.

4. The Board of Directors also stated in its report:

"It is essential to health and discipline that the inmates be kept employed under conditions closely resembling conditions of employment in the outside world."

It is highly creditable to the Connecticut State Board of Directors that they should state so clearly one of the fundamentals of sound prison policy. It is of great importance that the employment of prisoners should approximate, as closely as possible, outside conditions; it is the only way prisoners can be trained to meet those conditions, upon release; and it is exactly because the conditions of the contract system are utterly unlike the conditions of employment in the outside world that it is vicious.

(a) Outside workers have choice of work; prisoners do not.

(b) When a task is set in outside factories there is no way to force a workman beyond his strength—he can bargain with his employer or quit his job; the prisoner can neither bargain nor quit.

(c) Outside workers, if they fail to satisfy their employers, are discharged—they cannot be punished; the prisoners can be punished and cannot be discharged.

(d) The work at Wethersfield is such as is done

by women in outside shops; the prisoners do not like to do women's work, but cannot help themselves.

(e) Outside workers can dicker with their employers as to their wages; the prisoners receive no wages, only such compensation as the State chooses to give them.

5. Men, when in prison, should learn a trade or some other form of work. No one denies that. It is for the real interest of the prisoners as well as of the State. But what is usually not understood, or overlooked, is a prisoner's resentment at being farmed out to some favored contractor. Sometimes it is well known that the contractor himself is a law-breaker, selling his prison made goods in states where they are prohibited. Prisoners often feel that they are literally "sold into slavery"—and not without reason; for the system has the essential elements of slavery. Where men have no choice of work, are forced to labor for private profit, are kept at work through fear of punishment and receive no wages, can it be claimed that their labor is, in any sense, free? The result of such a system, even under the most careful administration, is that many prisoners acquire a genuine hatred for honest labor that makes their return to crime inevitable, with its corresponding danger to the State.

6. In the original draft of the report on Wethersfield prison, the statement was made that it is "located on low ground close to the Connecticut River, a damp and unhealthy situation."

As this statement was called in question by the Warden, it was eliminated from the report which is a statement of facts agreed upon by the prison authorities and the National Society of Penal Information.

This comment would be incomplete, however, if the original statement were omitted. Old prisons, like Sing Sing, Auburn, Wethersfield, Pittsburgh and Charlestown, are all of them damp and unhealthy. They are situated on low ground, close to the water, the cells having no outside windows by which sunlight and fresh air can reach them. Wethersfield is no exception. It is no criticism of the Warden or of the Board of Directors that this is so; it is not even a criticism of the past management—for when these prisons were built the builders knew no better. It is simply a fact which points to the necessity of new prisons built with more attention to the physical health and well-being of the inmates; and such a one the State of Connecticut ought to have.

7. A word should be said in appreciation of the Sunday Bible Class, held by some earnest people of Hartford. Unselfish interest from outside is, unfortunately, seldom shown to men in prison, and no one can measure its good effect.

## RESPONSE FROM CONNECTICUT

In reply to the foregoing Comment, the Connecticut prison authorities make the following statement:

SECTION 2, paragraph (1)—“The keeping of insane prisoners until the end of their terms is highly undesirable. A prison is not organized to give such patients proper care and treatment; and they form an unnecessary drag upon the prison administration. No possible purpose is served by not transferring them, as soon as they are adjudged insane; this is done in all but one of the other States covered by this book.”

Up until 1898, insane prisoners were transferred to the State Hospital for Insane at Middletown. Then the part of the institution which accommodates the insane on the first floor and hospital on the second floor was built and the insane prisoners who had been transferred to the Middletown Hospital were returned to Wethersfield and housed in the new quarters. It has since been the practice to confine insane inmates in that department, transferring to the department for insane upon the certification of insanity by the prison physician and transferring from the department for insane upon the certification of sanity by the consulting physician in insanity. Upon the expiration of sentence insane inmates are transferred to a State Hospital for Insane

(Middletown or Norwich) by order of the Governor, after certification of insanity by two physicians. (Reference—Sec. 1945, Gen. Statutes, Rev. 1918, also Directors' Report to Governor 1896, page 9, and Directors' Report to Governor 1897, page 15.) The situation with regard to treatment of insane has materially changed since the adoption of the plan now in vogue and it is admitted that active psychotic cases could be better treated in an institution especially designed for that purpose. This argument at least appears to us to offset those advanced by the Board of Directors in 1896 in behalf of the present plan. On the other hand, with both the large State Hospitals for the Insane taxed to capacity, it is not unlikely that the practice of confining insane criminals in the department for insane at this institution will continue at least until further accommodations are provided at one of the present hospitals or a new institution is provided. Recognizing the necessity for further accommodations for the insane in Connecticut, The General Assembly at its session of 1923 appointed a State Psychiatric Commission to investigate the provisions in the State Hospitals for the care of the insane, including the provisions for defective delinquents, criminal insane, the laws relating to the commitment, care and treatment of such persons, and report their findings to the next General Assembly. (Special Acts No. 398—page 507—1923.)

(2) “Visits on Sundays and holidays. These are the only days available for many working people.”

We do make exceptions to the general visiting rule when it appears that to prohibit Saturday

afternoon and Sunday visiting proves a hardship for working people.

(3) "Visits and letters for men in Third Class. If a prisoner under punishment receives the advice and encouragement of his family and friends, he is more likely to be amenable to discipline. It is also unfair to punish a prisoner's family for his shortcomings; they are already receiving punishment."

The punishment of the family and friends of a prisoner begins when the judge pronounces sentence and continues until the prisoner regains his freedom; that is the saddest part of our penal system. So few prisoners experience reduction to Third Grade, however, (36 in the calendar year 1923) and the period of keeping men in third grade after reduction is so short (but 30 days) that the sufferance of family and friends from that cause is practically negligible. Exceptions are made as in Paragraph 2.

(4) "More recreation. Doubtless public opinion in Connecticut would not permit Sunday ballgames; but why should there not be daily recreation, after working hours? (The value of prison recreation depends upon the sense of comparative freedom accompanying it. It is unfortunate, therefore, that the large addition to the yard should be enclosed by a high solid concrete wall. A heavy wire fence has proved elsewhere to be quite as safe and much less expensive.)"

A heavy wire fence might be ample protection against escape on an island, far from land, with

a cordon of armed marines as guards over adolescent boys as prisoners who are confined principally for misdemeanors and disorderly conduct, but where, please, has a wire fence proved as effective as our "high, solid concrete wall" in an urban settlement, close to a large city, with a mere handful of unarmed guards, and but three armed guards and the type of adult malefactors we have to deal with?

(5) "Punishments determined only by the Warden, with an appeal to the Board of Directors. Such a system has worked well in English Prisons and would do away with exaggerated tales of injustice or brutality."

Punishments are administered by the Deputy Warden, under the general policy of the Board of Directors and specific approval in each instance of the Warden. Appeal to the Board of Directors and Department of Public Welfare is permissible and upon the rare occasions when resorted to, careful investigation is made and findings made known.

(6) "Better bathing facilities and more frequent bath periods."

A new up-to-date bath house, with 44 showers, modern plumbing, tile trim, mixer, etc., is in process of construction and will be ready for use this fall.

(7) "Better equipment in the hospital and a general policy of bringing each man up to his best physical condition."



The Society's Handbook is in danger of becoming obsolete before it is published. Since the original draft was written, our hospital situation is greatly improved—along the lines outlined to Mr. Osborne and Mr. Garrett upon the occasion of their visit to the institution. Excellent quarters have been provided for the tubercular inmates in the north end of the building, overlooking the recreation field. The room formerly occupied by the tubercular inmates has been partitioned off and furnished as a set of rooms for the doctor's office, dentist's office, dispensary, drug room and operating room. It is now and for some time has been the policy of the managers of this prison "of bringing each man up to his best physical condition." This statement is borne out by special work assignments for the physically afflicted, medical treatment for the same and corrective surgical operations performed.

(8) "Library and school placed under an official specially qualified to take charge of educational matters."

Library and school are under the supervision of the Rev. Arthur Schoenfeldt, a trained educator, working for maximum beneficial results, with the assistance and cooperation of the State Library Association in the library and two paid civilian teachers in the school.

(9) "Most important of all, a practical education of prisoners in the duties and responsibilities of citizenship by participation in the activities and discipline of the prison community. If a criminal

is not trained in thinking and acting for the public welfare, if he continues to think only of himself, he is bound to leave prison worse than when he entered."

We cannot subscribe to the Mutual Welfare League or any other form of inmate self-government. Furthermore, we believe the dogmatic statement contained in the above paragraph to be untrue and based upon unsound prison policy.



## DELAWARE

November 15, 1923.

The State Prison at Delaware is combined with the New Castle County Workhouse, which is also the Wilmington jail; all inmates are treated alike, except that they are lodged in different wings of the prison. The prison is pleasantly situated on a farm of 70 acres about five miles from Wilmington.

### I

#### GROUNDS AND PLANT

**1. Buildings.**—The buildings, completed in 1901, are of red brick and form a commonplace architectural group, with the warden's quarters in front, and offices, a central guard room with two cell blocks, and a service wing connected with a factory building in the rear.

At a short distance, on lower ground, is the power and heating plant, connected with the main building by a long tunnel.

**2. Cell Blocks.**—To the east and west of the central guard room extend two cell blocks, each one having two stories with two tiers of cells in each story. The 320 cells are equipped with iron wash

## DELAWARE

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bowls, toilets and electric lights. The cells are 5 by 7 feet and 8 feet high. At the back are the service corridors common in prison buildings of this period.

The cell blocks and cells appear clean and well kept.

**3. Commissary.**—The mess hall, kitchen, bakery, refrigerator and store rooms are on the ground floor of the service wing of the building in the rear. There is no separate kitchen, the cooking being done at one end of the mess hall—an arrangement which, except that it makes for warmer food, is altogether undesirable. In summer the heat must be excessive.

The store rooms are quite inadequate, making necessary the use of the passage ways. This arrangement is manifestly disorderly and unsanitary.

The bakery is not provided with up-to-date machinery, the mixing being done by hand.

The mess hall is adequate in size, but the tables are of poor material, rough and unsanitary. The prisoners are seated in rows, all facing one way. The whites and colored are seated separately. There is a separate group of those afflicted with venereal diseases.

The tableware of the regular prisoners is aluminum; the venereal prisoners have utensils of agate ware.

**4. Workshop.**—The workshop, with a storage and shipping room at one end, is above the mess hall. The room is obviously too small for the number of machines and men. It is greatly crowded, but well ventilated by electric ventilating fans.

**5. Hospital.**—There is a small hospital of four beds on the second story above the offices, and ten cells with outdoor cages for tubercular patients in the upper story of the east cell block.

Operations are performed in the City Hospital in Wilmington.

The hospital equipment is far below the modern standard of prison hospitals.

**6. Chapel.**—There is no chapel, the recently built recreation room being used for the purpose.

**7. Farm.**—There is a "home farm" of 70 acres at the prison, and another of 325 acres some two miles distant.

**8. Women.**—The Women's Department is a part of the prison. That is, from every point of view, undesirable. It is situated on the second floor over the service wing. It has 20 cells of a type similar to the others.

**9. Whipping Post.**—A special feature of the Delaware prison is the whipping-post. This is situated in a small courtyard surrounded by high walls, adjoining the power house. Here is also the pillory, now disused. Executions by hanging also take place here.

Both pillory and whipping-post are well painted and kept in excellent condition.

In the year 1922 there were 34 cases of flogging, ranging from 5 to 40 lashes. Of the men subjected to this barbaric and demoralizing treatment, 5 were white and 29 colored. The flogging was formerly done by a guard; it is now done by the warden himself—a wiser expedient.

## II

## OFFICIALS

**1. Control.**—The Board of Trustees is composed of five men appointed by the judges of the Levy Court, one each year to serve for five years (without remuneration). On November 15, 1923, the Board had but three members, J. Frank Ball, Joseph S. Hamilton and Horace L. Dilworth.

**2. Warden.**—The warden is appointed by the Board of Trustees, to hold office at its pleasure. The present Warden is Elmer J. Leach, who was appointed in May, 1923, as successor of the late Warden M. S. Plummer, who inaugurated the existing prison system.

Warden Leach was Deputy Warden for two years. Prior to this he was a guard for 6 years.

**3. Deputy.**—The Deputy Warden is F. P. Mitchell, appointed in May, 1923. He was previously Religious Work Secretary of the Y. M. C. A. at Wilmington.

**4. Guards.**—There are three guards; two on duty by day and one by night. There is also a matron for the Women's Prison on duty by day.

**5. Other Employees.**—There is one civilian clerk in the office and a foreman for each farm. The contractor supplies a machinist.

**6. Salaries and Pensions.**—Salaries are as follows: warden, \$4000 and maintenance; deputy warden, \$2400 and maintenance; guards, \$1200 to \$1320 and maintenance; doctor, \$1800; repair man,

\$1500; farm superintendents, \$1200. There is no pension system.

## III

## PRISONERS

1. **Population.**—There were on November 15th, 1923, a total of 381 inmates in the prison, as follows:

	MEN		WOMEN	
	White	Colored	White	Colored
State prisoners.....	121	98	1	5
County prisoners....	42	72	3	27
Awaiting trial.....	5	7		

2. **Classification.**—There is no classification of prisoners on entering; they are given all the privileges of the institution. In cases of misconduct they are reduced to Second or Third Grade.

3. **Insane.**—There are no insane inmates at New Castle.

## IV

## DISCIPLINE

The discipline of the Delaware Prison affords a very interesting field of study. It was put in force some years ago by Warden Plummer, after an exposure of the evils of the old system and a reconstruction of the prison administration. The system was formed with little, if any, study of other experi-

ments and is a peculiar development of the so-called "Honor System."

The discipline of the prison is carried on by the warden through certain prisoners selected by him or with his approval. There are only two guards on duty during the day; otherwise, certain inmates run the institution; even the turn-keys are long term inmates. In the shops, the foreman is a prisoner as are the "Committeemen" who are responsible for good order. These are all selected by the warden.

"The Honor Court" is composed of three judges, a prosecutor, two defendant counsellors, court crier and court clerk. Originally the judges were elected by the prisoners, but no election has been held for two years and vacancies have been filled by the Court itself with the approval of the warden.

1. **Rules and Regulations.**—There seems to be no formal set of rules and regulations; in Warden Plummer's last report (November 30, 1922) there is no reference to any such. There is a statement of the "Honor System" but it is expressed in very general terms such as this: "Let me emphasize the fact that it is by their conception, their understanding of our ideas and our treatment from the standpoint of justice and humanity, that the prisoner becomes imbued with the proper understanding of 'discipline.'"

The decisions of the "Honor Court" practically determine the rules of the prison and these may be gauged by the following list of cases, which comprise those of the first six months of the year 1923. These total 71, as follows:

Disorderly Conduct.....	19
Refusing to work.....	10
Fighting.....	10
Agitating.....	6
Disrespect to guard, instructor, or committee	5
Destroying property.....	4
Assault.....	3
Inferior work.....	2
Gambling in Shop.....	2
Committing nuisance in cell.....	1
Failing to make task.....	1
Profanity.....	1
Sleeping in shop.....	1
Leaving work without permission.....	1
Refusing to obey rules.....	1
False marking of work card.....	1
Loafing on job.....	1
Stopping work.....	1
Neglecting work.....	1

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(It should be pointed out that the whipping-post is not used in connection with the prison discipline; it is a part of the offender's sentence imposed by the judge.)

**2. Punishments.**—The punishments given by the "Honor Court" are of three degrees. The first is loss of the yard recreation privilege for ten days. The second is loss of yard privileges and visits for thirty days. The third is loss of all privileges for thirty days—yard, entertainments, visits, mail (both incoming and outgoing) and commissary.

In a case of murderous assault of one inmate upon another the Court sentenced the offender to solitary confinement in a "blind cell" indefinitely; with a "request" to the warden to present him for indict-

ment before the Court of General Sessions. The offender was given an additional sentence of six years by the County Court.

## V

## HEALTH

**1. Doctors.**—There is no resident doctor; but one from Wilmington makes daily visits. A dentist makes visits twice a week.

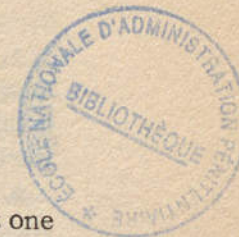
**2. Hospital.**—The hospital wards, although inadequate and the equipment meagre, seemed clean and sanitary. Meals are served from the regular kitchen.

**3. Diet.**—The farm products make a desirable addition to the dietary.

**4. Baths.**—The bath room is in the basement under the service wing. It is adequately supplied with showers, and separate stalls for dressing. The regular bath period is once a week; farmers and men doing dirty work may bathe oftener.

**5. Recreation.**—Regular periods of recreation in the Yard are given daily. The Yard is bare, treeless and surrounded by a high wall. It is spacious and has a full-sized baseball diamond. There is no equipment for other forms of athletics.

**6. Entertainments.**—Moving pictures are shown three or four evenings a week during the winter months; an occasional amateur entertainment is brought in from outside; and once or twice a year the inmates stage a show of their own.



## VI

## INDUSTRIES

1. **Character.**—The only factory work is the manufacture of clothing under contract with Oppenheim and Company of New York. There is also work on the two farms.

2. **Vocational Training.**—There is no vocational training.

3. **Employment.**—The 381 inmates are employed as follows: factory, 202; farms, 26; maintenance, 70; outside labor, 12; women's department, 36; sick and not working, 35.

4. **Compensation.**—The institution pays the men working on the farm 15 cents a day for five and one-half days in the week; men working on maintenance at the same rate for seven days a week. This is paid out of the state appropriation of 60 cents a day per prisoner.

The contractors pay a bonus for work done in excess of a given "task" which runs from about \$5.00 upwards. Some prisoners have received as much as \$40.00 in a month.

A prisoner may spend his wages in the commissary; but he is cautioned to save, as the State gives neither money nor clothing upon discharge.

## VII

## EDUCATION

1. **Library.**—There are between 600 and 700 volumes of books and bound magazines, all donated,

as the State makes no appropriation. The library is hardly up to the usual prison standard.

2. **School.**—There is a school of lower-grade work two nights a week, supervised by a teacher from the Wilmington High School, assisted by five inmate teachers. Attendance is voluntary; the average attendance is 51.

3. **Other Courses.**—Two men are taking correspondence courses.

## VIII

## RELIGION

1. **Chaplain.**—There is no chaplain.

2. **Services.**—There are regular Sunday services, between three and four in the afternoon, conducted by various clergymen of different denominations from Wilmington and vicinity. Once a month there is a Roman Catholic service on Sunday morning, preceded by confession Saturday afternoon.

3. **Outside Agencies.**—There is a Bible class held weekly and Sunday School between nine and ten on Sunday morning. These are conducted by the Wilmington Y. M. C. A.

## IX

## TRAINING IN CITIZENSHIP

The last report of Warden Plummer says: "I inaugurated the 'Honor System' or what may be termed self-government, among the prisoners when

I took charge of this institution on May 1, 1920, . . . It teaches him (the offender against society) to accept the social judgment, the rights of individuals and their property, and their responsibility to society."

It is only fair to state that the "Honor System" as developed by Warden Plummer is in no sense "self government."

A further discussion of this subject is made in the comment.

## X

## Cost

The net cost of the prison to the State (including board from the counties) was, for the year ending November 30, 1922, \$76,586.00.

## COMMENT

1. (a) The location of the prison outside of, but near, Wilmington is a desirable one. The institution is clean and well cared for, a condition all the more commendable when the untrained character of many of its inmates is remembered.

(b) The storerooms are inadequate; so that supplies have to be stored in passage-ways and other places equally unsatisfactory. The lack of any separation between kitchen and mess hall is very undesirable. The mixing of bread by hand is unsanitary.

(c) The problem of administering a prison with both state and county prisoners serving sentences is a sufficiently complicated one. But to this is added the function of holding county prisoners awaiting trial and that of a city (Wilmington) jail as well. No single institution can possibly fulfil satisfactorily all these functions.

There should be another and entirely different institution where those awaiting trial or action by the grand jury should be held. There is not as serious objection to the county prisoners being inmates of the prison, although such short term prisoners interfere with the best administration of any state prison.

(d) The presence of the women is most undesirable. Facilities for serving their meals are quite inadequate. The windows of the women's wing look down on the recreation yard of the men. There is a day matron, but when the prison was visited, there was no night supervision. In no other state where women are confined in a section of the men's prison are the conditions so unsatisfactory in every way as here or the need for placing the women in a separate institution, so urgent.

(e) Aside from the farms, the only industry is the manufacture of a cheap grade of clothing on the contract system. The workshop is very crowded; there are too many machines and too many men for the space available. This creates disorder and a congested shop condition. In no prison shop covered by this book were these conditions so bad.

A beginning should be made in the development

of industries on some system that gives variety of employment; so that eventually the contract system can be replaced. The present industry is entirely useless so far as vocational training is concerned.

2. Delaware is the only state in the Union today that is disgraced by the use of the whipping-post. In fairness to the prison, however, it should be borne in mind that this is a part of the prison sentence, and in no way a part of the prison discipline.

3. (a) In one respect the Delaware prison is very interesting. Former Warden Plummer believed the inmates could be trusted to a very large degree to handle affairs inside the walls, and he proceeded to prove that it could be done. The discipline of inmate cooperation had been previously worked out with considerable care for several years in the New York prisons at Auburn and Sing Sing. At New Castle the Warden, disregarding these experiences, took a line of his own. Not only was the conduct of the inmate community left almost entirely in the hands of the prisoners themselves, but only enough guards were retained to cover the exits of the prison.

This policy has been continued under the present Warden. Only two guards are on duty by day and one by night with a population of 381 prisoners.

This has given striking demonstration of two facts: that a prison can be carried on practically without guards, for a period of years, without serious riots or internal disturbance; and that it does not result in wholesale escapes. This demonstration seems to raise the question whether the very considerable expense incurred by prisons, in the employment of

large numbers of guards to prevent riots and escapes, is necessary.

(b) It may well be questioned, however, whether the reliance placed upon inmates at New Castle has not been carried beyond the point of wisdom. It is no more possible in a prison than in the larger community outside to dispense with supervision and control. Prisoners, as a mass, cannot be trusted entirely. If they are to live down their past and become good citizens, they must have trust placed in them, it is true; but great care must be taken and wise supervision exercised to see that the trust is not abused. The duties of the warden and guards, in a properly administered prison, should be nearly akin to those of a head teacher and his assistants in a school—for prisons should be schools for the training of honest citizens. And as no school could be conducted without teachers, so no prison can wisely dispense with officers; not mere sentries posted to prevent outbreaks, but the warden's agents in assisting and encouraging the inmates to lead better lives.

The Delaware prison attempts to meet the problem of supervision and control by replacing the system of warden and guards by a system of warden and inmate cooperation. The places of the old guards are taken by trusties, selected by the warden, supplemented by the "Honor Court," the members of which, originally elected by the prisoners, now form what is essentially a self-perpetuating body—vacancies being filled by the choice of the surviving members and the warden.



(c) Experience has shown, in prison as well as outside, that where the individuals of a community have no voice in making the rules or in selecting those who are to enforce them, while there may be passive obedience, there will never arise that sense of responsibility and active cooperation to maintain laws which is the essence of citizenship. Having no part in the selection of the members of the "Honor Court," the average New Castle prisoner can hardly be expected to feel that he has much concern in the justice which the court administers; having no voice in the selection of the inmate officials he can have little if any sense of responsibility for the way in which they perform their duties. The Court and the inmate guards are the Warden's men, and the good order of the prison and the behavior of the prisoners are therefore his concern, not that of the inmates.

Not only is there lack of responsibility on the part of the inmates, but no matter how fair the judgment of the "Honor Court" may be, the confidence of the prisoners in its fairness is certain to be undermined in the long run. Men in prison resent authority placed in the hands of their fellow prisoners, unless they have themselves selected them; they inevitably look upon such as "stool pigeons," which they too often have been.

The suspicion and distrust of everyone's character and motives, which are among the worst features of prison life, are certain to be increased.

The warden must, of course, be the court of final appeal in a prison system; but his authority will be

more respected and effective when it is exercised in coordination with the authority which he grants to representatives of the prisoners, elected by them without his interference or suggestion.

(d) The situation at New Castle seems, therefore, to contain certain elements of danger. The general order is probably as secure as in a prison managed by the usual repressive methods; but can it be assumed that the best standards of personal conduct will be maintained without some form of inmate cooperation which imposes on each member of the community a sense of personal responsibility for the conduct of all?

This point may be illustrated by a single instance.

In his report to the Board of Trustees for 1922, the late Warden Plummer made the following statements:

"Most jails are foul, leprous, and graves of blasted hopes, sepulchres of ghastly tragedies, where abnormal conditions exist and where men and women become mere elemental beasts.

"I sincerely hope you will again use your best efforts to obtain a separate prison for women. Present conditions are a menace to the discipline and well-being of the inmates of this institution. No law ever intended that men and women should be placed under the same roof in visual contact in prison. It is an obligation of the State to protect society from such a condition of affairs. It causes moral perversion, sexual deviation and degeneracy.

As a first principle of moral education there must be separation of the sexes."

In spite of this appeal, the women prisoners are still at New Castle.

As for the moral perversion, so vividly pictured by Warden Plummer, the general subject has been discussed in the first part of this Handbook. It is only necessary to add that while the guards under the old prison system handle the matter very ineffectively, there is nothing to show that the present system at New Castle, with no general inmate participation in selecting their representatives, brings about any better results. It would be unreasonable to expect it.

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[The following letter from Warden Leach, covering sections of our comment on Delaware, was received by Mr. Garrett, Executive Secretary, after our copy was set in type.

Wilmington, Del., December 26, 1924.

DEAR SIR:

Your communication of December 22nd, including a copy which you state you plan to print with the Delaware report, received. I desire to thank you for notifying me in advance so that I may make certain corrections to the report.

Under section 1, paragraph b, you state: "The lack of any separation between kitchen and mess hall is very undesirable." This condition does not

now exist in our Delaware institution, as there has been a complete separation between kitchen and mess hall.

Under paragraph d, of said section 1, you state that "when the prison was visited there was no night supervision." It is true there is only one Matron in the women's wing and there are thirty-five women prisoners. The matron, however, is on duty the whole twenty-four hours; that is to say, on active duty during the day time, and in her room, which is part of the women's prison, where she is accessible at all hours of the night.

We admit and hold with you as in paragraph d, section 1, that "the presence of women is most undesirable" in a man's prison. We would like, however, in fairness to us to add the following: The Board of Trustees and the Warden have for more than four years petitioned the Legislature of the State to provide for the erection of a separate building for the care of the women prisoners entirely separated and in no way connected with the men's prison. The last Legislature passed a measure appointing five persons, three women and two men, to serve as a Board of the Women's prison and authorizing the Levy Court to appropriate \$50,000 dollars for the purchase of a farm for this purpose.

In regard to the employment of the prisoners as mentioned in paragraph e, section 1, of your report, we desire to say there is not now and has not been under the Honor System any disorder except of a trivial character in our workshop.

We would suggest that you add to the bottom of

paragraph b, section 3, the following: There is established in the Delaware Institution a night school with sessions twice a week, a competent instructor, Professor from the High School in the city of Wilmington, being the head of this department.

We desire to correct the statement made in your report, that the vacancies in the Honor Court are selected by the Warden and the surviving members of the Board. This is an error as the vacancies in said Honor Court are filled by the Warden only on recommendation of the inmate body.

Paragraph c of section 3 does not apply to this institution for the reason stated above.

Very truly yours  
(signed) ELMER J. LEACH, Warden]

## MAINE

May 19, 1923.

The Maine State Prison is situated at Thomaston, a coast town in Knox County. The town is not centrally located in the State and repeated attempts have been made to change the location of the prison. These have failed. The prison is situated on the edge of an abandoned quarry which comprises a large part of the space within the prison walls. Proper exercise facilities for the prisoners are impossible; and the buildings are cramped by the quarry. The only farm land available is at some distance from the prison.

### I

#### GROUND AND PLANT

**1. Buildings.**—The prison dates from 1824. The warden's house, a modern brick building with attractive grounds, stands in front, on the main street of the town. Behind is the old administration building connecting a cell house of brick and an old cell house of white-washed stone. On the edge of the quarry, separated from the cell houses

by a narrow strip of lawn, are the shops and a modern commissary building. On a lower level is a modern power plant. The prison buildings are surrounded by a high white-washed stone wall.

**2. Cell Block.**—The cell block built in 1844 was replaced in 1921 by a modern cell block of the "Auburn" type. Each cell has running water, washbowls and seats, and an electric light. The lower tiers are rather dark because of the unusually wide galleries.

These galleries would afford an opportunity for exercise indoors, if this were permitted. The new cell block, in two sections, is only partially completed; the present number of cells is 96. The cells are about 5 by 8 feet, and about 7 feet high. A cell block of the "Auburn" type, built in 1866, with no toilet facilities except buckets, is still in use. It contains 109 cells less than 4 feet wide, about 6½ feet long, and 6½ feet high. Each cell has an electric light. The cells have no ventilation except through the heavily barred doors, and are very unhealthy and unfit for use. In the same unit with these cells are storerooms and the hospital.

**3. Commissary.**—The new kitchen, bake shop, and mess hall are clean and appear adequate in every way. The mess hall is light and well ventilated. The men sit at tables facing each other and are permitted to talk.

**4. Workshops.**—The workshops are built of brick, with wooden inside construction. They are in the main old and ill-adapted to industrial efficiency; only the blacksmith shop is modern. Ven-

tilation, lighting, heating and toilet facilities are about equal to those of a second-rate factory.

**5. Hospital.**—There is no hospital; the quarters used for that purpose are situated in a section of the old cell block.

**6. Chapel.**—The chapel is inconveniently situated on the top floor of the administration building. It is a well-lighted but antiquated room. Around the edges are raised seats for the guards. There is no religious atmosphere.

**7. Farm.**—The prison farm, about two miles from the prison, comprises 320 acres. Eleven prisoners are employed there and are treated as trustees. Vegetables are raised and the following stock kept: 40 head of cattle, 6 horses, and 40-75 hogs. Most of the farm produce (vegetables and milk) is used in the prison menu, and some is sold.

**8. Women's Prison.**—The Women's Prison consists of a small section of the old prison buildings. It is not desirable either to have women at the prison or to have them in such restricted quarters. There are only three women prisoners.

## II

### OFFICIALS

**1. Control.**—The Prison Commission is composed of three members: Henry H. Hastings of Bethel, Chairman; Leslie Boynton of North Whitefield;<sup>1</sup> Frank H. Hargraves of West Buxton.

<sup>1</sup> Charles H. Hichborn of Augusta succeeded Mr. Boynton in 1924.

Maine has had the services of excellent prison commissions for some years. Mr. Boynton's years of service have given the work of the commission continuity and experience. The only salary is a per diem allowance of \$5 for time actually spent on the business of the prison.

**2. Warden.**—The Warden is Mr. Lester D. Eaton. He has had 23 years of institutional work in Maine; at the State School for Boys, as Deputy Sheriff and Turnkey of the Franklin County Jail, as guard at the State Prison and since July 1, 1921, as Warden.

**3. Deputy.**—The Deputy is Lawrence J. Colgan. He has served as Chief of Police in Augusta, as Deputy Sheriff of Kennebec County, on the police force of Bath, and has been at the State Prison for two and a half years.

**4. Guards.**—There are at Thomaston about 25 guards. They do duty on the wall, in the shops, and in the cell blocks and guard room. They are appointed by the warden.

**5. Other Employees.**—Other employees, on part- or whole-time, include one clerk, one dentist, one physician, one chaplain, one chef, one farmer, several shop foremen, and one engineer.

**6. Salaries and Pensions.**—The salary of the warden is \$3,000 a year with maintenance; of the deputy, \$2,000 a year; captain of the guards, \$30 per week; guards, \$23 to \$25 per week; chaplain, \$34 per week; doctor and dentist, \$9.62; shop foremen, \$34 to \$39 and clerks, \$1,500 a year.

There is no pension system.

## III

## PRISONERS

**1. Population.**—The number of prisoners at Thomaston on September 15, 1923, was 210. The average number for the past year was 195.

**2. Classification.**—There is no system of classification.

**3. Insane.**—Insane prisoners are transferred at once to the State Insane Hospital.

## IV

## DISCIPLINE

**1. Rules and Regulations.**—A pamphlet containing the rules of the prison is given to each prisoner on arrival. The rules are also posted in several places about the prison and are comparatively simple. They relate for the most part to silence, loafing, places prohibited to prisoners, etc.

The silent system in a modified form is in force. Men cannot talk in the cell blocks, when marching in line, or when at work, except as their work demands it. They can talk, however, during recreation periods, at meals and at entertainments.

Prisoners are allowed to receive visitors on Tuesdays and Fridays. One hour is allowed for each visit. Visits are held in the guard room under observation, but with no barrier between the prisoner and his visitor.

Prisoners are allowed to write two letters a week,

which are censored by the chaplain. This privilege is sometimes revoked for bad conduct.

**2. Punishments.**—The usual punishment for minor infractions of the rules is suspension of recreation and entertainment privileges.

For major infractions or repeated minor infractions, solitary confinement in a light or dark cell on bread and water.

Periods of solitary confinement vary from one to ten days. The dark cell is used for short periods; it is unfit for use, as it is almost entirely unventilated.

There are few cases of discipline. Suspension of privileges seems effective in most cases.

Discipline is mainly entrusted to the deputy.

## V

### HEALTH

**1. Doctors.**—The prison has the part-time services of a local doctor and dentist. There is no psychiatrist, but some psychiatric work is done by the doctor. The authorities of the State Insane Hospital four years ago made psychiatric examinations of the prisoners, but this valuable work has not been continued.

**2. Hospital.**—The hospital quarters are antiquated and inadequate. There are 12 beds, but no opportunity for segregation of contagious diseases. There is a small operating room partially equipped.

**3. Diet.**—The commissary department is in charge of a civilian chef. The kitchen, bake shop and store rooms are clean; the mess hall is new;

and the diet is further improved by the addition of vegetables and milk from the prison farm.

**4. Baths.**—The bath house is ample with well arranged showers. One bath a week is required of all prisoners, and prisoners detailed to the kitchen, fire-room, etc., are allowed extra baths.

**5. Recreation.**—The tendency to bad health caused by the archaic cell block is balanced in part by the outdoor recreation allowed in summer.

On week days the prisoners are allowed an hour in the yard after breakfast and another after dinner.

On Saturdays in summer they are allowed nearly five hours in the yard and on Sunday afternoon about four hours.

Baseball is allowed on Saturdays, Sundays and holidays and is the main recreation. No outside teams are allowed to play. The space used for recreation is in the bottom of the partially filled quarry. While not an altogether satisfactory place for baseball or for general recreation, it is far better than in many prisons.

Men may smoke during the recreation hours in a rough shack with open sides overlooking the baseball diamond.

During the winter months, there is no Saturday afternoon recreation. The men spend Sunday afternoon in the mess hall and may play checkers and other games.

From supper until 8:30 prisoners may read and smoke in their cells. Newspapers are allowed.

**6. Entertainments.**—Moving pictures are held in the mess hall once a week and on holidays. Sev-

eral entertainments are given each year by outsiders; none by the inmates.

## VI

## INDUSTRIES

**1. Character.**—The industries are the manufacture of wagons, carriages, sleighs, auto truck bodies, harnesses, and brooms. In the latter industry only is the contract system in use.

**2. Vocational Training.**—Practically all of the industries have educational value. This is especially true of the harness shop and the wood-working establishments. The vocational value of the broom-shop is negligible.

**3. Employment.**—Of the 210 inmates, 76 are employed in the broom shop, 42 in the harness shop, 23 in the paint shop, 30 in the carriage and sleigh shops, 11 on the farm, and the remainder in the blacksmith shop, stables, commissary and other parts of the prison.

**4. Compensation.**—There is no compensation for prisoners, except that each man is allowed some stationery and a limited amount of tobacco, and \$.25 per month for good conduct.<sup>1</sup>

## VII

## EDUCATION

**1. Library.**—The library is in charge of the chaplain. There are about 6,000 books of the type

<sup>1</sup>Since the prison was visited, a system of graded compensation has been introduced.

and quality usual in prison libraries. About 200 circulate weekly. Books are for the most part supplied by the State Library. Eleven current magazines are subscribed to.

**2. School.**—The school is in charge of the chaplain. There is one inmate teacher. Only a few prisoners attend school, which is held four hours a week, and covers the three R's from the first to the third grade. There are no technical or Americanization classes.

**3. Other Courses.**—A half-dozen prisoners are taking correspondence courses.

## VIII

## RELIGION

**1. Chaplain.**—There is a resident Protestant chaplain; also a visiting Catholic chaplain.

**2. Services.**—Protestant services are held three Sundays of each month. Catholic services are held on the other Sunday. Attendance at religious services is compulsory.

**3. Outside Agencies.**—The Salvation Army does some work in the prison and is occasionally allowed to hold Sunday services.

## IX

## TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

The net cost of the prison for the fiscal year ending June 30, 1923, was:

Gross Cost.....	\$208,692.26
Less receipts from industries and farm	146,421.94
Net Cost.....	\$62,270.32

## COMMENT

While the Thomaston site is generally recognized in Maine as being an unsuitable location for the prison, there is little likelihood of a change. Previous attempts have failed, and the erection of several modern fireproof buildings a few years ago to replace part of the ancient plant is likely to assure the prison's remaining at its present location.

This being so, the present prison should be modernized as rapidly as possible. The most pressing need is for the demolishing of the remaining old cells and their replacement by modern cells of the type already partially installed.

The second great need is for adequate hospital facilities, the present ones being such that a tubercular patient and a man with a broken leg would have to be in beds close together in a room unfit for either. During an epidemic proper segregation is impossible.

Other changes which should be made are:

1. The present old shops should be replaced by

shops modern enough to make the industries more efficient. The shops should be of fireproof construction; the present fire hazard is great.

2. While most of the industries at Thomaston appear to have sound educational value, particularly the carriage and sleigh shops, no such claim can be made for the broom shop, where one-third of the men are employed. The work is monotonous and uninspiring and the trade one which few men will follow after discharge. Most of those employed in the broom shop work at a speed far below their capacity, and are being trained in skillful "soldiering" on the job. The broom shop should be replaced by another industry or industries free from its faults. There are many such, as the experience of other states shows.

3. The contract system, in force in the broom shop, is not badly administered, but has the faults inherent in the system. It should be done away with there, as it has been in the remaining shops at Thomaston.

4. More emphasis should be laid on farm work and road work. Many of the prisoners have worked on farms; most of them have led out-door lives. The prison farms should be expanded and an effort made to develop large model farms and registered herds. The state roads within a few miles of the prison need work that could well be done by prisoners. A state which has a road-work programme as extensive as Maine's might well follow the example of Colorado, where 4,000 miles of excellent roads have been built by prison labor.



5. The quarters for women prisoners are inadequate. They should not be sent to Thomaston and the state laws should be changed to provide for their imprisonment at the State Reformatory for Women. If women are to be imprisoned at Thomaston, however, as seems likely for some time to come, they should be given adequate quarters. There should be a matron having entire supervision over them. At present the chaplain's wife acts as matron, but has no real authority.

6. The schoolroom should be so located that prisoners can go to it without going outside. If it is a part of the main unit of buildings, it can be used in the evening with safety. Thus the most valuable hours for school work can be utilized.

The scope of the school should be expanded beyond the lower grades, and more emphasis laid on vocational courses.

7. The chapel should be replaced some day by a larger room, which could also be used as an assembly hall. The present chapel, however, with some changes, could be given a more religious atmosphere.

8. If the bottom of the quarry is to be used for athletics and other recreation, it should be made more suitable by blasting away part of the walls, grading the bottom, and making a larger space available.

9. The new cell block has barred-in corridors of unusual width. Prisoners could well be given the freedom of these corridors at times when out-door exercise is not possible.

10. A psychiatric survey of the present population should be made and regular psychiatric examinations made in the future. The population is small enough to make this practicable by using the services of the State Insane Hospital psychiatrists.

11. In a prison having a normal population of 200, only a small proportion of whom are of the type found in prisons drawing from larger cities, a high degree of inmate cooperation can be secured by the use of proper methods. It is possible for the officers to know all the men and for the men to know each other. A system is needed to bring this about at Thomaston, where the men are given privileges such as out-door recreation, without the responsibility which adds moral training to physical betterment.

## ADDENDUM

November 1, 1923.

On September 15, 1923, fire, possibly of incendiary origin, broke out in the Thomaston Prison. Starting in the basement of the broom shop, it swept from one end to the other of the old buildings, destroying completely the carriage and sleigh shops, the broom shop, the harness shop and the paint shop and partly destroying the new blacksmith shop. It also swept across to the old cell block and the old administration building. None of the new buildings were seriously damaged, except the roof and part of the walls of the blacksmith shop. The fire was stopped at the new commissary building, largely through the voluntary efforts of prisoners. The new cell blocks were not injured.

When the fire broke out, the prisoners were marched into the yard, where the local company of militia assisted in guarding them. Order was good and there was apparently no attempt at escape. When it appeared that the new commissary building might be burned, a group of prisoners, without orders from the authorities, attacked the fire with a pile of sand and stopped its further progress. Throughout the conflagration low water pressure made attempts to fight it practically useless.

Since the fire, the prisoners have been housed in the new cell blocks, the corridors being used for the over-flow. The three women prisoners have been quartered in the homes of the warden and the chaplain. Thirteen prisoners who had been transferred to Thomaston from the State Reformatory for Men have been returned to that institution.

Under special order of the Governor and Council, the work of completing the unfinished cell block (which will make a total of 156 cells for about 196 prisoners) and rebuilding the shops destroyed will be done by prison labor under the direction of civilian contractors and overseers. It appears probable that the old industries will be retained.

With winter approaching the problem of overcrowding will be a serious one. Another cell block should be started without delay.

To summarize: of the buildings adversely criticised above, all the older ones have been destroyed by fire. In the reconstruction the new buildings will undoubtedly duplicate the former system of shops. In the case of all but the broom shop, the industries

are desirable and may well be retained. The broom shop pays well, but perpetuates most of the worst features of prison industries.

The new buildings include modern shops (although no change is planned in the type of industries), an adequate administration building, modern cells for all the population, a new chapel and assembly hall, adequate quarters for women prisoners, adequate hospital facilities, and a good-sized schoolroom under one of the cell houses.

In addition to the physical changes, the Prison Commission has voted to introduce a system of graded compensation with a maximum amount of 50 cents a day, and a minimum amount due at release of \$25. They have passed several other rules which are designed to benefit the men, and will introduce in June the beginnings of a system of inmate cooperation.

Mr. Leslie Boynton has resigned from the Prison Commission and has been succeeded by Charles S. Hichborn of Augusta. It is largely due to Mr. Hichborn that the Commission has made so many changes tending to improve the morale of the population and to bring about their cooperation with the officials. Since the fire the most significant steps in Maine's penal history have been taken, and many of the faults for which the prison has been condemned in the past have been removed.

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[In response to the Society's Comment, no statement for publication was submitted by the Maine prison authorities.]

## MARYLAND

November 14, 1923.

The State Prison of Maryland is situated in the midst of the city of Baltimore, in a location less undesirable than most prisons located in cities.

It has an area of about five acres, most of which is taken up by buildings.

The appearance from the outside is impressive, the buildings forming an architectural mass of genuine dignity and merit.

### I

#### GROUND AND PLANT

**1. Buildings.**—The dominating feature is a huge administration building of four stories and basement, with two cell blocks extending west and south. These are constructed of large blocks of rough gray stone and were built in the year 1894. The old workshops, the hospital and a modern commissary building are distributed about the rest of the prison enclosure.

**2. Cell Blocks.**—The cell blocks have 970 cells in four tiers with the usual service galleries at the back. They measure  $5\frac{1}{2}$  by 9 feet and are 8 feet

## MARYLAND

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high. They are constructed of steel with concrete floors and a full-grated door. Each cell is provided with running water, iron toilet and wash-basin, which fixtures are, however, of poor quality and out of date. Each cell has an electric light.

**3. Commissary.**—There is a modern one story building for the commissary. The mess hall is well lighted and ventilated and has a seating capacity of 1000. There are separate tables for white and colored inmates. A new flooring of red composition is not only sanitary but a great improvement over the usual concrete. The kitchen and bakery walls are surfaced with white tiles to a height of six feet. This, with excellent flooring, makes for a high standard of cleanliness besides its attractive appearance. The equipment is first-class in every respect. In short, the commissary department seems to be a model for such an institution.

**4. Workshops.**—The shops, for the most part, are in older buildings, so ill-adapted to their purpose that crowding, disorder, bad ventilation and lowered production are inevitable. The printing and auto-plate shops, on the contrary, are more nearly up to modern factory standards. The foundry, the worst of the shops, is soon to be replaced by a new one.

**5. Hospital.**—The hospital is in an old building but it has been modernized and well equipped. On the first floor are offices, dispensary, dentist chair, cells for observation, etc. In the two upper stories are the wards with operating room; the third story has an outside gallery for tubercular patients.

The building is clean and well ventilated, with adequate toilet and bathing facilities.

**6. Chapel.**—The chapel is on the top floor of the administration building and is equipped with a pipe organ. With the exception of occasional moving pictures, the room is used exclusively for religious purposes and has more of the right atmosphere for a chapel than most prison chapels.

**7. Farm.**—There is no farm.

## II

### OFFICIALS

**1. Control.**—The Maryland Prison is under the authority of the State Director of Welfare, appointed by the Governor. The present incumbent is Mr. Emery L. Coblenz.

**2. Warden.**—The warden is appointed by the Director of Welfare. The present Warden is Col. Claude B. Swezey, a graduate of West Point. He has served 33 years in the U. S. Army and was appointed warden in 1920.

**3. Deputy.**—The Deputy Warden is Patrick J. Brady.

**4. Guards.**—There are 50 guards, appointed by the warden (under civil service rules) and removable at pleasure.

**5. Other Employees.**—There are 150 other employees, including shop foremen, clerks, hospital force, chaplain's office, etc.

The employment of a woman nurse is working out satisfactorily to all concerned. It has raised

the tone of the entire hospital, giving the men the advantage of trained attendance; and the nurse, after serving several months, states that she has found the work entirely satisfactory and agreeable. There is every reason to suppose that the introduction of women nurses into prison hospitals will be as beneficial and uplifting as is the case in army and navy hospitals.

A new position, recently established, is that of "Social Worker." The duties of the office include charge of the school, censorship of correspondence, visiting families of prisoners, etc. The present incumbent is Miss Frances C. Swezey (daughter of the Warden), who was appointed after civil service examination by the Civil Service Board. She is a graduate of the University of California.

**6. Salaries and Pensions.**—The salary of the warden is \$7,200 with quarters and servants. The deputy receives \$3,000; assistant deputy, \$1,800; guards, \$1,500; chaplain, \$1,000; foremen, \$2,000 to \$2,400; clerks, \$1,200 to \$1,500; nurse, \$1,200 and maintenance; social worker, \$1,200. A state law allows retirement with pension after 20 years of service or upon reaching the age of 65.

## III

### PRISONERS

**1. Population.**—There were on November 14, 1923, 928 prisoners. Of these 514 were negroes, 13 Italians, and 59 other foreign nationalities.

**2. Classification.**—The classification consists of three grades. All new-comers start in Second Grade, and are reduced as punishment or advanced for reward. A Second Grade man may regain First Grade standing after three months of good conduct, or two months in exceptional cases. Advancement from Third to Second in two or three months.

**3. Insane.**—Insane prisoners are transferred to the State Asylum.

## IV

## DISCIPLINE

**1. Rules and Regulations.**—A booklet, well printed and neatly bound, containing the rules, is supplied to each inmate. The rules do not differ materially from those of most prisons.

**2. Punishments.**—The usual punishments consist of reprimands and reduction in grade.

Confinement in the dark cells is the most severe form of punishment. Men are sent to these cells for periods varying from a few hours to several days.

## V

## HEALTH

**1. Doctors.**—There is a Medical Advisory Board of five leading physicians of Baltimore acting as consultants on all cases of surgery and general health.

There is one intern on full time and a student intern on night duty.

The woman nurse has already been mentioned.

**2. Hospital.**—The hospital is well equipped, adequate and well cared for.

**3. Diet.**—The diet does not differ essentially from that in most prisons.

**4. Baths.**—The bath room is in the basement of the administration building. It has 75 showers, and benches for dressing. There are also showers in some of the shops.

Bath periods are once a week; daily for kitchen, mess hall and foundry workers.

The bath room connects directly with the cell blocks, which is an advantage; but it is low-studded and ill-ventilated.

**5. Recreation.**—The yard area available for recreation is very inadequate, there is not room enough for a full-sized baseball diamond. The prisoners are given daily a half hour yard period after work, and a half day on Saturdays and Sundays during the summer months. The chief sports are baseball and basketball.

The "Sweezy Club" meets in the evenings in a room on the second floor of the administration building. The room has a seating capacity of 600. The members are the first-grade prisoners and the activities of the club include boxing (frequently "grudge fights"), dominoes, checkers and similar games.

**6. Entertainments.**—There is a stage in the club room where entertainments are given by out-

side talent two or three evenings a month. The inmates stage a show four times a year. Moving pictures are shown in the chapel once a week to first- and second-grade prisoners.

## VI

## INDUSTRIES

**1. Character.**—Both state-use and contract systems are in force; the former in the special shoe, printing and auto-plate shops; the latter in the cotton-ware, plumbers' supplies, furniture, clothing and shoe industries.

There is a road camp, employing 48 men.

**2. Vocational Training.**—There is no vocational training; although it is possible for a man to learn a trade if he is anxious to do so.

**3. Employment.**—The number of men employed in the industries are as follows:

CONTRACT	{	Foundry.....	186	
		Shoe Shop.....	154	
		Shirt and Pants Shop.....	347	
		Furniture.....	41	
		Road Work.....	38	
TOTAL CONTRACT.....			766	
STATE USE	{	Printing Shop.....	19	
		Auto-plate.....	18	
		Shoe.....	13	
TOTAL STATE USE.....			50	
		Maintenance.....		143
		TOTAL.....		959

**4. Compensation.**—Prisoners on state-use work receive 50 cents a day.

Prisoners on contract work get a bonus for anything in excess of a given task. This averages \$12 a month.

## VII

## EDUCATION

**1. Library.**—There is a library of 5,879 volumes, under the charge of the social worker. It is up to the usual standard of prison libraries.

There is no regular appropriation for the purchase and replacement of books.

**2. School.**—The school, obligatory for illiterates, is held three evenings a week. Instruction is given by inmate teachers, under the supervision of the social worker, as far as the seventh grade. The students are divided into small classes of not more than six.

**3. Other Courses.**—A few men are taking correspondence courses.

## VIII

## RELIGION

**1. Chaplains.**—There are Protestant, Catholic and Hebrew chaplains.

**2. Services.**—Catholic and Protestant services are held every Sunday. Hebrew services once a month. Attendance is voluntary.

## IX

## TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

It is stated that the net cost of the prison for the last fiscal year was \$26,527.49.

## COMMENT

1. The most commendable feature of the prison is the hospital. Its equipment is first-class and it is kept up in a manner comparable to outside hospital standards. The employment of a woman trained nurse has proved successful here as well as at Trenton, N. J. It should and doubtless will be adopted in other prisons.

2. The employment of a "social worker" is also a development that should be studied by other prisons. The social worker at Baltimore is a young woman who has rendered a very good service; but as a general rule it would seem that a properly qualified man might render larger service; for instance, in assisting in the development of a recreation programme.

3. The disadvantages of a prison in the heart of a city are possibly felt less here than in some other prisons similarly situated; but the restricted

space is a great handicap. It makes difficult the development of an adequate prison farm; the yard space is already crowded with buildings, and the space for recreation is quite inadequate.

4. Both state-use and contract labor systems are in use here, the latter predominating both in the number of shops and in number of men employed. The contract system to which there are many valid objections, has been discontinued in many states, and is doomed as a method of employing prisoners. Steps should be taken to reduce, and eventually to discontinue it entirely, in Maryland.<sup>1</sup>

Only one of the workshops, the print and auto-plate shop, is up to modern factory standards. It is planned to rebuild some of the worst ones. But before entering upon any large building programme a careful study should be made of the tendency in other states to move large penal institutions outside of the city, but within a reasonable distance of it.

5. The dark cells are more than usually bad—probably the worst to be found in any prison covered in this report, with possibly one exception. Their use should be discontinued. Other methods of discipline have been found to be more effective.

6. The present management of the prison is largely, if not entirely, paternalistic. No real steps have been taken to develop in the inmate community a sense of individual responsibility for good order and discipline. The "Sweezy Club," upon casual

<sup>1</sup> See Report on Connecticut Prison for fuller comment on contract labor, pages 78-80.

consideration, might seem to make some contribution toward this social responsibility; but, while admirable in its purpose, its real function is essentially of a different character.

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[No statement for publication was submitted by the Maryland prison authorities.]

## MASSACHUSETTS

June 27th, 1923.

The Massachusetts State Prison is situated at Charlestown, in a location generally recognized as unsatisfactory in every way. It has been in use since 1805 and is thus one of the oldest prisons in the country. The continued failure of the State Legislature to make provision for the removal of the prison to another site is nothing short of a disgrace to the Commonwealth.

### I

#### GROUND AND PLANT

1. **Buildings.**—The buildings, some of stone and some of brick, are surrounded by a brick wall enclosing about seven and a half acres. They are totally devoid of dignity or any architectural merit whatever. The warden's and deputy's houses in front, also unsightly, are joined to the prison by dark and ill-arranged offices, which connect with the guard room situated under the central dome.

2. **Cell Blocks.**—From the central space there extend—north, west and south—three stone cell



blocks; from the guard room both sides of each cell block can be seen.

There are 785 cells in four tiers. In the oldest cell block two small cells have been made into one; but they are all too small, are hopelessly out-of-date, and have no sanitary arrangements. There is no service corridor behind the cells. Small holes for ventilation are built in the thickness of the wall; but in such old prisons these are usually the breeding places of vermin and have long since ceased to ventilate. The cell blocks are, however, clean and well painted in light colors and kept as livable as possible.

In the yard is a small building known as "Cherry Hill," named and patterned after the Eastern Penitentiary in Philadelphia, Pa. This contains 60 cells, equipped with toilets and running water, but no windows; lighting and ventilation are obtainable through two narrow skylights which can be opened or closed at the pleasure of the occupants. These were originally intended for "incorrigibles," but are now used for the more deserving prisoners.

**3. Commissary.**—The kitchen and bakery are under the guard room and are clean and orderly.

There is no mess hall, the food being served through holes in the wall to the prisoners in the cell blocks and carried by them to their cells. After the men reach their cells, they stand at the door for count and lock-up, so that by the time the food is eaten it is no longer warm.

**4. Workshops.**—The old brick buildings which serve as workshops are scattered about the walled

enclosure and are inconvenient, unventilated except by the windows, and ill lighted, lacking in these respects the requisites of a modern factory. It is extraordinary that under such disadvantages the shops are so efficient; but they are in the main clean, orderly and well conducted.

**5. Hospital.**—The hospital is situated on the second floor at the end of the west wing. It has a large sitting room and some twenty cells, and a fair bath room and toilet. The hospital kitchen is well equipped and is a model of cleanliness.

**6. Chapel.**—The chapel is over the guard room and is lofty, well lighted and well arranged, although it has no religious character whatever. In addition to the religious services, moving pictures and other entertainments are held here.

## II

### OFFICIALS

**1. Control.**—The prison is under the direction of a Commissioner of Corrections, who has two deputies, of whom one is a member of the Parole Board. The Commissioner is appointed by the Governor and the present holder of the office is Mr. Sanford Bates. Mr. Bates is a lawyer by profession and was previously Commissioner of Institutions for the city of Boston.

**2. Warden.**—The warden is appointed by the Commissioner. After the death of the late Warden Elmer E. Shattuck, his Deputy Warden, Mr. Wil-

liam Hendry, was placed at the head of the prison. Mr. Hendry has had 32 years of prison experience. He was for 22 years at Deer Island (Boston) House of Correction as Officer and Deputy. He was for nearly 8 years Deputy of Charlestown Prison, and was appointed Warden February 12, 1923.

**3. Deputy.**—The Deputy Warden is J. L. Hogsett, who has also had long service at Deer Island and has been 17 years at Charlestown, ten of them as Assistant Deputy. He was appointed Deputy February 12, 1923.

**4. Guards.**—There are 55 guards, who are appointed under civil service rules, after six months' probationary service. They can be dismissed only upon properly preferred charges with a court review at the option of the dismissed employee.

**5. Other Employees.**—Besides a small office force there are 20 shop instructors.

**6. Salaries and Pensions.**—The salary list is as follows: warden, \$4,000; deputy, \$2,500—both with quarters, but no maintenance.

Guards, from \$1,300 to \$1,800; doctor, \$2,000; chaplains, \$2,500; shop foremen, \$2,100 to \$2,400; clerks, \$840 to \$3,000; manager of industries, \$3,500; instructors, \$1,200 to \$1,800 and selling agent, \$2,300.

The guards may be retired at the end of 30 years' service, or at the age of 65 after 20 years' service, with a pension of half pay. The shop instructors and other employees have the same provision for retirement.

## III

## PRISONERS

**1. Population.**—There were on July 1, 1923, 643 prisoners at Charlestown; this includes 127 life prisoners, an unusually high percentage. Of the commitments for the year ending September 30, 1921, 38 per cent were from Massachusetts, 25 per cent from other states, 22 per cent Italians and 16 per cent from other foreign countries. There have been no executions for two years.<sup>1</sup>

**2. Classification.**—There is no system of classification.

**3. Insane.**—The insane are transferred to the State Asylum at Bridgewater by order of the court upon recommendation of two alienists.

## IV

## DISCIPLINE

**1. Rules and Regulations.**—The silent system has been abandoned at Charlestown, and prisoners talk freely about the yard and cell blocks; even in the workshops much the same conditions prevail as in an ordinary factory.

The prisoners are allowed to write three letters a month and special letters on request; they can receive two visits a month. The visitor and prisoner sit in chairs, side by side, under the eye of a

<sup>1</sup> There was one execution in the summer of 1923.

guard, but out of his hearing. On Saturdays and Sundays prisoners may see visitors who come from a distance, but this is not a general rule.

**2. Punishments.**—For minor offenses, solitary confinement on bread and water, usually for three or four days, is given; but it may be as long as ten days. The severer punishment is inflicted on an average of five to six times a month: in May, 1923, there were but three cases of solitary confinement. Solitary cells are not dark unless the offender is noisy and unruly.

## V

## HEALTH

**1. Doctor.**—The doctor attends the prison for half a day every day in the week, a dentist three mornings, an oculist one morning, a psychiatrist when sent for. A prisoner is examined by all of these before he is set to work.

**2. Hospital.**—The hospital, like all the other departments of the prison, is old and inadequate. The location of the prison makes suitable care of the sick impossible. There is no operating room.

**3. Diet.**—The lack of a farm at the prison makes more difficult the addition of garden products to the diet. This, coupled with the system of eating in the cells, results in a far from satisfactory diet.

**4. Baths.**—Regular baths are taken twice a week, on Wednesday and Saturday, which is double

the schedule of most prisons—a step in the right direction; firemen and others engaged in heavy work may bathe daily. The bath room is arranged with concrete slabs separating the baths, and each has a small dressing room in front.

**5. Recreation.**—The prison yard is not large enough for much recreation, but is utilized as far as possible. There are daily hours of recreation the year round, from 4:15 to 4:45; on Saturdays from 3:00 to 4:30, and Sundays from 11:00 to 12:00.

**6. Entertainments.**—Concerts, lectures, moving pictures and other entertainments are held on Sunday afternoons from 3:00 to 5:00, and on holiday mornings. The prisoners participate in some of the concerts.

## VI

## INDUSTRIES

**1. Character.**—There is no contract labor in Charlestown prison; the goods are manufactured by the State for use in other state and county institutions, schools, or for other public uses. They are also sold in the open market.

**2. Vocational Training.**—The variety and general efficiency of the work done at Charlestown goes some way, though not very far, toward offering the industrial training which every prison should give.

**3. Employment.**—There are ten industries, as follows:

Aluminum and Sheet Iron Shop, employing	28	men
Auto Plate	37	"
Iron Bed	11	"
Brush	50	"
Clothing	88	"
Mattress	23	"
Printing	5	"
Shoe	56	"
Underwear	45	"
TOTAL	343	"

4. **Compensation.**—The prisoners receive no compensation for their work.

## VII

## EDUCATION

1. **Library.**—The library contains about 8,000 volumes. The Legislature has, during the last two years, made appropriation for the library; a representative of the State Library Commission has gone over the entire library, recataloguing, purchasing new books, and discarding old ones. The continuance of this policy would soon put the library in first-class shape.

2. **School.**—The school room opens from the cell block; so that its use at night is practicable. School is held six nights a week during the winter, illiterates and elementary groups attending two nights a week. Attendance is compulsory for illiterates; for others, voluntary.

3. **Other Courses.**—Forty men are taking University Extension courses from the Massachusetts

Department of Education. In addition there are classes in civics, commercial law, Spanish, mathematics and English.

## VIII

## RELIGION

1. **Chaplain.**—There are two chaplains, Catholic and Protestant, who give their full time to the prison. There is also a Jewish chaplain who gives part-time.

2. **Services.**—Regular Catholic and Protestant services are held on Sunday morning. Attendance is voluntary.

3. **Outside Agencies.**—There are other ministers who come regularly to the prison. Christian Science services are held on Sunday afternoons. The Salvation Army holds services several times a year.

## IX

## TRAINING IN CITIZENSHIP

A class in civics is held. There is a freer and better atmosphere about Charlestown than in most prisons, but the prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

The prison cost the State for the fiscal year 1922, as follows:

Gross Cost.....	\$260,935.94
Extra Expense for Baths.....	1,794.42
	<hr/>
Industry Earnings.....	\$262,730.36
	132,210.42
	<hr/>
Net Cost.....	\$130,519.94

## COMMENT

1. The outstanding fact about Charlestown Prison is the prison itself. It has none of the things that such an institution should have; neither good situation, light, air, plenty of land outside, space for exercise and recreation inside, well arranged mess, convenient workshops, a decent chapel nor a requisite hospital. All these are required in such an institution, not for the purpose of "coddling" the inmates, but to subserve the purposes of the State—the proper training and encouragement of criminals, under healthful conditions, to lead honest and useful lives.

Its State Prison is generally recognized as a disgrace to the Commonwealth of Massachusetts and will continue to be so until a new site is provided and a new prison equipped. Of the state prisons covered by this Handbook, Charlestown, both in its plant and location, is probably the worst.

It is only fair to say that the conditions at Charlestown have been called to the attention of the Legislature repeatedly by the State Department of Correction.

2. One explanation for the failure of the State to

provide decent quarters for its prisoners is found in the peculiar relation of the counties to the prison. Many offenders, who in other states are confined in the State Prison, are in Massachusetts sent to the county jails. This has many disadvantages and introduces an inequality in the treatment of similar offenses which is highly undesirable. Until the functions of the State Prison and the county jails are more intelligently defined and some sort of logical relations developed, it is not likely that Massachusetts will ever deal successfully with its criminal problem.

3. Considering the disadvantages of its location and the character of its population, Charlestown Prison is surprisingly well administered. It attempts no genuine system of training of its inmates for their return to society—it is run along lines of the "old system"—but it is conducted with fairness and gives its inmates as decent and considerate treatment as could be expected under these circumstances.

4. In its handling of the labor problem it is superior to most prisons. It is true that the amount of work done by many of the prisoners is small compared to what they might easily accomplish; but at any rate there is some attempt to give the benefit of actual work in a fairly wide range of industries.

5. A serious criticism may fairly be made of the mess arrangements, which are exceedingly primitive. To compel men to carry the food to their cells—in many cases for long distances—and to wait until a count is taken before eating, is to ensure

cold and unappetizing meals, whatever the quality of the food, and prison food is seldom, if ever, of excellent quality. Under-feeding, indigestion, and all the attendant evils are sure to result, unless the prisoner can violate the rules and find some way to heat his meals. Thus the breaking of rules inevitably follows and the stimulating of a lawless temper in minds already lacking in respect for law.

There surely could be found some way, as has been done in other old prisons, to provide a suitable mess hall.

6. The hospital, although clean and well kept, is quite inadequate. Next to the lack of proper general mess arrangements, it is perhaps the feature of the institution most open to criticism.

7. The educational system, while far below what it should be in such a state as Massachusetts, is better than in many prisons.

8. The salaries of the warden and the deputy are not commensurate with the importance of their positions. They should be better paid.

On the other hand, the salaries of the guards, combined with the admirable system of pensions, make them much better remunerated than in any other New England prison.

9. In this prison no attempt is made to organize the inmate community so as to develop in its members a sense of individual responsibility for good order and discipline. Such training is essential, if the prison is to fulfil its function of safeguarding society; for it is the lack of this sense of social responsibility which is the chief factor in send-

ing men to prison, and its continued lack almost inevitably sends them back to crime.

10. To sum up: Charlestown Prison is by no means such an institution as the Commonwealth of Massachusetts, with its past traditions and claims of educational leadership should possess.

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[No statement for publication was submitted by the Massachusetts prison authorities.]

## NEW HAMPSHIRE

June 30th, 1923.

The New Hampshire State Prison is situated about two miles northwest of Concord, the State Capital. It was built in 1878-80 and is of the "Elmira" type; with the warden's house in front connected by a bridge with the prison. The buildings are of red brick with a brick wall extending from the ends of the two wings and enclosing about five acres. It has no architectural dignity or merit.

### I

#### GROUND AND PLANT

1. **Buildings.**—The offices and guard room are in the center, with the cell block extending along the front to the north, the women's prison and officers' quarters to the south. The workshops occupy a two-story building in the rear of the yard. In a small one-story brick building west of the south wing is the bakery. The bath-house and solitary cells are in the west wing.

2. **Cell Block.**—The cell block is of the "Auburn" type, with two sets of cells, back to back, running through the center of the building in four tiers. The cells measure about  $6\frac{1}{2}$  by  $8\frac{1}{2}$  feet, and are

## NEW HAMPSHIRE

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$7\frac{1}{2}$  feet high. Each has a small grated window as well as a grated door. There is no service corridor behind the cells, no running water, and the old bucket system is in use. The cells are dark and ill-ventilated, but have electric lights and are clean and thoroughly whitewashed.

The total number of cells is 248 and in general the cell blocks are clean and well-kept.

3. **Commissary.**—The Commissary is located on the ground floor under the guard room. Until four years ago there was no mess hall; the prisoners ate in their cells, and complaints of the food were common and continuous. There is now an excellent mess hall, the chief defect being the old system of seating in rows all facing one way.

The difficult problem of ventilation in a low-studded room has been met by the use of electric fans; a simple and inexpensive expedient which might well be copied in other prisons.

The kitchen, bakery and store rooms are adequate, clean and extraordinarily well-kept. Only the first quality of meats, flour and other food stuffs is purchased. In fact, the whole commissary department is a model, except in one respect—the mixing of bread by hand. With the large quantities required in an institution this is a dirty and unsanitary process.<sup>1</sup>

4. **Workshops.**—The workshops are like old-fashioned factory buildings, having neither the light nor the ventilation which are nowadays required, although the machinery is equipped with

<sup>1</sup> Since this report was written, such a machine has been installed.

a modern "cyclone blower system" which takes care of most of the dust. As the shops have no artificial light, the working day has to be shortened in winter and lengthened in summer.

**5. Hospital.**—There is a small hospital on the third floor of the South Wing.

**6. Chapel.**—There is a chapel on the top floor of the Administration Building, which is cheerless and quite without religious atmosphere. It is used for band practice, moving pictures and other entertainments.

**7. Farm.**—The land connected with the prison consists of "about two acres under cultivation, five acres of grass and about twenty acres of stony sprout land."

**8. Women's Prison.**—On June 30, 1923, there were only three women prisoners, under the care of a matron. They cook and mend for the officers.

## II

### OFFICIALS

**1. Control.**—There is a board of five trustees of the New Hampshire State Prison, appointed by the Governor, with the Governor and one of his Council ex-officio members. The present Board is composed of the following: Stephen S. Jewett, Laconia; Clarence I. Hurd, Dover; B. F. McHugh, Gorham; George E. Brown, Newport; Levin J. Chase, Concord; the Governor's Council member is Stephen A. Frost, Fremont.

**2. Warden.**—The warden is appointed by the Board of Trustees and confirmed by the Governor

and Council. The present Warden is Charles B. Clark, appointed September, 1921. Before his appointment he was connected with the New Hampshire Fish and Game Commission for 18 years, 13 years as Commissioner. He had no previous prison experience.

**3. Deputy.**—The Deputy is Joseph Martin, who has been a guard in Concord Prison for 41 years—the last two as Deputy.

**4. Guards.**—There are 25 guards, 7 of whom are "overseers" in the shops. They are appointed by the warden and approved by the trustees. There is no civil service examination.

**5. Other Employees.**—There is a civilian book-keeper, and a matron for the women prisoners.

**6. Salaries and Pensions.**—The salaries are as follows: warden, \$2,500; deputy, \$1,860; guards, \$960; shop foremen, \$1,080 to \$1,200; matron, \$720; all these with quarters and maintenance.

Steward, \$1,500; assistant steward, \$1,200; clerks, \$1,320; hall officer, \$1,200; these with quarters, but no maintenance.

Engineer, \$1,200; night watchman, \$1,020; these with neither quarters nor maintenance.

There is no pension system.

## III

### PRISONERS

**1. Population.**—There are 127 men and 3 women prisoners.



**2. Classification.**—There are three grades—determined by discipline; the First receive full privileges; the Second are not allowed to receive newspapers, and the Third have no privileges except tobacco.

On July 1, 1923, of the 127 prisoners there were only two not in the First Grade; these were in the Third.

**3. Insane.**—The insane are transferred to the State Hospital with the approval of the Governor and Council. Only one man has been so transferred in the two years since Warden Clark took office. It is perhaps significant that in the year previous there were four such transfers.

#### IV

##### DISCIPLINE

**1. Rules and Regulations.**—The discipline of the prison has greatly improved and changed in the last two years. The silent system has been abolished and in the workshops talking is permitted as in an ordinary factory.

Letters may be written once a week; and half hour visits are permitted once in two weeks. Visits are held on one side of the guard room, visitors and prisoners sitting in ordinary chairs.

**2. Punishments.**—All men enter in First Grade. Punishments include loss of privileges, reduction in grade, locking in cell with loss of tobacco and newspapers. There is also solitary confinement on bread

and water, but this is seldom used. The prisoners lose compensation for the days they are locked up.

It takes 30 days' good conduct for a man to get from Third Grade to Second; and 30 days from Second to First.

#### V

##### HEALTH

**1. Doctors.**—There is no resident physician; the prison doctor having regular hours of attendance for part of the day. The dentist comes once a week.

All prisoners are examined on arrival and temporarily segregated if necessary.

**2. Hospital.**—The hospital is adequate for ordinary purposes and is in good condition and well kept; but it has no operating room and is not up to the standard of modern prison hospitals.

**3. Diet.**—The receipts from the farm make possible a very good supply of vegetables and green stuffs during the summer months. A good ration of milk is given to each man during the whole year. The quality of food products purchased is excellent.

**4. Baths.**—Baths are given only once a week, but may be had oftener, if the prisoner's work is unusually dirty.

**5. Recreation.**—Recreation is given on Saturday afternoons, and one hour in the yard is given Sunday afternoon. No games are allowed on Sunday.<sup>1</sup>

<sup>1</sup> Since August 1, 1923, the men have been permitted daily use of the yard from five to five-fifty P.M.

6. **Entertainments.**—Moving pictures are shown on holidays and on Saturday afternoons in winter, if stormy. There are other occasional entertainments by citizens of Concord; and there is an excellent band. The bandmaster, Mr. Herbert W. Odlin of Concord, has for 12 years given his services and earned the gratitude of many prisoners.

## VI

## INDUSTRIES

1. **Character.**—The only industry at Concord is the manufacture of chairs for Whitney & Co., South Ashburnham, Mass., who employ and pay the shop foremen. This contract has been in force for many years; and owing to intelligent management on the part of the company has not shown the worst aspects of prison contract labor.

An interesting provision of the contract is the right of the contractor to employ outside labor whenever the number of prisoners available for the factory falls to 100. There were on July 1, 1923, about 50 who were employed in a department separate from the prisoners.

2. **Vocational Training.**—There is no vocational training.

3. **Employment.**—Of the 127 male prisoners, 100 work in the chair factory. The rest work on the farm and upkeep of the prison.

4. **Compensation.**—The State pays its prisoners 10 cents a day. The Whitney Company pays a

bonus for more than a certain amount of production. In the first six months of 1923 the prisoners received from 13 to 31 cents a day—averaging 20½ cents. This is shared by all inmates.

## VII

## EDUCATION

1. **Library.**—There is a library under the care of the chaplain, who reports: "We have tried the experiment of letting the members of the School browse among the books and . . . take such books as they have selected to their cells." The chaplain expresses the hope that this privilege may be extended to all first grade men; \$300 is spent annually from general maintenance for new books.

2. **School.**—There is a school for illiterates two evenings a week except in July and August, taught by the chaplain and inmate assistants.

3. **Other Courses.**—Twenty-five men are taking correspondence courses.

## VIII

## RELIGION

1. **Chaplain.**—There is a resident chaplain, who is also Parole Officer.

2. **Services.**—Protestant services are held weekly; Catholic services once a month. Attendance is voluntary.

## IX

## TRAINING IN CITIZENSHIP

While there has been a great change in the last two years in the character and conduct of the prison, and there appears to be a greatly improved feeling on the part of the prisoners toward the prison officials, the prisoners have no share in the responsibility for the conduct of the community.

## X

## COST

The net cost of maintaining the prison for the two fiscal years ending June 30, 1922 and 1923, was \$57,387.01.

## COMMENT

1. The most obvious fact to be noticed at the State Prison at Concord is the very considerable change for the better which has taken place in the last few years in the attitude of the administration toward the prisoners. The old severe régime has passed away; and there is much more kindly feeling and greater consideration.

2. With the change in the prison administration, including the abolishing of the system of silence, has come a corresponding improvement in discipline. On the other hand, there is, as yet, no constructive building up of prisoner-responsibility.

The discipline rests upon kindness on the part of the administration and not on the creation of a morale of citizenship among the prisoners. It is especially unfortunate that in small prisons like Concord where the problem of discipline is far simpler than in the larger prisons, the administration does not see the advantage of applying the knowledge gained of prison problems during the last few years; and that more should not be done to stimulate the sense of responsibility toward the community, the want of which has sent most of its inmates to the prison.

3. Perhaps the greatest material change is in the Commissary. The establishing of a mess hall, doing away with the old system of eating in the cells, is a very great improvement; and with it is improvement in the diet itself. It would be still better if instead of narrow shelves and seats facing all one way, the use of ordinary tables, accommodating eight or ten men were substituted.

4. The hospital is inadequate and should be brought up to standard.

5. The industrial work carried on at Concord has shown few of the objectionable features of the contract system; the management having been unusually intelligent and considerate—paying a rather generous bonus to the prisoners for their work. Were all contract prison shops carried on in the same spirit, some of the feeling against contract labor would disappear. The contract system, however, is essentially unsound; and its results, in the long run, detrimental to the State.

No lighting system has ever been installed in the shops. As the hours of daylight grow shorter in the fall the hours of work are cut down and in the spring they are gradually lengthened. This necessarily reduces production very materially throughout the winter months; at the same time it increases the number of hours the men are confined in their cells; a result undesirable for many reasons.

The value of increased production in a single winter, which proper lighting of the shops would make possible, would offset the cost of installing lights in the shops and yard.

There seems to be no good reason why this condition should be continued. Other states have overcome the difficulties in the way; why not New Hampshire?

6. The facilities for general education seem quite inadequate and inconsistent with the New England tradition.

The combining of the teacher's job, as well as that of parole officer, with that of the chaplain, seems rather incongruous and not calculated to bring the best results in any of the three important lines of work.

7. Attention should be called to the extremely low pay of the prison officials. The State cannot expect, as a rule, to get efficient service unless it pays reasonable salaries. The work of the prison officers, if well done, is of great public value and they should not be expected to work for less than the pay of an ordinary laborer. A comparison of the pay schedule in New Hampshire with that of

the other New England state prisons will be found interesting.

8. Having women prisoners in close proximity to a prison for men is in every way undesirable. Steps should be taken to remove the women prisoners at Concord to some other institutions for women—as has been done in other states.

9. To sum up: it may be said that the New Hampshire State Prison is by no means one of the worst, nor is it one of the best. Genuine progress has been made in many ways, notably in changed spirit and more sensible management; but the making over of the prison into a really constructive and educational institution remains to be done.

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[No statement for publication was submitted by the New Hampshire prison authorities.]

## NEW JERSEY

November 12, 1923.

The New Jersey State Prison is situated in the city of Trenton. The high walls enclose about four acres, very closely crowded with buildings. There has been an attempt at architectural effect, patterned on the style of an Egyptian temple. The result is an appearance of heaviness rather than dignity.

The prison dates from 1797. Part of the present prison was built in 1831 and additions have been made, up to 1905, when the last cell block was erected.

The location of the prison is bad, and there is no room for needed expansion. It should long ago have been moved to another and better site.

### I

#### GROUND AND PLANT

**1. Buildings.**—The Egyptian doorway leads into a hall with heavy lotus columns. The offices are in front of the guard room, from which diverge six cell blocks and a mess hall. In separate buildings are the work shops, a wash house and the death house.

## NEW JERSEY

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**2. Cell Blocks.**—The six cell blocks have a total of 1,129 cells. Four of them are of the "Philadelphia" type—originally intended for solitary confinement—with large cells in which at present two or more prisoners may be quartered. The remaining cell blocks are of the "Auburn" type, one built as late as 1905, with steel bars along the galleries including the lowest tiers. These cells have electric lights and primitive iron washbowls and toilets.

The cell blocks are all dark, need painting, and are far from being as well kept as those of other prisons of the same age or older.

**3. Commissary.**—The mess hall is in a new building replacing Cell Block No. 3. It will seat but 400 men (about one-third of the population). Because of its inadequate size it is used only for the noon meal. The cafeteria method of serving has proved as satisfactory here as in some other prisons. The prisoners are seated at tables all facing one way. The room appeared clean, well lighted and ventilated.

The kitchen is not conveniently located with reference to the mess hall. Some new equipment has been installed, and the commissary seemed as clean and well kept as it can be in quarters so little adapted to their purpose. As a whole it does not measure up to modern institutional standards.

This is also true of the storerooms.

The bake-shop equipment is first-class in every way.

**4. Workshops.**—Most of the industries are located in one large building. The rooms are large, well lighted and ventilated.

The auto tag shop is inadequate in every way.

**5. Hospital.**—The hospital, with 40 beds, is at the south end of one of the wings and occupies three stories. In the basement are mess hall and kitchen; on the first floor, doctor's offices, dispensary, dentist chair and wards; on the upper floor are additional wards, operating room, x-ray apparatus, etc.

**6. Chapel.**—There is no chapel at Trenton; the assembly hall is used for the purpose.

**7. Farm.**—The prison farm at Leesburg, ninety miles from Trenton, comprises 1000 acres of land, of which about 600 are cultivated.

**8. Women.**—The women prisoners occupy one of the cell blocks containing 30 cells. They also have a small yard between the wing and the front wall of the prison. There are at present 18 women prisoners. The women should be cared for in an entirely separate institution, exclusively for women.

## II

### OFFICIALS

**1. Control.**—There is a State Board of Control of nine, of which the Governor is a member ex-officio. The rest are appointed by the Governor, one each year. The present members are as follows:

Ogden H. Hammond, Bernardsville  
Edward L. Katzenbach, Trenton  
Frank A. Petridge, Newark  
Ellis P. Earle, Montclair  
Mrs. Lewis S. Thompson, Red Bank

Mrs. H. Otto Wittpenn, Jersey City  
Joseph M. Byrne, Newark  
Commissioner Burdette G. Lewis, Princeton  
Governor of the State, member ex-officio

The Board appoints the Commissioner of Institutions and Agencies, who holds office at the pleasure of the Board. The present incumbent is Burdette G. Lewis, appointed in 1917.

The Board appoints a Board of Managers for the prison, composed of seven men. The present members are:

C. W. Huntington, Pres., Elizabeth  
George W. Adams, Trenton  
Lt. Col. J. D. Sears, Bloomfield  
William A. Barkalow, Freehold  
William H. Loftus, Glen Ridge  
Prof. E. R. Johnstone, Vineland  
William B. Maddock, Trenton

**2. Warden.**—The principal keeper (as the head of the prison is called in New Jersey) is a constitutional officer appointed for five years by the Governor and confirmed by the Senate. The principal keeper is thus independent, to a considerable extent, of both the State Board of Control and the Board of Managers. This tends inevitably to a lack of coördination.

The present Principal Keeper is Joseph S. Hoff, appointed in January, 1922. He was formerly a business man, graduate of the City Commercial College. He had no previous prison experience.

**3. Deputy.**—The Deputy Principal Keeper is Michael H. Brown. He has had 32 years prison experience as a guard at Trenton Prison.

**4. Guards.**—There are 83 guards at the prison, 27 on the farm and 10 on road work. They work on eight hour shifts. They are appointed by the principal keeper, with the approval of the Board of Managers, under civil service rules.

**5. Other Employees.**—A new position has recently been created: Director of Administration and Industries, appointed by the State Board.

The present incumbent is Calvin Derrick. He has been a teacher in Auburn (N. Y.) Prison; Superintendent of the George Junior Republic, Freeville, N. Y.; Superintendent of the Preston School of Industry, Iona, Cal.; for three years Warden of the Westchester Co. (N. Y.) Penitentiary and Superintendent of the State Home for Boys, Jamesburg, N. J.

There are 25 civilian employees, including an instructor in each shop, two doctors, two farmers and four chaplains.

There is also in the hospital a woman nurse—Trenton Prison being the pioneer in this experiment. It has proved satisfactory to all concerned—from the testimony of the prison officials, the prisoners and the nurse, herself—as it has raised the morale of the prison, showing the same good results as in the Army and Navy hospitals.

**6. Salaries and Pensions.**—The salary list is as follows: principal keeper (warden), \$5,000, with quarters and maintenance; director of admin-

istration and industry, \$7,500; assistant deputy principal keeper, \$2,600; guards, \$1,320 to \$1,620; chaplains, \$1,500; doctor, \$2,500, and other salaries range from \$1,440 to \$2,040.

After 35 years' service, or 20 years in cases of disability, officers may retire on a pension of half pay.

## III

## PRISONERS

**1. Population.**—There were on November 19, 1923, 1229 prisoners. The nativity at time of last report was New Jersey, 313; other states, 528; Austria, 19; Hungary, 19; Germany, 25; Italy, 182; Russia, 17; Poland, 41; Ireland, 16; West Indies, 10; 26 other countries, 59.

**2. Classification.**—There are three grades of prisoners. The first receive nine credits a day; the second, six credits a day; the third, none. Upon entering, the prisoner is placed in a receiving company and quarantined for fifteen days; then, if his conduct is satisfactory, he is placed in the First Grade.

Men in Third Grade can gain Second only by action of the prison authorities. For a Second Grade man to gain First he must earn 600 credits.

A complete examination is made of all men within sixty days after they are received. Assignments to work and school are based upon the findings of the Classification Committee.

**3. Insane.**—Insane prisoners, after being examined in the psychiatric clinic, are also examined

by two doctors and transferred to the State Hospital at Trenton.

## IV

## DISCIPLINE

**1. Rules and Regulations.**—A very complete booklet gives the "Rules and Regulations Governing Conduct of Prisoners." They are minute and exact. For instance:

"You are not to talk with any officer on subjects not concerning your duty or conduct as a prisoner."

"You are not permitted to speak to violators."

"Put your cap on properly, keep your hands out of your pockets."

"Raise your hand to attract your officer's attention in shop, school, or chapel."

"If you desire to see the Principal Keeper for any important reason, write your request, stating briefly reasons for interview, and hand this to your Day Hall Keeper."

"If in first grade, you will be permitted to receive visits once a month from members of your immediate family, which means Mother, Father, Sister, Brother, Wife and Children."

"Visits will be arranged on any day between the hours of 9 and 11, or 1 and 3, excepting Saturday afternoon, Sundays or holidays when no visits will be permitted under any condition."

"Permission to receive weekly magazines or periodicals, not daily newspaper or Sunday edition."

"Letters can be written or received only from members of the immediate family or for legitimate business purposes."

**2. Punishments.**—For violation of rules men are demoted to Second Grade with the following loss of privileges:

Three letters monthly instead of six.

Receive only one letter a week instead of unlimited number.

No purchases from the prison store instead of the amount of six dollars monthly.

No magazines or periodicals.

For "serious violation of the rules of the Prison" men are demoted to Third Grade, where "the prisoner is kept in isolation, locked in a cell, during the period he remains in this grade, losing the privilege of going into the Yard, to Chapel or to entertainments."

"He is denied the privilege of visits."

"He is not permitted to have tobacco in any form."

"He is not permitted to purchase at the Prison Store."

The Third Grade prisoner "may write one letter a month and receive one letter a week."

## V

## HEALTH

**1. Doctors.**—There are two doctors giving full time, and four consulting psychologists. Also a dentist three days a week.

**2. Hospital.**—The hospital is thoroughly equipped, clean and well kept. Its laboratory and x-ray equipment are unusually good.

**3. Diet.**—There is a dietitian, who is a member of the prison staff.



4. **Baths.**—Regular bath periods are once a week, with extra baths for those doing hot or dirty work.

5. **Recreation.**—There is a daily recreation period for prisoners who are not working; and Saturday and Sunday afternoons and holidays for all, except Third Class. The yard space is, however, utterly inadequate for such purposes. There is no place large enough for a baseball diamond.

6. **Entertainments.**—Since the riots of 1922, moving pictures have been discontinued. The prisoners get up their own shows on holidays several times a year; and occasionally there is an entertainment from the outside.

## VI

## INDUSTRIES

1. **Character.**—The following are the industries: Printing, auto license plates, sheet and metal, tailoring, shoes, shoe-repairing, concrete products, repair and construction. A wood-working industry is being installed. There is also canning and other work on the farm and several crews are taken out daily from the prison for road work.

The state-use system superseded contract labor in 1918.

2. **Vocational Training.**—The variety of industries gives more opportunity for industrial training than in many prisons.

3. **Employment.**—The distribution of the men in industries on November 12th, 1923, was as follows:

Maintenance.....	309
Industries.....	572
Physically incapable of work.....	51
In punishment.....	2
Idle—no work.....	295
	<hr/>
	1229

## VII

## EDUCATION

1. **Library.**—There is a library of some 7,000 volumes, for which the State appropriates \$500 a year. It is in the charge of the head teacher.

To have the library a part of the school seems more natural than to make it the charge of the prison chaplain, as is usually done.

2. **School.**—There is a civilian head teacher and an assistant on full time. There are 2 inmate teachers.

3. **Other Courses.**—A few men are taking correspondence courses.

## VIII

## RELIGION

1. **Chaplains.**—There are four chaplains—Catholic, Protestant, Hebrew and Colored.

2. **Services.**—A service for the colored men is held on Saturday afternoons; the other three services on Sunday.

3. **Outside Agencies.**—The Salvation Army and the Volunteers of America hold occasional services.

## IX

## TRAINING IN CITIZENSHIP

There is a committee of three prisoners named by petition of the prisoners and approved by the principal keeper. This committee acts as the spokesman and represents the inmate body.

This development is promising, as it seems to be a step in the direction of recognizing the value of giving the inmates a share in the responsibility for their own affairs. It gives them some opportunity for that training in citizenship, the need for which has until late years been totally unrecognized.

## X

## COST

The total cost of the prison for 1923 was..	\$759,208.64
The receipts were.....	280,430.11
The net cost to the State was.....	\$478,778.53

## COMMENT

I. A number of very marked improvements are to be found in Trenton today as compared with the prison of a few years ago.

(a) The hospital, though housed in an old building, is, in equipment and management, thoroughly modern. Both the medical and the psychiatric work are related to the other departments to a degree unusual in other prisons.

The employment of a woman trained nurse is highly commendable. The experiment has proved very successful here, as at Baltimore, and marks a real advance—one, it is to be hoped, which will be made soon by other prisons.

(b) The contract labor system has been discontinued. In its place a variety of industries with modern machinery has been installed, which will make possible at least some genuine vocational training.

(c) The old system of feeding the men entirely in the cells has been modified. A new mess hall has been built, though unfortunately the space available was so restricted that the building seats only about one-third of the population.

2. These, and other changes for the better, have all been handicapped by the prison plant. The cell blocks are dark and unsanitary. The space for recreation is utterly inadequate for the number of prisoners. No prison in the New England or Middle Atlantic States has a worse plant or one that is more impractical to modernize. It has long been recognized as a disgrace to the State. The prison should be moved as soon as possible to a site and plant that will give it a fair chance to fulfil its function.

3. Arrangements should be made to care for the women prisoners in some institution exclusively for women.

4. In addition to the improvements mentioned above, the prisoners have been permitted to choose committees to represent the inmate body as a whole

in dealing with the warden. This is a very marked step in advance. It is to be hoped that it will lead to a complete organization of the inmate community so that there may be developed in its members a sense of individual and community responsibility for good order and discipline.

5. While the prison is handicapped on the one hand by an antiquated prison plant, the development of an effective administration is hampered on the other by a curiously complicated system of management, in which there are three factors, each of which is in some respects independent of the other two.

Of these the first is the State Board of Institutions and Agencies, which has general supervision of the prison. It recommends to the Governor for his appointment members of the Prison Board.

The second factor is this Prison Board, which is immediately responsible for the general conduct of the prison. While its members are recommended by the State Board, when once appointed, they are removable only by the Governor.

The third factor is the Principal Keeper (Warden), a constitutional officer appointed by the Governor for a term of five years. Due to the method of his appointment and the definite length of his tenure of office, he is, to a large degree, independent of both the Prison Board and the State Board.

Such a system makes fixing of responsibility difficult and seems certain to lead to real clashes of authority from time to time, as it has already done. Power of removal of subordinates is an accepted pre-

requisite of good administration. Such power the State Board does not have over the Principal Keeper, since he is a constitutional officer; nor does it have this power over the Prison Board.

This system of triple control, if not in part responsible for serious disorders in the past, has obstructed seriously their complete and speedy remedy. Each of the three factors can hamper the others; yet none has the final authority. While its results may be seen most readily in times of emergency when unified action is most needed, the unfortunate effects of such organization are constantly present.

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[No statement for publication was submitted by the New Jersey prison authorities.]

NEW YORK

Sing Sing  
Auburn  
Clinton  
Great Meadow  
Auburn Women's Prison  
New York Hospital for Insane Criminals  
Wingdale

## NEW YORK

There are six prisons in New York State:

Sing Sing Prison, at Ossining.  
Auburn Prison, at Auburn.  
Clinton Prison, at Dannemora.  
Great Meadow Prison, at Comstock.  
State Prison for Women, at Auburn.  
Wingdale Prison (unoccupied).<sup>1</sup>

The State Hospital for Insane Criminals at Dannemora, and the Hospital for Criminal Insane at Matteawan, are under the jurisdiction of the Prison Department, but are not covered in this report.

**1. Control.**—New York prisons are under the direction of the State Superintendent of Prisons, a constitutional officer appointed by the Governor, with the approval of the Senate, for a term of five years.

The offices of the State Prison Department are in the State Capitol, at Albany, where full records of prisons and prisoners are kept. The Superintendent appoints an assistant superintendent and, under

<sup>1</sup> Wingdale has been turned over to the State Hospital Commission.

civil service rules, a confidential clerk and other employees. He also appoints the wardens, physicians, chaplains and superintendent of industries of the several prisons. The comptroller appoints the clerks of the prisons.

The present Superintendent of Prisons is James L. Long, of Oyster Bay, appointed in February, 1924. He was formerly a State Senator from Long Island, and Assistant Superintendent of Prisons, January, 1919, to February, 1924.

The Assistant Superintendent of Prisons is James B. Smith, formerly Mayor of Utica. He was appointed in May, 1924.

**2. Salaries.**—The salary of the Superintendent of Prisons is \$8,000 a year; of the Assistant Superintendent, \$5,500 a year.

**3. Prison Commission.**—The State Constitution provides also for a State Prison Commission, the members of which are appointed by the Governor with the approval of the Senate for terms of four years. This body has powers of inspection and investigation, but no administrative function.

The present members of the Commission are:

John S. Kennedy, Pres., Brooklyn  
 Leon C. Weinstock, Vice-Pres., New York City  
 Mrs. Cecilia D. Patten, Saratoga Springs  
 Mrs. Sarah L. Davenport, Bath  
 Mial H. Pierce, Gouverneur  
 Frank E. Wade, Buffalo  
 Walter W. Nicholson, Syracuse

A commissioner's salary is \$1,000 a year and necessary traveling expenses.

## SING SING

December 20, 1923.

Sing Sing Prison, when first built in 1825, was known as "Mount Pleasant Prison" at Sing Sing. Later it took the name of the town. Then the town changed its name. Now it is Sing Sing Prison at Ossining.

It is one of the oldest prisons in the country and was built to replace the still older one in New York City.

It is built at the foot of a promontory close to the waters of the Hudson River, an undesirable location on account of the dampness which makes the stone cells unhealthy. The group of buildings has no architectural dignity, although the length of the old graystone cell block and the warden's house have a certain grim impressiveness.

### I

#### GROUND AND PLANT

**1. Buildings.**—The offices are at the right and left of the entrance, with the warden's quarters be-

hind and above. A flight of steps just within the entrance leads down to the guard room and visiting room. The guard room opens into the south end of the cell block. A wing at right angles to the cell block contains the principal keeper's and other offices, and above is the chaplain's office and library. Adjoining these is a large brick building, erected in 1895, containing the mess hall on the ground floor and two chapels on the second floor, one of which has been used as a dormitory for the last 15 or 20 years. On the third floor are the hospital and school.

Another stone wing extends to the south, containing kitchen, laundry, storerooms and bath-rooms.

Separated from this group and across the yard are the workshops, in a line backing towards the river.

The wall surrounds a space of about 15 acres. At the north end, where there were formerly a number of old buildings, some of them ruined by incendiary fires, a large recreation field has been cleared containing a full-sized baseball diamond.

Within the last few years the whole prison has been repaired and repainted, the yard planted with trees and flowers, and the outward appearance greatly improved in general.

There has been developed a real pride in the beauty of the yard, in the grass, the trees, and the flowers. The men cheerfully gave up part of their recreation grounds for this purpose and helped in its upbuilding.

In the space south of the mess hall is the new

Death House where all the state executions are held. It is an ugly building, elaborately fitted for its ugly purpose. It has cost the state about \$400,000.

**2. Cell Block.**—The cell block is the oldest part of the prison. There are five tiers of cells, 7 feet by 3 feet 3 inches by 6½ feet high. When Sing Sing has been crowded the prisoners have been "doubled up" in these mere holes in a stone wall, and sometimes three have been quartered in one cell.

There are electric lights, but no plumbing, in the cells; so the old "bucket system" remains.

At present 200 men are quartered in the dormitory, and the old Death House also affords sleeping quarters for 36 men; 283 men are housed in one of the buildings in the new prison which is being erected on the hill above the old prison.

**3. Commissary.**—The mess hall at Sing Sing is on the first floor of the large brick building. It is equipped with tables at which the prisoners sit like ordinary people in an ordinary eating place.

**4. Workshops.**—The workshops are old, crowded, ill-lighted and poorly ventilated—in no respect up to modern requirements.

**5. Hospital.**—The hospital, on the third story of the brick building, is well arranged, well lighted and ventilated. There is a good operating room, also a diet kitchen.

**6. Chapel.**—The chapel is on the second floor of the brick building. It is used for moving pictures and other entertainments and meetings. Recently the stiff wooden benches were replaced by regular theatre chairs, thereby increasing the seating ca-

capacity. There is no religious atmosphere whatever in the room.

## II

## OFFICIALS

1. **Control.**—The control of New York Prisons lies in the State Superintendent of Prisons who appoints the warden and can dismiss him at will.

2. **Warden.**—The warden, under civil service rules and subject to the superintendent's approval, appoints the guards, clerks, and other employees of the prison.

The present Warden is Lewis E. Lawes. He is a high school graduate, was a guard at Auburn and Clinton prisons and at Elmira Reformatory for nine years. He was Superintendent of New York City Reformatory both before and after its removal to New Hampton. He was appointed Warden of Sing Sing in 1919.

3. **Deputy.**—The Deputy, or Principal Keeper as he is called in New York prisons, is Thomas F. McInerney. He was a guard at Sing Sing for many years and was appointed Deputy in 1920.

4. **Guards.**—There are 120 guards at Sing Sing, appointed under civil service rules by the warden with the approval of the Superintendent of Prisons.

5. **Other Employees.**—There are 32 civilian employees, including office help, superintendent of industries, storekeeper, shop foreman, etc.

6. **Salaries and Pensions.**—The salaries are as follows:

Warden.....	\$5,000 a year, quarters and maintenance.
Deputy.....	2,500 a year.
Guards.....	1,400 for first year with a yearly increase of \$100 until the maximum of \$1,800 is reached.
Doctors.....	2,000 to 3,500.
Chaplains....	2,750; visiting chaplains, \$750.
Clerks.....	1,800 to 2,320.
Teacher.....	1,800.

There is a pension law which provides retirement after twenty-five years at half pay.

## III

## PRISONERS

1. **Population.**—Of the 1,113 prisoners at Sing Sing (December 14, 1923), 602 were of foreign birth; 203 Italians, 126 Negroes, 81 Jews, 27 Poles, and 171 other foreign nationalities.

There are 25 men with "natural life" sentences, 96 men with terms of "twenty to life"—11 per cent of the inmates.

2. **Classification.**—There is no classification at present, but it is stated that a thorough system will go into effect upon the opening of the new prison quarters.

3. **Insane.**—Upon recommendation of the prison doctor, the warden transfers a man to the State Asylum for Insane Convicts at Dannemora or to the Institution for Mental Defectives at Napanoch.



## IV

## DISCIPLINE

**1. Rules and Regulations.**—A branch of the Mutual Welfare League was formed by the Sing Sing prisoners in 1915, and for two years it handled the discipline of the prison under the authority and close supervision of the warden. On a change of wardens, in 1917, the activities of the League were considerably curtailed. It is an interesting fact that that same warden became convinced of its value in securing good discipline in the prison. Very much the same is true of the present warden, who has stated that he was sceptical of the League before he came to Sing Sing; but he has many times since expressed himself publicly in its favor as an invaluable aid to the administration of the prison. In writing about the League he states that: "There is every tangible evidence of the value of the Mutual Welfare League as a constructive force in the up-building of men. Freedom from serious disturbances, such as fire (incendiary or otherwise), riots, strikes, suicides, murders; wholesale attempts at escape, etc.; improved industrial conditions; morale of the men in their work; important new construction work well and ably done—all point to the benefits derived from the cheerful cooperation of this organized inmate body, through the encouragement of the feeling of group responsibility and the inherent pride of the individual in faithfully performing a trust reposed in him. The value of the Mutual Welfare League as a moral force cannot be overestimated."

**2. Punishments.**—The use of the solitary cells was discontinued soon after the foundation of the League; there was no occasion for their use.

Punishments since that time have consisted in suspension from the League and reduction in grade, with consequent loss of privileges.

A very effective means for securing discipline lies in the fear of being sent to Clinton Prison, in the northern part of the State, remote from families and friends. Three-quarters of New York State prisoners come from the City of New York (including Brooklyn and Long Island City). Sing Sing is not nearly large enough to hold them all; many of them must be moved on to Auburn or Clinton prisons. To most of these men, who have never lived away from the city streets, and many of whom have not even seen the country, the exile to "Siberia"—as the prisoners call Clinton Prison—is a fearful thought. So every draft of prisoners from Sing Sing is a complicated and difficult operation for the warden and agonizing to the prisoners.

## V

## HEALTH

**1. Doctors.**—There are two doctors on full-time and a dentist on part-time.

**2. Hospital.**—The general condition of the hospital is good, but it does not rank with the better prison hospitals.

**3. Diet.**—Some years ago, owing to the small amount of money appropriated to feed the inmates

at Sing Sing, there was a great deal of surreptitious purchasing and theft of food stuffs, and various kinds of cooking arrangements existed in all parts of the prison. This was, of course, against the rules. The warden, unable to secure an increase of appropriation, permitted prisoners to buy what food they could afford and arranged a place to cook, and altered the rules to conform to the practice. At the present time many of the prisoners never go to the mess hall, preferring their own food and cooking.

This is manifestly an undesirable condition of things—its only excuse being that it saves the State money and enables better food to be served to prisoners who haven't money to buy [their own food.

**4. Baths.**—There are fifty showers and three tubs in the bath house. Each shop is equipped with showers, as well. One bath weekly is required.

**5. Recreation.**—The large recreation ground provides ample space for all athletics. During the summer all daylight time, outside of working hours, is given for recreation. Baseball games with outside teams are permitted on Saturday and Sunday afternoons and on holidays.

Athletic equipment is purchased by the Mutual Welfare League.

**6. Entertainments.**—During the winter months moving pictures are shown nightly in the chapel. Outside entertainments are given every month. The Mutual Welfare League stages an entertainment once a year to which outsiders are admitted. Admission is charged to raise funds for the League.

## VI

## INDUSTRIES

**1. Character.**—The state-use system is in force; the constitution of New York State prohibits the sale of any article made in prison except to state or municipal institutions. The industries are as follows: knit goods, shoes, metal cans and brushes.

**2. Vocational Training.**—There was an attempt some years ago on the part of the Mutual Welfare League to organize a system of vocational training, and an excellent start was made in that direction. There is at present an Automobile School and a Barber School.

**3. Employment.**—The men are employed as follows:

Knit Shop	163	New Construction	116
Shoe "	86	Farm	12
Road Company	19	Maintenance	626
Metal Can Shop	72	Death House	10
Brush "	42	Hospital	38
Total			1184

**4. Compensation.**—The Empire State pays its imprisoned workmen one and one-half cents a day.

## VII

## EDUCATION

**1. Library.**—The library is under the care of the chaplain. There are 13,000 volumes, "donated

promiscuously." There is an annual appropriation of \$200 for the purchase of books.

**2. School.**—The school, supervised by a civilian head teacher, with seven inmate assistants, covers the work from the first to the sixth grades, inclusive. Attendance is obligatory for illiterates.

**3. Other Courses.**—There are 25 men taking correspondence courses.

## VIII

## RELIGION

**1. Chaplains.**—There is a resident chaplain (Catholic) and two visiting chaplains (Protestant and Hebrew).

**2. Services.**—Three services are held weekly—Catholic, Protestant, and Hebrew.

**3. Outside Agencies.**—Regular weekly Christian Science services are held, and occasionally meetings by the Salvation Army and the Volunteers of America.

## IX

## TRAINING IN CITIZENSHIP

Reference has already been made to the Mutual Welfare League. It still functions at Sing Sing in handling recreation and entertainments, and is still a factor in the discipline. How far, on the other hand, the fundamental principles have been maintained in the direction of training men for honest life outside, is a serious question.

## X

## COST

For the year ending June 30, 1922, expenditures for the prison amounted to . . . . .	\$434,502.69
From which should be subtracted the earnings for that period . . . . .	83,352.52
Making the net cost of the prison . . . . .	<u>\$351,150.17</u>

The net profits of the prison industries do not enter into the maintenance at all; they go into the Capital Fund which may be appropriated from by the Legislature for capital investments in industries, or, sums may be appropriated from this fund for plant extensions of other state institutions; but never for maintenance.

## COMMENT

I. The most enduring impression of Sing Sing Prison—after the first sight of its gloomy, medieval cell block with its small damp cells and flagged corridors has been overcome—is a sense of normal life and freedom of spirit. Prisoners are going to and fro about their several errands, the sound of machinery comes from the workshops, the kitchen and mess hall are preparing for the next meal; the daily routine of a busy community is going on, but the usual sense of severe repression, the depressing atmosphere of a prison, is almost wholly absent. Now and then is seen the blue uniform of a guard and,

presumably, the walls are being carefully patrolled; but that is all. The noon hour arrives; the band plays; and, company by company, the prisoners march to the mess hall under their own chosen leaders. The men seat themselves at ordinary tables and discuss the news of the day, and afterwards smoke for a few minutes in the Yard before returning to their work. Visitors often ask: "Is this a prison?"

Sing Sing is still a prison, where the mental tortures of confinement are felt; but the old horrors have been practically obliterated. It is not a prison in the old sense, although it is not yet an efficient training school for good citizenship. The old system is gone, never to return, it is hoped; but the new system has yet to be thoroughly established.

2. The most striking improvement in recent years is in the upkeep of the prison plant. A liberal use of paint, increased cleanliness and the planting of flowers and shrubbery in the Yard give a different appearance to the century old prison.

The old ruined buildings have been cleared out of the northern end of the Yard, where there is now a large recreation ground with full-sized baseball diamond.

The kitchens and mess hall have been greatly improved.

The chapel, which serves also as an auditorium, has been furnished with comfortable seats.

The hospital, while not up to the standard of Auburn or Clinton, is far better than most prison hospitals.

On the other hand, the workshops are old, dark, and inadequate. The old cell block is unquestionably the worst in any of the states covered by this book. In fact, no building of the old Sing Sing is up to modern standards—except the new, elaborate and expensive Death House.

In 1918 a portion of the cells at the north end of the cell block were torn down, with much gubernatorial ceremony and newspaper publicity, in order to create the impression that effective measures were being taken to abandon Sing Sing for the new prison at Wingdale. A sufficient comment on this performance is that the prisoners are still at Sing Sing; and Wingdale, long completed but unoccupied, has been turned over to the State Hospital Commission. This ceremony was held and cell house capacity reduced before any arrangement had been made for the necessary additional housing for the prisoners; consequently the old cells, condemned as unfit for human habitation 80 years ago, are still in use and will have to be occupied for many years to come! For of the new cell houses planned only one has been finished; the others are not yet begun.

3. Sing Sing has a heavy handicap over most prisons in the shifting character of its population. Three-quarters of all New York State prisoners are committed to Sing Sing, and most of them must be drafted to Auburn, Clinton, and Great Meadow. The preparation of the lists of those to be transferred is a most difficult problem. To send a prisoner far away from his family and friends is to add greatly to his punishment; as a result, political influence and

personal pressure of all kinds are brought to bear upon the warden, to an extent inconceivable to one who has not experienced it. Sing Sing is, therefore, the most difficult of the four state prisons to administer.

4. The fundamental principle of the Mutual Welfare League is stimulation in the exercise of individual responsibility. Each man is responsible for his own conduct and the conduct of the community of which he is a part. This gives him an idea of citizenship and trains him in his duty as a citizen.

Under the League system it becomes the duty of the warden constantly to emphasize the fact that the institution and its employees exist for a special service—that of aiding the prisoners to train themselves for life upon release. The prison authorities must cooperate with the prisoners to accomplish this, the real purpose of the prison. Privileges should be granted only upon the understanding that the prisoners undertake the responsibilities which justify them. Thus officers and prisoners alike must do their work in a spirit of service—service primarily to the prison community, but through that, to the State. Only when this sense of fellowship—of working together for a common cause—is developed will the relations between officials and prisoners be sound and healthy, and the purpose of the prison accomplished.

It is obvious that a high standard of conduct on the part of the prison officials, and repeated explanation of these standards to the prisoners, are necessary. It is also true that to get the most from the League it must not be treated as a mere aid to the

warden in securing an easy-running prison, but must be regarded as a means for training and educating the prisoners. The ultimate result, rather than the immediate effect, must always be kept in view. The best training for the future life of the prisoners is the primary object of the prison discipline.

Giving full credit for the many excellent features in Sing Sing today, it is still doubtful whether the spirit of common service is being attained. There are a number of disturbing factors which lead to the belief that, in spite of the quiet surface and orderly freedom, all is not going as it should; that the opportunity of teaching the prisoners a new conception of duty to society is not being fully met; that the old criminal belief in tortuous methods, and the obtaining of benefits by some form of graft, are not being effectively combated.

(A word should be added concerning the personal relation of Warden Lawes to the Mutual Welfare League. Coming to Sing Sing as Warden, after many years of varied experience and in a frankly critical frame of mind, and finding there a League that had been seriously crippled in its operation, he has, nevertheless, frequently voiced his belief in the system, and has both written and spoken in its defense when it was publicly attacked. Speaking as President of the American Prison Association, in Boston, on September 13, 1923, he said:

“Prisons have in the past been operating on the principle that criminals detained in association must, of necessity, further corrupt one another. With this

conclusion I disagree. In Sing Sing Prison there is a well-defined example of inmate organization and I have closely watched its effects for nearly four years, with much satisfaction as to results. The extreme opposite from the separation of inmates is practised. The Mutual Welfare League helps to cultivate the needed sense of group responsibility; it creates the spirit of community interest instead of the old narrow self-interest. Let any thinking man watch the thirteen hundred inmates file into the Recreation Hall to witness a picture or attend a lecture, quietly and in perfect order, yet entirely under inmate supervision, without a guard or an officer; let him watch their behavior during the performance; watch them at its conclusion file out again; let him realize that this body of thirteen hundred men includes types of every kind and degree of criminality, and I defy him to say that this spirit of group responsibility cannot be cultivated within prison walls."

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[No statement for publication was submitted by the Sing Sing Prison authorities.]

## AUBURN

July 21, 1923.

Auburn Prison, the second State Prison of New York,<sup>1</sup> was built in 1816. It stands on low ground at the side of the Owasco River, which is, for a prison, a damp and unhealthy location. The city has grown around the prison, so that today the site is still less desirable.

A rectangular piece of ground, about 14 acres in extent, is enclosed by a high, gray, limestone wall and at the east end are the original buildings. The large square building in the center and long wings extending north and south, with the old wall and entrance between two stone towers, form a very picturesque mass, possessing real architectural merit. Over the center is a square tower surmounted by the statue of a continental soldier which from its material has always been known to the community, inside and out, as "Copper John." The whole design is highly original and effective.

<sup>1</sup> The first State Prison was in New York City. Auburn is the oldest prison in the State now in use.

## I

## GROUND AND PLANT

**1. Buildings.**—The central building is occupied in front by the offices; in the rear, by the guard room. The warden's quarters are in the two upper stories.

The wing to the south has on the first floor the Principal Keeper's, Chaplain's and Bertillon offices, visiting room and assembly room, which is also used as a chapel. On the second floor are some rooms for the guards and the hospital. On the ground floor, under the assembly room, is the mess hall.

The wing to the north, with an "L" extension to the west, forms a large cell block containing 842 cells. The old small grated windows have given place to long ones cut through the entire height of the building.

A similar cell block is built at right angles to the old south wing, containing 440 cells.

These two cell blocks, with the administration building, enclose the prison yard at the east, and the various work shops continue the rectangular yard enclosure. A second series of shops is between the first series and the outside walls.

**2. Cell Blocks.**—The oldest part of the north wing is the original "Auburn cell block" which has served as a model for almost all American prisons. The building is a shell, inside of which are built two rows of stone cells, back to back, in five tiers. The stone walls between the cells are three feet thick. The cells are  $7\frac{1}{2}$  feet long, 4 feet wide, and  $7\frac{1}{2}$  feet

high. The cells in the newer part of the cell block are only  $3\frac{1}{2}$  feet wide.

None of the cells have plumbing, so that the primitive bucket system is still used. Each cell has an electric light. There is no ventilation except what comes through the grated door. The original ventilating shafts in the solid stone walls were stopped up long ago, in the vain endeavor to keep out the vermin, which, in spite of all efforts, from time to time infest some of the cells. This condition is unavoidable in old buildings constructed like those of Auburn.

**3. Commissary.**—The mess hall, in the basement under the chapel, is a large room seating 1100 men. It is low, damp, and badly ventilated. The seats all face in one direction.<sup>1</sup>

The kitchen, bakery, and storerooms, to the west of the mess hall, are badly lighted, ill ventilated, and quite unsuited to their purpose.<sup>2</sup>

**4. Workshops.**—The workshops, built in a double line down each side of the yard with the clothshop at the west end, are, with two or three exceptions old, badly lighted and ventilated, some of them crowded, and none of them up to modern factory standards. The clothshops are especially bad.

**5. Hospital.**—The hospital is on the second floor over the chapel. Within the last few years it has been wholly rebuilt and is now one of the best of prison hospitals.

<sup>1</sup> In June, 1924, new tables were placed in the mess hall, so that men are seated at either side of the tables.

<sup>2</sup> A proper ventilating system is now being installed in the mess hall and kitchen.

**6. Chapel.**—There is no chapel, the assembly room which goes by that name possessing no trace of religious atmosphere. The old, stiff wooden benches are still in use, but are soon to be replaced; the ceiling is low, but ventilation has been materially improved by the installation of a modern circulatory system.

**7. Farm.**—There is a farm of 224 acres, situated on the outskirts of the city. It plays little part in the running of the prison, having been diverted from the original purpose of a prison farm, and is now classed as an industry. Therefore, all products raised, instead of being simply used by the prison, have to be purchased at market prices. This bars the use of many desirable products, and to a large extent prevents the farm from filling the purpose for which it was originally planned.

## II

### OFFICIALS

**1. Control.**—The control of New York prisons lies in the State Superintendent of Prisons, who appoints the warden and can dismiss him at will.

**2. Warden.**—The warden, under civil service rules and subject to the Superintendent's approval, appoints the guards and other employees of the prison.

The present Warden is Brigadier General Edgar S. Jennings of Auburn. He is a graduate of the Auburn High School. When first appointed Warden, in 1917, he had had no prison experience. He resigned in 1917 to serve in the Army; upon his return to Auburn in 1919, he was reappointed.

**3. Deputy.**—The Principal Keeper (Deputy Warden) is Edward C. Beckwith. He was one of the regular guards in Auburn Prison for 15½ years and was appointed Principal Keeper in 1921.<sup>1</sup>

**4. Guards.**—There are 88 guards.

**5. Other Employees.**—There are 55 other employees, including clerks and shop foremen.

**6. Salaries and Pensions.**—The salaries paid are as follows: warden, \$5,000 a year, with quarters and maintenance; principal keeper \$2,500; assistant principal keeper, \$2,000; guards, from \$1,500 to \$1,800; chaplain, \$2,000; part-time chaplain, \$750; prison physician (the prison physician is also the Superintendent of the State Prison for Women), \$2,800 with maintenance; prison physician (part-time), \$2,000; dentist (part-time), \$500; superintendent of industries, \$4,500; assistant superintendent of industries, \$2,400; shop foreman, from \$1,600 to \$2,150; head teacher, \$1,800; clerks, from \$1,200 to \$1,800; Bertillon clerk, \$1,650; kitchen keeper, \$1,800; head baker, \$1,600; chef \$1,600.

There is a pension law which provides for pension at half pay after twenty-five years of service, at the option of the State Superintendent of Prisons.

## III

### PRISONERS

**1. Population.**—There were, on the 21st of July, 1923, 1303 prisoners; about ten per cent of them were negroes.

<sup>1</sup> Mr. Beckwith resigned in June, 1924.



2. **Classification.**—There is no system of classification.

3. **Insane.**—Insane prisoners, upon recommendation of the doctor, are transferred to the Hospital for Insane Criminals at Dannemora.

## IV

## DISCIPLINE

1. **Rules and Regulations.**—The Mutual Welfare League had its inception at Auburn Prison in 1914, and for a number of years was developed along lines of inmate participation in, and some genuine responsibility for, the discipline of the prison community.

A considerable but varying part has been played by the League since that time; but at present its scope and function are fundamentally different from the ideas and plans of its originators.

General Rules and Regulations for all New York prisons are laid down by the Superintendent's office in Albany, but considerable latitude is allowed each warden, both in carrying out those rules and in making special rules for his particular institution. Under these, in Auburn prison today, the treatment of prisoners is not brutal and the privileges are many. On the whole, the inmates of Auburn (and Sing Sing) are under less severe restraint than those of any other prison included in this book.

2. **Punishments.**—Punishments include suspension from the League, carrying with it deprivation of

privileges. This is done sometimes by the principal keeper and sometimes by the League "Judiciary Board." In the latter case, the punishment is not entered on the prison records. There is also confinement in dark cells on bread and water for an indefinite period. Transfer to Clinton Prison is regarded by the prisoners as a severe punishment. It is sometimes inflicted by the authorities on the principle of getting rid of troublesome men or "bad actors" or to break up gangs, rather than for any concrete offense.

The following list of punishments is given for the first six months of 1923:

Lost time.....	16
Confined in punishment cells and lost time....	49
Parole violators.....	35
Escape men.....	11
Suspended from recreation privileges.....	303
	<hr/>
	414

## V

## HEALTH

1. **Doctors.**—There are two doctors, one on full-time, the other on part-time. The present doctor, Frank L. Heacox, is also Superintendent of the Women's Prison.

2. **Hospital.**—The hospital has been completely transformed. It is now an efficient and up-to-date place for the care and cure of the sick. It has set a standard for institutional hospitals.

**3. Diet.**—There has been considerable improvement in the diet during the past few years. The requirement by which the warden submits weekly, to the Superintendent's office in Albany, a dietary prepared by the prison physician, while doubtless intended to improve the diet, actually hampers the warden in buying supplies to the best advantage and defeats its own object.

**4. Baths.**—The bath house is adequate, with a separate compartment and small dressing room for each shower. On an elevated walk the guard in charge is able to watch the bathers on both sides of the room.

Regular bathing periods are once a week; commissary workers and coal shovellers may bathe twice a week.

Shower-bath equipment has been installed in many shops, fire holes and the foundry.

**5. Recreation.**—There is a recreation period daily in the yard during the summer months. The yard privilege is also allowed on Sunday and Saturday afternoons and holidays in summer, and in winter when the weather permits.

The space for recreation is insufficient. By cutting down part of the fine avenue of trees which formerly ran the length of the yard, a ball diamond has been made. This has spoiled the beauty of the yard for visitors, but has greatly benefitted the prisoners.

The proposal to take the green house out of the recreation yard and put it in the yard in front of the prison would seem to be desirable in every way.

The space now occupied by the green house would either add to the space available for recreation, or might possibly be used to build an out-door swimming pool.

**6. Entertainments.**—There are occasional outside entertainments, and twice a year the inmates stage a show to which the outside world is admitted, for the purpose of raising funds for athletic and other Mutual Welfare League activities.

Moving pictures are shown every evening during the winter months, taking the place of the yard recreation.

## VI

## INDUSTRIES

**1. Character.**—The state-use system prevails in the New York State Prisons. At Auburn there are the following industries: manufacture of cloth, school and office furniture, auto plates, baskets, brooms and iron beds. There is also a foundry. In addition to these, there is some farm work, and in the summer employment in constructing state and county highways.

**2. Vocational Training.**—There is no vocational training.

**3. Employment.**—The prisoners are employed as follows:

Cloth Shops . . . . .	164 men
Woodworking Shops . . . . .	200 "
Auto Plate . . . . .	75 "
Basket and Broom . . . . .	66 "

Machine.....	36 men
Foundry.....	62 "
Other industrial work.....	184 "
Maintenance.....	334 "
Road camps.....	99 "
Non-productive (including patients in hospital and men in the dis- cipline company, band, etc.)....	83 "
	<hr/> 1303 "

4. **Compensation.**—The Empire State pays its imprisoned workmen one and one-half cents a day.

## VII

## EDUCATION

1. **Library.**—There is a library of some 6000 volumes under the care of the chaplain. It is well arranged, but, as in most prisons, not particularly well adapted for the purpose. A number of the current magazines are taken. There is no specific appropriation for library purposes, but a considerable number of magazines are supplied each year. While a few books are purchased, most of them are donated.

2. **School.**—There is a civilian head teacher and eight inmate assistants; school is held during the daytime and includes work up to the sixth grade. Attendance is obligatory for illiterates. About 325 men attend.

3. **Other Courses.**—There is a class in "Americanization" and about a dozen men are taking correspondence courses.

## VIII

## RELIGION

1. **Chaplain.**—There is a resident Protestant Chaplain; also visiting Catholic and Hebrew chaplains.

2. **Services.**—Catholic and Protestant services are held regularly on Sunday mornings; Jewish services, frequently.

3. **Outside Agencies.**—Christian Science services are held on Sunday mornings, following the Protestant services. The Salvation Army and Volunteers of America visit the prison occasionally.

## IX

## TRAINING IN CITIZENSHIP

**Mutual Welfare League.**—Reference has already been made to the Mutual Welfare League. It still functions at Auburn Prison, in handling recreation and entertainments; and is to some extent a factor in the discipline. Its fundamental purpose, however, was to train men for citizenship. How far it is fulfilling that purpose is open to question.

The emphasis today is placed on the gaining of privileges as a reward for conduct rather than in stimulating the sense of individual responsibility for the common welfare, which is the basis of good citizenship. In the one case the privileges are used as an end in themselves; in the other, merely as the means to a very different and far greater end.

## X

## COST

The maintenance cost of Auburn Prison for the fiscal year 1922-23 was.....	\$431,524.10
The total net profit in the industries for the year 1922-23.....	124,658.51
	<hr/>
The actual net cost of the prison for the year was.....	\$306,865.59

The net profits of the prison industries do not enter into the maintenance at all. They go into the Capital Fund which may be appropriated by the Legislature for capital investments in industries, or sums may be appropriated from this fund for plant extensions of other state institutions, but never for maintenance.

## COMMENT

1. At Auburn there is a greater sense of normal life and absence of unnatural restraint than in any prison except Sing Sing. In summer there is daily recreation in the yard, after work; in winter, moving pictures in the chapel. The old rule of silence has not been enforced since 1913; and little is left of the repression of every natural impulse, which is characteristic of the old prisons.

2. The greatest recent improvement is in the hospital, which has been completely reorganized and now reaches a high standard of excellence.

The commissary department has been much improved and better food provided.

The industries are carried on more efficiently, and, under the latest plans of the prison department, will soon be further improved.

Proper ventilation of kitchens, mess hall, and chapel has been installed; and in the latter, new seats will take the place of the old uncomfortable wooden benches.

3. Auburn Prison has made two contributions of prime importance to the history of prison administration: the first was the establishment of the so-called "Auburn System" when the prison was originally built in 1816; and the second in 1914 when the Mutual Welfare League came into existence.

(a) As a remedy for the indiscriminate herding of all ages and both sexes in jails and prisons, the "Philadelphia System" of solitary confinement was instituted in the Eastern Penitentiary of Pennsylvania. It was, for its period, a genuine reform of certain recognized evils and was effective in stopping those; but it quickly developed very serious evils of its own.

To remedy the defects of the "Philadelphia System" a new reform was instituted—the "Auburn System." This was a system of rigid discipline, with separate cells, but congregate work. And this is the system which has prevailed in American prisons since that time, and, in one form or another, still prevails. It has not, under any of its forms, been successful in producing genuine discipline in the prisons and so far as turning the inmates from lives of crime upon release, it has been a total failure.

(b) In the winter of 1913-14 a new system origi-

nated in Auburn Prison—the Mutual Welfare League. It was the prisoners' own contribution to prison reform. For the first time the prisoners were encouraged to cooperate with the authorities in producing really good order and discipline.

The formation of the League was the work of the prisoners themselves. By permission of the authorities a committee on organization was elected by the prisoners, and their report, approved by the warden, was adopted by a mass meeting of the prisoners. The League, of which all prisoners were members, became, within limits set by the authorities, a self-governing community held to strict accountability by the warden for the conduct of its members.

The training in citizenship given by the formation and operation of the League was remarkable. Men whose unsocial conduct had brought them to prison developed for the first time in their lives an understanding of their social obligations. Citizenship can hardly be learned from books; and the actual experience of bearing responsibility proved to be of the highest educational value.

Participation in elections, experience of holding office as a member of the Board of Delegates or Executive Committee, a position as Sergeant-at-Arms or Deputy, a place on the Judiciary Board, service on one of the numerous sub-committees—all gave the men actual practice in the exercise and responsibility of democratic self-government.

There was no haste in the League's development. Only one privilege was granted at first—a meeting every Sunday afternoon in the chapel. After four

months one more was granted—a holiday outing in the yard. Then came daily recreation after work, the abolition of the system of silence, and other benefits, as the conduct of the men showed them to be capable of bearing responsibility.

It was not long before it became evident that the right path to genuine reform had at last been found. Not only was the discipline greatly improved, making the administration of the prison possible with a minimum of punishments, much easier and pleasanter for the prison authorities; but the real purpose of the prison in preparing the prisoners for a return to freedom, training them for citizenship, was being accomplished as it had never been before. Men whose entire lives had been spent in lawless warfare against society became eager to assist in formulating rules for good order and discipline, and no less eager to assist in enforcing them. The warden, from a mere jailor keeping, by methods always arbitrary and often brutal, a sullen and rebellious mass of humanity from breaking into rebellion, became a friend whose object was to assist his charges to understand the necessary restraints of society and abide by them. Many of the guards, instead of looking for trouble and often creating it by their fears and suspicion, became the warden's agents in the task of guiding the prisoners into the wise path of good order—friendly observers of the course of events and ready to give their support to those whom the prisoners themselves had chosen to maintain the rules. In this atmosphere of friendly cooperation the prisoners gained knowledge, the lack of which had sent them

to prison. Experience proved that the great majority could be trusted with an amount of freedom never believed possible, and that in the exercise of that freedom the most important purpose of the prison was accomplished.

Unfortunately, the exigencies of politics forced out of office the Warden under whom this interesting experiment originated and developed. Since then the League has fluctuated; at one time being the chief factor in the maintenance of order, at another having but little to do with the discipline; from being an organization of, by, and for the prisoners, to the status of a "warden's league." While the League has, in all the different and constantly varying conditions, never entirely ceased to be a factor in the administration of the prison, it has, unfortunately, ceased to be much more than an aid to prison administration. The tendency is for the prison authorities to use the League as a convenient aid to secure easy prison administration; they do not guide and direct it so that it accomplishes its fundamental purpose of developing the right social viewpoint to replace the criminal viewpoint of individual selfishness. They use the League chiefly to serve the prison administration rather than use both the League and administration to serve society. To accomplish the fundamental and larger purpose requires a type of leadership, at once imaginative and constructive, which has not been given.

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[No statement for publication was submitted by the Auburn Prison authorities.]

## CLINTON PRISON

January 12, 1924.

In the Adirondacks, about 15 miles west of Plattsburg, the State owns some 14,000 acres of hilly, wooded land. On this tract at Dannemora, in Clinton County, is Clinton Prison. Just east of the prison is the State Hospital for Insane Criminals.

This site, viewed solely from a health standpoint, is ideal. It is, however, entirely too far from the great centers of population. This handicaps the prison industries. It isolates too completely the prison community, both official and inmate. The somewhat sinister repute of this prison is probably a result of this isolation as well as of the fact that it is known as the "discipline prison" of the State. Yet men from the northern county courts are sentenced directly to Clinton. Many are transferred there from other prisons to aid in the distribution of the prison population rather than for disciplinary purposes.

Transfers are also made of parole violators, drug addicts, tubercular patients and those suffering from serious venereal diseases.

Clinton Prison is, therefore, largely a disciplinary and hospital prison.

## I

## GROUND AND PLANT

**1. Buildings.**—The area (about seven acres) enclosed within the wall is today well filled with buildings. The oldest of these, a long stone cell block was built in 1845. Brick was used for the administration building, the later cell blocks, mess hall and some of the shops. In the workshop now under construction concrete and steel are being used. The result, while without architectural distinction, is not so unsightly and inconvenient as some other prisons built bit by bit without a general plan.

The administration building, near the gate, is connected by the guard room with a hall in the center of the prison, through which entrance may be had to cell blocks and the mess hall, and on the upper floors to the hospital wards, doctors' offices library and chapel.

Behind the cell blocks a considerable area has been enclosed by a wooden stockade. This gives ample space for recreation purposes.

**2. Cell Blocks.**—The 1198 cells in the cell blocks are arranged in four tiers in two of the cell blocks, and three tiers in the other. Each cell has an electric light. The cells are 7 feet 2 inches by 4 feet, and are 6 feet 8 inches high. In the oldest and largest cell block the 540 cells are narrower by 6 or 8 inches.

Even an appearance of cleanliness is difficult to maintain in both cells and corridors.

"East Hall" the oldest part of the prison, was built in 1845; the other cell blocks were built about 1875.

The "Isolation Cells" are in a one-story building, completely cut off from the rest of the prison. There are 26 cells, 11 by 7½ feet.

**3. Commissary.**—The mess hall is large, well lighted and ventilated. It seemed clean and well cared for. The men are seated at tables all facing one way. Agate-ware is used at table.

Part of the old kitchen has been remodelled and equipped in first-class shape. The rest of the kitchen and bakery, both the rooms themselves and much of the equipment, need the same overhauling to bring them up to modern institutional standards.

**4. Workshops.**—The workshops in the east end of the yard are, for the most part, two and three story buildings.

In the cotton shop, which employs the largest number of men, none of the conditions are found that are outlined by the Department of Labor, in Bulletin No. 251—"Preventable Death in Cotton Manufacturing." The regular weave shop and other buildings used temporarily in that connection, are not up to modern factory conditions. The dye shop is unspeakably bad and ought to be replaced by a shop suitable for that purpose.

Under the supervision of an outside engineer, the construction of a modern shop is now under way. All of the work is being done by inmate labor. On completion of this shop, which will house a large part of the prison industries, working conditions should

approximate modern factory conditions on the outside.

**5. Hospitals.**—There are two hospitals—the General Hospital in the prison, and the Tuberculosis Hospital on a high hill about a quarter of a mile behind the prison.

The General Hospital occupies the building across the center hall from the guard room, and has four wards and several rooms for one or two patients. There is also a large ward for tubercular patients connected with the top floor of the hospital. The hospital building also contains operating rooms, dispensary, x-ray room, dental office, laboratory, hospital kitchen and doctors' offices. The hospital is adequate in every way for its purpose, but it has no proper fire protection.

The Tuberculosis Hospital, built by inmate labor, was opened in 1918. The end building, with doctors' offices, operating room, laboratory and dispensary, is joined by a bridge to the main building containing a very large, perfectly lighted and ventilated dormitory, with 175 beds, first-class shower-bath facilities, separate rooms for advanced cases, and an open porch in front. Opening from the dormitory is a mess hall—cheerful, and well lighted and ventilated—a hospital dining-room rather than a prison mess hall. Men are seated at either side of the table like other human beings. The kitchen and store rooms are adequate and well cared for.

An exercise yard, enclosed by a wire fence, adjoins the hospital. The patients are required to exercise daily from 8 A. M. until 4 P. M.

As a whole, this hospital, unapproached by that of any other state for a like purpose, is a fitting monument to the late Dr. Ransom, who gave his life to the State of New York for the care of its imprisoned men.

**6. Chapel.**—The assembly room, also used as a chapel, is on the second floor of the mess hall wing, and is entered from the center of the cell blocks. It is adequate in size, well lighted and ventilated; but it has little, if any, religious atmosphere.

**7. Farm.**—Although the State has a very large tract of land, but very few acres are suitable for farm purposes. About twenty acres only are cultivated. The farm has large dairy barns and piggery; and the dairy is able to supply milk for the hospital for the entire year, averaging 375 quarts a day.

## II

### OFFICIALS

**1. Control.**—Clinton Prison is under the control of the State Superintendent of Prisons.

**2. Warden.** The Warden is Harry M. Kaiser. This is his second term as Warden of Clinton Prison. He was formerly Sheriff of Erie County, and Superintendent of the Penitentiary of that county. He was Warden of Clinton from August 24, 1911, to July 10, 1913, and after the death of Warden Trombly in February, 1920, was reappointed April 25, 1920.

**3. Principal Keeper.**—The Principal Keeper is A. J. Granger, who has had 7 years' experience at Clinton and Great Meadow prisons. From the lat-



ter he was transferred back to Clinton and made Principal Keeper in 1923.

4. **Guards.**—There are 104 guards at the prison, including those at the Tuberculosis Hospital.

5. **Other Employees.**—Other employees include a chief physician and staff, resident and visiting chaplains, a civilian head teacher, 8 clerks, 5 foremen, 3 firemen, a chief engineer and 3 who are classed as hospital attendants.

6. **Salaries and Pensions.**—The salaries paid are as follows: Warden, \$5,000, with quarters and maintenance; principal keeper, \$2,250 and room; guards, \$1,400 to \$1,800; chief physician, \$3,500, and chaplain, \$2,000.

After 25 years of service employees may be retired at half pay, at the option of the Superintendent of Prisons.

### III

#### PRISONERS

1. **Population.**—On January 14, 1924, there were 1,279 men. The analysis of inmates given in the last printed report of the Superintendent shows that of 1,360 men then in prison, 979 were born in the United States and 381 in 38 foreign countries (Italy 117, Russia 59, Germany 27, etc.).

2. **Classification.**—Every prisoner on entrance is examined by the doctor and classified as to fitness for work.

3. **Insane.**—On recommendation of the head doctor, inmates judged insane are transferred to the

Dannemora State Hospital, an institution adjoining the prison on the east.

### IV

#### DISCIPLINE

1. **Rules and Regulations.**—Clinton is the "discipline prison" of the State. Its regimen has always been more strict than that of the other prisons. While the "silent system" is no longer enforced and there are other minor modifications, the discipline of the prison as a whole is very much as it has been for years—a rigorous and repressive one.

The state pays postage on one letter a week and inmates may write two additional letters weekly. They may receive newspapers and magazines directly from the publishers.

The distant and inaccessible location makes restrictions on the number of visits of less importance than in most prisons. The use of the stalls built on either side of a wired aisle is said to be confined today to known drug addicts. Other men receive visitors on opposite sides of tables along the center of which is a glass partition some eighteen inches high. Visits are held in the guard room.

2. **Punishments.**—Loss of "good time," of compensation, and of privileges for 30, 60 or 90 days are used. Men are locked either in their own cells or in screen cells on the "flats" of the east and west halls.

The isolation cells, in a separate building behind the east hall, are again in use after being closed for

several years. Men are confined here both for protection and punishment.

Men when locked in screen cells or the "cooler" have no reading matter, tobacco or any recreation or exercise privileges. They cannot receive or send mail.

## V

## HEALTH

1. **Doctor.**—There is a chief physician, with two assistants and an intern.

2. **Hospitals.**—The two hospitals (General and Tuberculosis) are models of what prison hospitals should be and are adequate for the care and cure of the sick.

3. **Diet.**—While the regular diet of the prison is about the usual average of prisons, it is not up to the standards of several covered in this report. The hospital diet is good.

4. **Baths.**—The bath house, a wing opening into the west hall, is well supplied with showers. There is but one regular bath period weekly. The commissary workers bathe twice weekly.

5. **Recreation.**—During the summer there is a daily recreation period of two hours, and four hours on Wednesday, Sunday and holiday afternoons. There are no recreation periods in winter. The space is fairly adequate. Aside from baseball, there are few organized games.

6. **Entertainments.**—In the winter there are two moving picture shows weekly. The inmates stage a show once a year. There are occasional outside en-

tertainments. The Tuberculosis Hospital patients have moving pictures twice a week throughout the year, and a radio outfit.

The moving pictures are shown the prisoners in the afternoon; in the evening to the community. This method is used to raise money to pay for the cost of summer recreation.

7. **Water Supply.**—The inadequate water supply constitutes a very serious problem.

## VI

## INDUSTRIES

1. **Character.**—The state-use system of industries prevails here as in all prisons of the State.

2. **Vocational Training.**—There is no vocational training.

3. **Employment.**—On account of the burning of one of the large shops a considerable number of men are idle and confined in their cells, except for a brief period in the yard in connection with the daily bucket drill. This condition will continue until the completion of the new work shop makes possible the employment of all the men.

Distribution of labor on January 5, 1924, was as follows:

In Maintenance.....	275	Cotton.....	168
Non-productive:		Dye.....	12
doctor's orders, band,		Wood.....	31
school, etc.....	415	Machine and Repair...	16
Shirt and Clothing...	54	New Construction....	23
Weaving.....	200	Other Work.....	85

4. **Compensation.**—The Empire State pays its imprisoned workmen one and one-half cents a day.

## VII

## EDUCATION

1. **Library.**—The library has some 7,000 volumes. The condition and variety of the books seemed somewhat better than in most prison libraries. Men may have two books a week.

There is a separate library in connection with the Tuberculosis Hospital. Patients may have books whenever they desire.

A few new books are purchased annually.

2. **School.**—The quarters of the school, over one of the shops, are pleasant, well lighted and ventilated.

The men are sent to school during the day—two groups in the morning and two in the afternoon. The regular work covers from the first to the sixth grade. A class has been organized in bookkeeping and stenography.

3. **Other Courses.**—A few men are taking correspondence school courses.

## VIII

## RELIGION

1. **Chaplain.**—There is a resident Catholic chaplain and visiting Protestant and Hebrew chaplains.

2. **Services.**—Catholic and Protestant services are held weekly. Jewish services, twice a month.

3. **Outside Agencies.**—Christian Science services are held weekly.

## IX

## TRAINING IN CITIZENSHIP

Prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

The amount spent from the state appropriation for the year 1922 was \$405,497.67.

## COMMENT

1. The outstanding feature is the admirable equipment of the general and tuberculosis hospitals. It is perhaps too soon to determine whether the high standards of medical service built up by the late Dr. Ransom will be maintained permanently; for, necessary as proper equipment is, the spirit in which the medical service is given is a no less essential, though less tangible factor, in the care of the sick. The morale of the prison as a whole is not calculated to assist the medical department in this respect.

2. A very marked improvement is found in the Commissary, where part of the kitchen has been thoroughly overhauled and brought up to modern institutional standards. The rest of the kitchen and bake shop need the same treatment.

3. The large use of inmate labor, in every phase of construction work of the new workshop should be economical to the State and afford considerable training to the men employed.

4. Recreation in prisons has contributed so much to mental and physical health that it has a recognized place in most prisons today. The time allotted to recreation during the summer months at Clinton is considerably less than in most prisons. During the winter no outdoor recreation is possible. Increased hours of recreation during the summer would improve both the health and morale of the men.

The cells are not large, but several hundred men have been confined in them both day and night since the fire destroyed the large workshop. This steady confinement, broken only by a daily bucket drill, by meals, and during the summer by short periods of recreation, will continue until the new shop now under construction is completed and equipped, which will probably not take place until some time in 1925.

This confinement is necessarily a severe strain on the health of the men. Some method should have been developed to employ these men and keep them out of their cells.

5. The location of the prison is quite ideal from the standpoint of health; but from most others it is much less desirable. The distance from large centers of population handicaps the industries. It makes transferring prisoners expensive to the State, makes visits of families to inmates rare. The character of the soil prevents the farm from becoming a

real help in an industrial way and from supplying the prison with green foodstuffs and vegetables at a slight cost to the State.

The village of Dannemora is made up almost exclusively of families of men connected in some way with the prison so that the guards and civilian employees are constantly under its shadow. Such a condition of living tends, in the course of time, to develop an official personnel inter-related by birth and marriage. This undesirable result has been long apparent at Clinton.

6. Much can be said for concentrating in one institution all prisoners known to be drug addicts. Men are sentenced from the northern counties of the State to serve their sentences in Clinton. Large numbers of men are transferred to this prison from the other prisons of the State simply as a means of distribution of prison population, and many others solely for reasons of health. But once there, except when in the Tuberculosis Hospital, all must be subjected to the same discipline—discipline planned for punishment and restrictions or regulations designed to prevent drug addicts from securing a supply of drugs. To state the case is to condemn it.

Using for this purpose the largest prison in a system that is frequently over-crowded ought never to have been done, and should be discontinued as soon as some other arrangements can be made.

7. It is quite natural that in this prison no attempt has been made to organize the inmate community to develop in its members a sense of any responsibility for good order and discipline. Such

training is essential, if the prison is to fulfil its function of safeguarding society; for it is the lack of the sense of social responsibility which is the chief factor in sending men to prison and its continued lack almost inevitably sends them back to crime.

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[No statement for publication was submitted by the Clinton Prison authorities.]

## GREAT MEADOW

July 1, 1923.

Great Meadow Prison is situated at Comstock, a station on the Delaware & Hudson Railroad, about 71 miles north of Albany. The site was purchased by the State about 1908 and consisted of 1,200 acres of woods and farm land, with a good-sized stone house and large barns, which last have now been removed. A huge cell block was built in 1910, but no shops or industrial plant have been added. The location is inconvenient; the soil is poor and ill-adapted for the purposes of a prison farm; and the institution has never been developed along any consistent plan.

### I

#### GROUND AND PLANT

**1. Buildings.**—The warden's house stands on an elevation, at the entrance to the grounds, about half a mile from the prison.

The prison proper consists of three parallel buildings: a mammoth cell block; a two-story building containing administration offices, chapel, hospital,

bathroom and laundry; and a third structure of one story containing the mess hall, kitchen, bakery and storerooms. A broad corridor connects the three at the center. This group of buildings is dominated by the cell block, which, from its height and great length, is impressive.

A row of dwellings, built of concrete blocks, at some distance from the prison, forms the quarters of the guards; and somewhat nearer the prison are the houses of the Deputy and the Doctor.

**2. Cell Block.**—In the center of the cell block is a large open space between the two wings. The corridors are spacious and the windows large; there are 1168 cells, measuring about 8 by 10 feet; the service corridors run through the center, back of the cells. The entire front of each cell is grated and each has an electric light, white enamel wash bowl, toilet with seat, and running water. It is probably the most impressive cell block in the country, and is fully equipped with all modern requirements. The lighting, heating, and sanitary arrangements are admirable.

**3. Commissary.**—The kitchen, bakery and storerooms are well planned and adequately equipped. The mess hall is large and airy, and the prisoners are seated at ordinary tables, like human beings. At one end of the mess hall is a large stage for use in entertainments.

The entire commissary department is modern in the details of its equipment.

**4. Workshops.**—The only workshop is the mat factory situated under the laundry in a half base-

ment, where, in addition to a low ceiling, there are many large steam and water pipes, so that in places there is insufficient headroom. The room was never intended for a workshop.

**5. Hospital.**—The hospital is on the second floor of the administration building, with the doctor's office adjoining.

**6. Chapel.**—A suitable chapel has never been provided. Services are held in a small room at the north end of the administration building. It can seat only a small percentage of the prison population.

**7. Farm.**—281 acres are under cultivation and 607 utilized for grazing. There is a herd of 50 milch cows. Unfortunately the soil is of such character that it is not adapted to produce the crops most desirable for prison use, such as potatoes and beans; so these staple articles of prison diet have to be purchased.

## II

### OFFICIALS

**1. Control.**—The control of New York State Prisons lies in the Superintendent of Prisons.

**2. Warden.**—The present Warden is William Hunt, who has held the office since January, 1920. Before his appointment as Warden of Great Meadow he had 12 years' experience in correctional work, having been 3 years a jailor, 3 years Superintendent of the Erie County Penitentiary in Buffalo, and 6 years Commissioner of Charities and Corrections of that city.

3. **Deputy.**—The Deputy is George Siebert, for many years a guard in Auburn Prison. He was appointed Deputy on August 1, 1922.

4. **Guards.**—There are 48 guards, or one for every 11+ inmates. They are appointed by the warden, under civil service rules, with the approval of the Superintendent.

5. **Other Employees.**—Other employees include physician, dentist, resident and visiting chaplains, shop foremen, clerks, farm superintendent, and teacher.

6. **Salaries and Pensions.**—The salary of the warden is \$5,000 a year, with quarters and maintenance; deputy, \$2,250; guards, \$1,400 for the first year, with a yearly increase of \$100 until the maximum of \$1,800 is reached; doctor, \$2,750; dentist, \$500; chaplain, \$2,100; part-time chaplains, \$750; shop foremen, \$1,320; clerks, \$1,500 to \$1,650; farm superintendent, \$1,572, and teacher, \$1,800.

There is a pension law which provides for pension at half pay after 25 years of service, at the option of the Superintendent of Prisons.

### III

#### PRISONERS

1. **Population.**—No men are sentenced directly to Great Meadow Prison; they are transferred from the other three prisons of the State.

The following conditions formerly governed the transfer of men to Great Meadow: (1) none but

first termers; (2) none with long terms to serve; (3) none sentenced for the more serious crimes; (4) none afflicted with any kind of disease; and (5) none with bad prison records. Thus the prison community at Great Meadow was a carefully selected one. At present these requirements are not rigidly adhered to.

On July 1st there were 547 prisoners at Great Meadow, the following being the approximate percentage of nativity: New York State, 45 per cent; other states, 19 per cent; Italy, 16 per cent; other foreign countries, 20 per cent.

2. **Classification.**—There is no system of classification.

3. **Insane.**—Insane prisoners, upon recommendation of the doctor, are transferred to the Hospital for Criminal Insane at Dannemora.

### IV

#### DISCIPLINE

1. **Rules and Regulations.**—Great Meadow Prison was for many years widely advertised as a remarkably successful instance of the "Honor System," but at present it does not differ materially from the other prisons described in this book.

2. **Punishments.**—The Warden reports that the punishments consist of confinement of the offender in his own cell upon bread and water, from one to ten days, with loss of compensation and "good time."

In addition to this, transfer to Clinton Prison is resorted to for trouble-makers.

## V

## HEALTH

1. **Doctor.**—There is a resident doctor and a dentist on part time.

2. **Hospital.**—The hospital is adequate in size and fairly well equipped, but not up to the standard of modern prison hospitals.

3. **Diet.**—The diet is about the same as in other penal institutions, except that the prison farm supplies a considerable amount of green produce in the summer and much is canned for use in the winter months.

4. **Baths.**—The bath house has 59 showers in separate compartments, with a small dressing room in front of each. Baths are allowed once a week.

5. **Recreation.**—The yard is only 150 by 250 feet, made by running a concrete block wall between the north cell block and the administration building, the corridor forming the fourth side. The freedom of the yard is given daily in summer—two hours on week days, half a day on Saturdays, and all day Sundays and holidays. There is daily baseball practice, and games with outside teams on Saturday afternoons on a diamond outside the prison enclosure.

6. **Entertainments.**—Moving pictures are shown in the mess hall two or three times a week during the winter months.

An occasional outside entertainment is given, and once a year the inmates stage a show of their own.

## VI

## INDUSTRIES

1. **Character.**—The only manufacturing industry at Great Meadow is mat making, which is pursued under conditions that would render any labor ineffective. The room was never intended for a workshop and is utterly unsuited for the purpose. The prison authorities are to be commended for establishing the industry at all under such disadvantages.

There is a stone quarry about half a mile from the prison.

The most obvious need of the institution is for adequate workshops, so that a large number of men need not be idle or do half-work.

2. **Vocational Training.**—There is no vocational training.

3. **Employment.**—Data not supplied.

4. **Compensation.**—The Empire State pays its imprisoned workmen one and one-half cents a day.

## VII

## EDUCATION

1. **Library.**—There is a library with upwards of 3,000 volumes, under the care of the chaplain.

The prison takes 48 of the best weekly and monthly magazines. This is an admirable feature, and one much appreciated by the men.

2. **School.**—There is a school, having grades from the first to fifth, with a civilian head teacher and four inmate assistants.



3. **Other Courses.**—Three men are taking correspondence courses.

## VIII

## RELIGION

1. **Chaplain.**—There is a resident Protestant Chaplain; also visiting Catholic and Hebrew chaplains.

2. **Services.**—Regular Protestant and Catholic services are held on Sundays, and Hebrew services twice a month.

3. **Outside Agencies.**—Christian Science services are held weekly on Sunday afternoons.

## IX

## TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

Expenditures for the year ending June, 1922, amounted to \$261,467.37.

## COMMENT

1. The most striking feature of Great Meadow Prison is its enormous cell block, the huge mass of which dominates the landscape from every direction.

Its great size makes it very imposing; but for practical purposes of administration, smaller units would be more desirable.

The cell block, the commissary department, and the wing now used as an administration building, are quite up-to-date in construction; but they are not as clean and well kept as many of the older prisons covered by this book, where the problem of upkeep is unquestionably much more difficult.

2. There are no workshops, although one low basement room is used for that purpose.

The soil of the farm is not well adapted for raising suitable crops. At best a farm cannot employ steadily any large proportion of the prison population.

It has not been possible, therefore, to avoid a serious amount of idleness throughout the year, especially during the winter months.

Some provision should be made for sufficient and systematic employment. Appropriations for workshops would be more useful than for erecting an expensive high wall around the entire place, as proposed. In an "Honor Prison," where most of the inmates are short-term men, a wire fence would be sufficient barrier, if any were needed.

3. The hospital is not up to the standard of other New York prison hospitals, either in equipment or upkeep; many former prisoners have stated that the medical service as a whole is in no way comparable to that of Auburn, Sing Sing, or Clinton. The condition of the hospital would seem to substantiate these statements.

The medical service should at once be brought up to a proper standard.

4. The rectangular recreation yard is entirely too small. A wire fence erected around the field now used occasionally for baseball games would make available ample space for regular use.

In winter, in order to let unemployed men out of their cells, one side of one end of the cell block is fenced off and the men herded here for several hours daily. The sanitary conditions soon become intolerable. It is difficult to see why the entire space could not be used. The cell doors could be locked, after the men were out, if desirable.

5. The location of the prison, while healthful, is so isolated that the guards and their families make up practically the entire outside community—a condition always undesirable.

6. No effort has been made to organize the inmate community so as to develop in the prisoners a sense of responsibility for good order and discipline.

It is a sobering fact that in this, the most modern prison in the State, and one generally regarded as a model, there is less to commend than in any of the others.

Even when the other prisons have been seriously over-crowded, Great Meadow has not been full; due in part to lack of employment, but also in part, apparently, to a continuance of the policy of making so many conditions requisite to transfer from other prisons that many hundreds of prisoners are ineligible. The pretence of Great Meadow's "Honor System" was always fraudulent; it is time to make it

a part of a well-rounded scheme of prison administration, along with other New York prisons. At present it remains apart—neither one thing nor the other—and serves but little useful purpose in a general scheme of prison administration.

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[No statement for publication was submitted by the Great Meadow Prison authorities.]

## AUBURN WOMEN'S PRISON

July 21, 1923.

The New York State Prison for Women is situated in Auburn, occupying the buildings of the former Hospital for Insane Criminals. It is located west of the grounds of the Men's Prison and occupies an area of about five acres. The prison is a long building of two stories, built of gray limestone, with two wings extending to the south. It stands at some distance from the street and is built in a severe, unimpressive style. It dates from 1868, and became the women's prison in about 1894.

### I

#### GROUND AND PLANT

1. **Buildings.**—In the center are the offices, with the Superintendent's quarters above. On the right is the cell block occupying the western part of the main building and the west wing. At the left is the hospital on the first floor, and additional cells on the second. From the center projects a second wing, or rather, a connecting building of three stories, containing on the lower floor, kitchen, bakery and store rooms; on the second floor a workroom; and on the third, the chapel.

## N. Y. STATE PRISON FOR WOMEN 235

2. **Cell Blocks.**—In the main building the corridor runs along one side, with the cells opening off it. In the west wing there are cells on both sides of a center corridor. The cells, 130 in number, measure 10 by 12 feet and are 12 feet high. They are rooms rather than cells. Each one has a large grated outside window. The doors are of wood with bars in the upper panel.

The rooms have electric lights, but no running water. Each corridor has a wash room, baths, and toilets.

The women are allowed to fix up their rooms according to their means and taste.

The corridors and rooms appear to be scrupulously clean and well kept.

3. **Commissary.**—There is no mess hall; meals are served in the broad corridors at tables seating about a dozen.

The kitchen, in the first floor of the center wing, is well lighted and ventilated, clean and well equipped.

The storerooms are adequate and in excellent order.

4. **Workshops.**—The only workshop is on the second floor of the center wing. It is large, light, and well ventilated.

5. **Hospital.**—The hospital, on the first floor of the main building, is adequate for its purposes.

6. **Chapel.**—The chapel is on the third floor of the center wing. It is small, seating only about 125 persons. It has the singular distinction among prison chapels of having considerable religious at-

mosphere and is used almost exclusively for religious purposes.

## II

## OFFICIALS

**1. Control.**—The official head of the institution is the Warden of the Auburn (men's) Prison; all records are kept by him and he is the official channel of communication between the Prison and the Prison Department in Albany.

**2. Warden.**—The actual management of the prison is in the hands of the Superintendent, who is appointed by the Superintendent of Prisons. The present incumbent is Dr. Frank L. Heacox, who is also head physician of the men's prison.

Dr. Heacox is a graduate of the Jefferson Medical College of Philadelphia, Pa. He has had 18½ years of institutional experience, having been 7 years at Napanoch Reformatory, 11½ years at Auburn, including 1½ years as head of the Women's Prison.

**3. Deputy.**—The Head Matron is Jennie Curtis. She has entire charge of the discipline and ordinary running of the institution. She has had 12 years experience in prison work.

**4. Matrons and Guards.**—There are 9 other matrons, appointed under civil service rules by the warden, with the approval of the Superintendent of Prisons.

There are 3 guards, detailed from the men's prison, serving at the gates and as watchmen.

**5. Other Employees.**—There are 6 other employees—1 engineer, 3 firemen, and 2 watchmen. All the office records are kept at the men's prison.

**6. Salaries and Pensions.**—The salaries are as follows:

Superintendent, \$250 a year (in addition to his salary as Prison Physician), with quarters.

Head Matron, \$900 a year, with quarters and maintenance.

Matrons, \$600 a year, with quarters and maintenance.

Pensions are under the same rules as the other New York prisons.

## III

## PRISONERS

**1. Population.**—There are 96 women prisoners at Auburn; one-third of these are colored.

**2. Classification.**—The only classification is according to conduct; in the First Grade are 93; Second Grade 2; Third Grade, 1.

**3. Insane.**—Upon recommendation of the physician, insane prisoners are transferred to the Matteawan State Hospital, there being no provision for women at Dannemora State Hospital.

## IV

## DISCIPLINE

**1. Rules and Regulations.**—The rules laid down by the Superintendent of Prisons for the prisons of

the State are in force at the Women's Prison; but there is a wide margin of independent action by the head of the prison. The discipline is strict, but not severe. The silent system does not prevail.

**2. Punishments.**—Punishments consist chiefly of loss of privileges, but may include confinement to room and restriction of diet.

## V

## HEALTH

**1. Doctors.**—The doctor of the Women's Prison is the Superintendent. The dentist of the men's prison comes regularly once a week and upon call.

**2. Hospital.**—The hospital is cheerful, clean and thoroughly well kept.

**3. Diet.**—The food, being cooked by women, in comparatively small quantities, is more palatable than is usual in prisons.

**4. Baths.**—There are baths in each corridor—two or three tubs. One bath a week is required. Prisoners may bathe oftener if they desire.

**5. Recreation.**—In summer there is a short period of recreation every day, after dinner, and in the afternoons, after work, until dark; also on Saturday and Sunday afternoons.

During the winter months games are played in the corridors up to 7:30 P.M. The space is ample for recreation, and there is equipment for tennis, volley ball, croquet, etc. There is a phonograph, and dancing is permitted on a broad concrete walk between the wings.

**6. Entertainments.**—Moving pictures are shown three times a week, out of doors in the summer, in the workroom in the winter. There is an occasional outside entertainment; and an inmate show is staged twice a year for outsiders (women only), the funds so raised being used for recreational supplies.

## VI

## INDUSTRIES

**1. Character.**—The state-use system is in force. The women prisoners make sheets, pillow-cases, shirts, mattresses, etc.

**2. Vocational Training.**—There are classes in dietetics and home nursing running for a year each. Each woman takes one course one year and the other the second year. These courses are prepared by the Red Cross. This is in the direction of genuine vocational training and is highly commendable.

**3. Employment.**—The women are employed as follows:

Industries.....	31
Maintenance.....	33
Laundry.....	16
Garden.....	12
School.....	2
Clerks.....	2
	—
	96

**4. Compensation.**—Like the men prisoners of New York State, the women get one and one-half cents a day.

## VII

## EDUCATION

1. **Library.**—There is a library of about 1200 volumes under the care of the Head Teacher. The books are in reasonably good condition and of a somewhat better class than is usual in prison libraries. \$100 a year is expended for the purchase of new volumes.

2. **School.**—There is a school supervised by a civilian head teacher, with classes from the first to seventh grade, compulsory for illiterates and lower grades.

3. **Other Courses.**—There is a class in stenography and typewriting, taught by an inmate.

## VIII

## RELIGION

1. **Chaplain.**—The chaplains of the men's prison serve also in the Women's Prison.

2. **Services.**—Catholic and Protestant services are held weekly, on Sundays. Prayer meeting is held in the middle of the week. There is a Jewish service twice a month.

3. **Outside Agencies.**—Christian Science services are held weekly on Sunday afternoons. Bible classes are held during the week.

## IX

## TRAINING IN CITIZENSHIP

In the year 1914 a League was started in the Women's Prison, and the response of the prisoners

was remarkable and encouraging; but so much opposition on the part of the matrons was encountered that, on advice of outside friends, it was discontinued by vote of the prisoners.<sup>1</sup>

## X

## COST

The cost of the Women's Prison is given as \$46,839.98 for the fiscal year ending June, 1921—the latest figures available.

## COMMENT

1. It is interesting to note that of the approximately 5,000 state prisoners in New York, the average number of women is not over 100. It is, moreover, quite probable that the Women's Prison at Auburn is the largest in the country.

The number of prisoners makes the method of handling quite different from that usual in men's prisons. Aside from the bars on the windows and the half barred doors, the atmosphere is not unlike that of a hospital. The prison is scrupulously clean and orderly; the cells are rather small rooms which each inmate, within limits, is permitted to decorate and furnish as she desires.

2. The chapel is one of the few found in prisons that has any suggestion of worship, or that is well suited and reserved almost entirely for that purpose.

<sup>1</sup> For the full history of this interesting episode in prison history see "Society's Misfits" by Madeline Z. Doty. Century Co., 1916.

3. The work in the bake shop, laundry, or the sewing, has possibly some vocational value; but the type of institutional work and life, as found at the Women's Institution at Muncy, Pa., seems better adapted to rebuilding the inmates. The development of such an institution would involve moving the prison into the country.

4. The provision for increased recreation will undoubtedly react beneficially on physical and mental health. A state appropriation for recreational equipment would seem quite justified.

5. The salaries of the matrons are low, as they are given quarters and maintenance in addition to their pay—an arrangement that seems, on the whole, very undesirable. It tends to keep the matrons in the prison atmosphere even when off duty. A better plan, and probably in the long run not more expensive to the State, would be to pay them an adequate wage and let them live outside the prison. Sufficient pay and a more constructive programme might make the position of matron appear better worth while to women who have been hitherto uninterested or repelled by this work.

6. The management and discipline of the prison are very much improved over those of a few years ago. The physical welfare of the inmates seems to be well cared for.

A number of years ago the Mutual Welfare League principle was tried out in the Women's Prison. The women responded very heartily. But the League idea requires the cooperation not only of the prisoners, but of the prison officials as well. The opposi-

tion of many of the matrons, including the head matron, finally led those interested to advise the disbanding of the League; and the women so voted. The women showed that, under proper conditions, they would respond, and certainly would be benefitted as much as the men, by an organization of inmates which would develop a sense of individual responsibility for good order and discipline, through participation in the conduct of inmate community life.

It is very desirable that all connection between the Women's Prison and the Auburn Prison for men should be severed. It would be quite practicable to combine the Women's Prison with some other state institution for women.

A recent law requires the appointment of a male physician as Superintendent of the Women's Prison. Without any reflection on the present Superintendent, it seems that a woman should be in charge of a woman's institution.

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[No statement for publication was submitted by the authorities of Auburn Women's Prison.]

### HOSPITAL FOR INSANE CRIMINALS<sup>1</sup>

The New York Hospital for Insane Criminals is situated at Dannemora on grounds adjoining Clinton Prison. A report on such an institution should be drawn up by alienists. It is hoped that such a report may be included in the next issue of this Handbook.

The State Institution for Mental Defectives at Napanoch, is omitted in this issue for similar reasons.

### WINGDALE

The buildings at Wingdale, planned originally as a prison to supersede Sing Sing, have been turned over, upon the recommendation of Governor Smith, to the State (Insane) Hospital Commission.

The Wingdale Prison project was ill-considered, undesirably located, badly planned and in every respect unsatisfactory as a prison. It is a good example of the loss to the State resulting from lack of a genuine constructive prison policy.

<sup>1</sup> This is sometimes confused with the Hospital for the Criminal Insane at Matteawan. The latter is for the insane who commit crime; the former for prisoners, who, while serving their sentences, are declared insane.

### PENNSYLVANIA

Eastern Penitentiary  
Western Penitentiary  
Rockview Prison



## PENNSYLVANIA

1. The Commonwealth of Pennsylvania is passing through the phase of administrative development, characteristic of other progressive states, which seeks a greater unity and centralization of administration. Prior to 1915, every state penal and correctional institution was a law unto itself, the only bond connecting them being the authority of the governor who appointed the boards of inspectors or managers by whose authority the institution was governed. Each board appointed the warden or superintendent and determined the policy of the institution over which it presided, with the result that no two of the institutions were governed on the same principles either of policy or administration.

The first step toward unification was taken in 1915 when the General Assembly created the Prison Labor Commission with the duty of providing employment for the inmates of the two penitentiaries, the Huntingdon Reformatory and any other correctional institution that should be established by the Commonwealth. In 1921, the powers of this Commission were transferred to the newly created Department of Public Welfare, which was also invested with extensive supervisory authority over the penal and cor-

rectional as well as over the medical and charitable institutions of the State.

2. It is to be hoped that the laws defining the functions and powers of this central authority, now known as the Department of Welfare, represents only a temporary phase in its development. For, apart from its inquisitional powers and its control of the prison industries which it may establish or take over, including the fixing and payment of wages for work on such industries, the department has little real power over the institutions. These are important exceptions, it is true, and leave open a field of great usefulness; but they leave untouched the most important elements of prison administration. Thus, while the department may approve or disapprove of such by-laws, rules and regulations for the management of an institution as the board of trustees may deem wise, it has no power to alter or abolish rules already in effect or to compel their observance. It may approve or disapprove of all plans for the erection or substantial alteration of any institution, but it is helpless in the face of existing conditions which the trustees refuse to change. It may prescribe standards and methods of administration for the betterment of the inmates and may "direct" the officials to correct objectionable conditions in any institution, but it is powerless to put its prescriptions and directions into effect. It may supervise or direct the transfer of prisoners from one penitentiary to another, but only where the governing boards of the two institutions have agreed on the desirability of such transfer. Having no voice in

the appointment of the trustees or in the selection of the warden or superintendent, the Department possesses no effective means of directing the policy of the several institutions, or coördinating their aims and methods so as to produce a consistent prison system for the State.

3. The Secretary of Welfare is Dr. Ellen C. Potter. The Director of the Bureau of Restoration is Mr. B. L. Scott.

The salary of the former is \$10,000; and the latter \$5,000.

## EASTERN PENITENTIARY

December 14, 1923.

The Eastern Penitentiary is situated in the north-western section of Philadelphia, on Fairmont Avenue. The city has grown close around the walls, rendering the site extremely undesirable for the community as well as for the prison. It was built in 1821 and is therefore one of the oldest prisons in the country. The outside walls enclose a city square and are so high that no buildings can be seen from the streets. There is no impression of architecture except a blank stone wall with a massive gateway—the only entrance to the prison.

The prison, at present writing, is undergoing a very complete overhauling; the entire plant is being renovated, the personnel changed, and the system of management reorganized.

### I

#### GROUND AND PLANT

**1. Buildings.**—The prison was originally built to house men according to the so-called "Philadelphia

System"—solitary confinement. Each prisoner had a cell to himself, with a small court connecting for air and exercise. Here he spent his entire prison term, seeing none but the keeper and the chaplain.

This system led to the development of a curious type of building—a series of corridors with cells on either side, radiating from a common center. One guard standing at the center can see to the end of every corridor; and when the additional wings were added an ingenious arrangement of mirrors still enabled the guard at the center to have under constant observation the entrances to all the cells. At the Eastern Penitentiary there are twelve corridors, some of them of two stories, but most of them of one. A great amount of space is used up by these long buildings, spreading in all directions from the center, so that the yard area is very limited and irregular, affording no convenient space for the erection of workshops, mess hall or other buildings necessary to a modern prison, and no room for proper exercise and recreation.

The offices are inside the south wall to the right, and the deputy warden's quarters to the left, on entering.

**2. Cell Blocks.**—The cells, 800 in number, open from both sides of the corridors and measure 15 by 8 feet, and are 10½ feet high. Each cell has a grated iron door and a solid wooden door. Since solitary confinement was abandoned, the cells usually have had more than one occupant. In some cases two cells have been thrown into one to accommodate several occupants.

These cells now have running water and toilets and are lighted by electricity. The small courts have in most cases been blocked up and turned to other uses. The only ventilation the cells have is through the skylights in the roof.

**3. Commissary.**—Until recently the prisoners were fed in their cells—the food being carried in large, wheeled buckets. There are now two mess rooms, formed from the old exercise courts. They are long, low and narrow, and entirely unsuitable; but there is no building which can be used for the purpose and no place to build one, so the present arrangement simply makes the best of a bad situation.

The prisoners are seated on both sides of long tables with as much passageway between tables as the building allows.

The kitchen is in a separate building between the two mess rooms. It has been put in as good condition as fresh paint and thorough cleaning can put it.

The whole commissary department—mess rooms, kitchen and store rooms—in spite of all efforts to improve it, is and will continue to be wholly inadequate.

**4. Workshops.**—What is true of the commissary is true of the workshops—there is, and can be no way to get suitable places for industries without practically rebuilding the prison.

At present there are a few shops, most of them formed from some of the old cells or courts. The shoe shop is in a separate building connected with one of the wings.

**5. Hospital.**—The hospital has a not unpleasant ward of some 20 beds; a kitchen for hospital patients,

a good dispensary, and a first-class operating room. A separate section of the hospital is held for venereal patients, and there is a separate lavatory for these men. Tubercular patients are cared for in a well lighted and ventilated room on the second floor. There is a yard reserved for these patients, also an adjoining yard for venereal patients. The hospital has its own bath room where patients may bathe daily.

While the hospital as a whole is in quarters quite unsuited for the purpose, it may be said again that the best is made of a bad situation.

The operating room, laboratories and dispensary are up to the standard of modern institutional hospitals.

**6. Chapel.**—There is no adequate or suitable chapel; a small room seating about 400 men is used as such for Catholic and Protestant Episcopal services. Other services are held at the joining of the two corridors.

**7. Farm.**—There is no farm.

## II

### OFFICIALS

**1. Control.**—The prison is under the direction and immediate supervision of a board of nine trustees which has taken the place of the the old Board of Inspectors.

The personnel of the present Board is as follows:

Alfred W. Fleisher, Pres.

Dr. Herbert M. Goddard, Vice-Pres.

Henry N. Woolman, Sec'y and Treas.  
 Rev. Linn Bowman  
 Samuel R. Boggs  
 Ernest T. Attwell  
 Allen M. Matthews  
 W. Curtis Bok

**2. Warden.**—The Warden is Colonel John C. Groome, who was the organizer of the Pennsylvania State Police, of which he was the head for fourteen years. During the World War he served overseas as Colonel in the Signal Corps. He was appointed Warden by the former Board of Inspectors on June 9, 1923.

**3. Deputy.**—The Deputy Warden is Captain Herbert Smith, who is a captain of the State Police, but was detailed temporarily for special duty at the Eastern Penitentiary.<sup>1</sup>

**4. Guards.**—There are 92 guards appointed by the warden. There are no civil service requirements. The guards form practically a new force, under strict military discipline, organized by the present Warden. They wear a neat and handsome uniform and carry revolvers and cartridge belts. They have daily gun practice inside the prison.

**5. Other Employees.**—There are 38 other employees, including office men, chaplains, doctors, engineers, chef, etc.

A former matron, when there were women at the Eastern Penitentiary, now holds the position of forewoman of the tailor shop. This is the only case

<sup>1</sup> Captain Smith has resigned from the State Police, and has been appointed permanent Deputy Warden.

within our knowledge where a woman holds such a position. As in the case of the women nurses in New Jersey and Maryland, the experiment has raised the morale and has been satisfactory to all concerned.

**6. Salaries and Pensions.**—The following is a list of the salaries:

Warden	\$12,000 a year; quarters and maintenance
Deputy Warden	4,500 a year; quarters and maintenance
Ass't Deputy	3,500 a year; quarters and maintenance
Guards	1,500 to 2,000
Clerks	1,800 to 3,750
Moral Instructors	1,200 and 2,000 (part-time)
Doctors	2,400 and 3,000 and maintenance

There is a retirement pension of half pay after 25 years of service, or after 20 years at the age of 70.

### III

#### PRISONERS

**1. Population.**—There were on date of inspection 1,308 prisoners, 350 having been recently transferred to county institutions to lessen the over-crowding of the prison.

**2. Classification.**—There is no system of classification.

**3. Insane.**—Insane prisoners are transferred to a state hospital upon recommendation of the doctor.

## IV

## DISCIPLINE

**1. Rules and Regulations.**—There is no printed set of rules.

After many years of loose discipline and ineffective control of the prisoners, the present Warden has introduced a system of strict military rule among the guards. A strong effort is being made to avoid favoritism and to eliminate the drug traffic and other evils which have, for many years, permeated the prison.

Prisoners are allowed two visits a month; and special permission for extra visits can be secured. A visiting room has been arranged with a partition, wainscoting below and a fine meshed wire screen above, separating the prisoners and the visitors.

Prisoners are permitted to write two letters a month; more by special permission.

No newspapers are allowed.

**2. Punishments.**—Ordinary punishments consist of loss of privileges—yard recreation, moving pictures, etc.

For serious offenses men are placed in solitary confinement in "Bad Man's Row"—a special corridor set apart for the purpose. While a man is confined in one of these cells the wooden door is closed and the inmate is allowed no reading matter, is not permitted to work and is sometimes placed on a bread and water diet. He may write two letters a month but receive no mail nor visitors.

## V

## HEALTH

**1. Doctors.**—There are two doctors on full time; one always on duty. There is a dentist and druggist, both on part time, and a resident psychiatrist assigned by the Department of Welfare.

**2. Hospital.**—The hospital is not well situated or adequate; but it is clean, well managed and there is a kindly spirit in the doctor in charge, affecting the whole department so that it seems to fulfil its purpose.

**3. Diet.**—With the fitting up of the mess rooms the diet has been greatly improved, and is up to a reasonable standard.

In the bake shop they still mix dough by hand: an unclean and unsanitary process.

**4. Baths.**—There are baths in the end of each corridor. Three baths a week are compulsory, and men may bathe daily.

**5. Recreation.**—The unemployed men have a half hour of setting up drill and a half hour of recreation daily. There is a general recreation period from two to four on Saturday afternoons, and from ten to eleven on Sunday mornings.

The space available for recreation is much cut up by the various buildings and is very inadequate. Few prisons in the country have so little open space and that little so poorly adapted for this purpose.

**6. Entertainment.**—There is a band concert every evening from seven to eight-thirty.

## VI

## INDUSTRIES

**1. Character.**—The industries are under the State Department of Welfare. At present the plans of the Department are not fully developed, and only a small proportion of the men available are employed.

The printing shop seems to be the best shop in the prison and ranks high in comparison with other prison printing shops.

The industries employing the greater number of men are: the shoe shop, stocking department, printing shop, weaving, plumbing and steam-fitting, tailoring, and caning department. A small number of men are employed in making cigars.

**2. Vocational Training.**—There is no system of vocational training.

**3. Employment.**—The men are employed as follows:

Industries.....	261
Repairs, yard work, etc.....	156
Maintenance.....	274
Sick.....	47
Idle.....	570

In the endeavor to keep busy some of the otherwise idle men, some of the prisoners are permitted to run businesses of their own—paying other men for making beaded bags, neckties, inlaid woodwork, valises, traveling bags, etc. These are taken outside and sold.

**4. Compensation.**—Men working in industries under the State Department of Welfare receive from ten to fifty cents a day. Others receive no compensation.

## VII

## EDUCATION

**1. Library.**—There is a library of 10,400 volumes of the usual prison quality. It has not been in use in the last few months.

**2. School.**—One of the officers—called an overseer—is at the head of the school, which covers work from the first to the fifth grades.

**3. Other Courses.**—There are no other courses.

## VIII

## RELIGION

**1. Chaplains.**—There are two "Moral Instructors" on part-time.

**2. Services.**—Catholic services are held Sunday mornings at eight-thirty. Episcopal and other Protestant services, at nine.

**3. Outside Agencies.**—No outside agencies work in the prison.

## IX

## TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## Cost

The appropriation of the State for 1922 was.....	\$239,165.49
Received from Counties.....	339,537.73
Total.....	<u>\$578,703.22</u>

Against this amount should be credited the sum received from the manufactures of the prison which at present is paid to the state Welfare Department.

## COMMENT

I. An investigation by the Grand Jury of Philadelphia County in 1923, showed the Eastern Penitentiary to be in a thoroughly demoralized and dangerous condition; a condition long realized by those familiar with prison matters, but very little understood by the general public. As a result, the Prison Board was reorganized and the present Warden was placed in charge.

The new administration has brought about certain obvious improvements:

(a) The prison has undergone a thorough overhauling, and now gives evidence of cleanliness and sanitary regulation. The cells are in remarkably good condition, considering their age and inconvenient arrangement.

(b) Most of the old guards have been replaced by new and younger men. All officers are uni-

formed in a manner that is distinctly an improvement over the usual uniform of prison guards.

(c) The rearrangement of offices and workshops makes for better business management.

(d) Meals are served in an improvised mess hall, instead of in the cells. The men sit at long tables and conversation is permitted. The food is considerably improved.

(e) A beginning has been made in the development of more adequate industries. While it is as yet only a beginning, it is a step in the right direction. The industrial work, being directly under the charge of the State Department of Welfare, is practically independent of the prison management.

The development of industries is greatly handicapped by the old prison plant. There are no modern workshops and no space within the prison area to build them. At present, the industrial work is carried on, as best it can be, in buildings neither planned for nor adapted to their purposes. The printing shop has the best room and equipment.

(f) The hospital, also badly handicapped by having no suitable building, has been greatly improved. There are excellent offices, a first-class operating room and wards as good as the old building permits.

(g) There is an undoubted increase in administrative efficiency throughout the whole institution.

2. Every effort to improve conditions is, of course, greatly handicapped by the character of the



old prison and the impossibility of adapting it to modern needs and methods. It is unwise to spend money, except for necessary and temporary repairs, as it is manifest that a new prison must soon take the place of the present one. It should be placed on farm land, outside the city, but at not too great a distance. It is not desirable that the prison officials should be deprived of natural social relations and mental relaxation.

The valuable site of the present prison could be sold, or made available for other uses.

3. Many things at the prison are wrong, as even the most superficial visitor can see for himself; such as the antiquated cells; the restricted and inadequate space for workshops, mess hall and hospital; the absence of a chapel or assembly room; and the lack of space for recreation (although the prisoners make good use of the small areas available).

These are things for which the present prison administration is obviously not responsible.

4. Two old problems of the prison, idleness and over-crowding, have been met in a way that is interesting, though not convincing.

(a) To reduce over-crowding, many men have been transferred to county jails—where the idleness is even worse—and to the Western Penitentiary, where idleness and over-crowding already prevailed. It is needless to point out that this increases rather than diminishes the evil; and serious outbreaks which have occurred have been the natural results.

The women prisoners, formerly in the Eastern Penitentiary, were also dumped into county jails not equipped to care for them. They should be collected into an institution run along the intelligent lines of the Reformatory at Muncy.

(b) Efforts to reduce idleness are so commendable that it is unfortunate that the methods used are so questionable. The prison authorities have made contracts with private firms for caning chairs and about two hundred men are so employed. It is believed by some careful students of the state penal laws that this contract is in clear violation of the spirit of the state statutes dealing with prison labor.

For years prisoners have been permitted to make articles for sale. These were displayed in the prison and sold chiefly to visitors. Some prisoners made their own articles; others hired one or more inmates to assist them. To increase the sale of these goods a shop was opened in the city where they could be displayed. This development was made possible by an inmate of means who bought the articles from the prisoners and placed them in the shop for re-sale. It has proved so costly a venture that its future seems doubtful; it is certainly undesirable.

Both the contracts made by the prison authorities for the labor of prisoners and the efforts of the inmates to provide work for themselves, show the urgent necessity of an early development of an adequate industrial system.

5. The plan of organization of the Pennsylvania prisons is cumbersome and has the inherent defect of scattering instead of concentrating responsibility. The State Department of Welfare includes many institutions besides the prisons; its Bureau of Restoration has to deal with the prison industries, but has little or no power over the wardens. The governor appoints the nine members of each board of trustees. The board of trustees appoints the warden.

Efficient and business-like administration is difficult to secure without centering responsibility upon a single individual and giving him full power to carry out his policies. Then, the only question that remains is whether the single individual is competent and his policies intelligent.

The new administration of the Eastern Penitentiary, while it has brought about obvious improvements,—in the prison plant, in keeping the prisoners at work so far as possible, and in the morale of the prison guards,—has, like those of most other American prisons, failed to attack the deeper underlying problems of prison management. A prison where emphasis is placed upon the submission of the prisoners to superior force, and not upon their adequate training for a free life upon release, affords society but little protection.

Behind the military glamor, the target shooting and the office efficiency, what is going on in the minds and hearts of the inmates? That is the vital question. The authorities are using methods which have many times been proved worse than useless; they rest upon the theory that a man temporarily cowed

and subservient is permanently benefitted, and that vigorous "discipline" is an end in itself. Nothing could be farther from the truth; and nothing but ultimate failure can be the result. The Eastern Penitentiary, despite the efficiency of its management, remains a danger and not a safeguard, to the City and the State.

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[No statement for publication was submitted by the authorities of Eastern Penitentiary.]

## WESTERN PENITENTIARY

October 1, 1923.

The Western Penitentiary of Pennsylvania is situated in the "Wood's Run District" of Pittsburgh, fronting upon the Ohio River. While the location was doubtless satisfactory when the prison was built, the city has grown around it so that it has become a most undesirable site, both for the prison itself and for the community around it.

### I

#### GROUND AND PLANT

**1. Buildings.**—The prison consists of two large brick cell blocks joined by a central administration building. The warden's house stands in front, connected by a bridge. These buildings were built in 1884 and possess some architectural pretensions but very little artistic merit. From the ends of the cell blocks a high brick wall encloses some eight acres.

The workshops were destroyed by fire during a very serious riot in 1921 and have been replaced by iron structures of the portable type used in ordinary industries. These are very unsatisfactory, being hot in summer and cold and damp in winter.

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Some old buildings in the south half of the yard, not destroyed by the fire of 1921, are still utilized as hospital, chapel, kitchen, etc.

**2. Cell Blocks.**—The two cell blocks are the usual type of the period, having five tiers of cells; with service corridors between the rows for plumbing, ventilation and electric wiring. The tall windows give a reasonable amount of light and air and the buildings are heated by a hot air system.

There are 1,160 cells, measuring 8 by 8 feet and about 7 feet high. The cells have running water. The iron washbowls and seats are of primitive pattern and their condition is what might be expected after 40 years of prison use. Each cell has an electric light and a barred window as well as a door.

The limestone pavement on the "flats" has become very uneven and broken and is impossible to keep clean. The walls are well whitewashed and the cells have been recently repainted; but it is difficult to give the place an appearance of cleanliness.

There are 20 additional cells in the former women's prison which is now used for tubercular patients.

**3. Commissary.**—The storerooms and kitchen are located in one of the old brick buildings. They are kept in good condition, considering the age and type of the building.

The mess hall is in one of the new one-story portable buildings, at an inconvenient distance from the kitchen. Food is carried from one to the other in specially constructed food containers.

The old method of seating, in rows all facing one way, is still in force. The wooden tables, comparatively new, are very clean and the tableware is of well-kept aluminum. The single metal roof makes the room very hot in warm weather and drips with moisture in cold weather.

**4. Workshops.**—There are four workshops for the following industries: weaving, clothing, brush and broom. There are also a blacksmith and a shoe repair shop.

**5. Hospital.**—The hospital is located in one of the old brick buildings. It is ample in size and reasonably clean, but is lacking in the requirements of a modern institutional hospital. On the other hand, it has an unusually full equipment, including an X-ray machine.

**6. Chapel.**—The chapel, directly in the rear of the main building, is inadequate in size, utterly cheerless and with no religious character whatever. Its age and the character of its fittings make it look dirty, even when clean. In short, it would be a disgrace to any institution.

## II

### OFFICIALS

**1. Control.**—The prison is under the direction and immediate supervision of a board of nine trustees, which has taken the place of the old board of inspectors. They are appointed by the Governor for terms of four years, and receive no salaries.

The personnel of the present board is as follows:

H. D. W. English,<sup>1</sup> President  
 Mrs. Franklin P. Iams,<sup>2</sup> Vice-President  
 James H. Gray, Secretary  
 David T. McChail  
 Mrs. Rae Muirhead,  
 Harry G. Samson,  
 Harry H. Willock,  
 Leo G. Griffeth,  
 William E. Samkey.

**2. Warden.**—The warden is appointed by the Board of Trustees with the approval of the Department of Welfare. At present the office is held by John M. Egan, who came to the prison in 1910 as Clerk and Parole Officer. Before that he was a newspaper man. In 1920 he was Assistant Warden and in August, 1922, was made Acting Warden.<sup>3</sup>

**3. Deputy.**—The Deputy Warden is Joseph Puff, who, after serving in the Western Penitentiary for 25 years as a guard, was appointed Deputy Warden in 1921.

**4. Guards.**—There are 69 guards, appointed by the warden. There are no civil service requirements.

**5. Other Employees.**—There is a parole officer with two assistants; an auditor; a purchasing agent, and five other office employees. There is one foreman in charge of the shops.

**6. Salaries and Pensions.**—The salaries paid are as follows:

<sup>1</sup> Mr. English resigned in 1924.

<sup>2</sup> Deceased.

<sup>3</sup> Stanley P. Ash succeeded Mr. Egan in 1924.

Warden	\$6,000 a year; quarters and maintenance
Deputy	3,300 a year
Guards	1,500 to 1,680
Doctor	3,600 and 3,000
Dentist	1,200
Chaplain	3,300
Educational Director	2,600
Auditor	3,800
Office Employees	1,380 to 2,200
Steward	3,000

There is a retirement pension of half pay after 25 years of service, or after 20 years of service at the age of 70.

### III

#### PRISONERS

1. **Population.**—On October 1, 1923, there were 1,375 prisoners at the Western Penitentiary. Of these approximately 78 per cent were white and 22 per cent colored; also approximately 46 per cent came from Pennsylvania, 30 per cent from other states, and 24 per cent from foreign countries.

2. **Classification.**—The prisoners are divided into three classes: A, B, and C. All men are first placed in Class B; after six months of good conduct they are advanced to Class A. Class C is formed of those who are demoted from the other groups for misconduct.

There seems to be little, if any, difference in the privileges granted to the different classes; but a

man must be in Class A six months before he is entitled to apply for parole.

3. **Insane.**—Prisoners who develop insanity are transferred to the State Hospital by order of the court, upon application of the Board of Trustees. In the year 1922 there were 40 men so transferred.

### IV

#### DISCIPLINE

1. **Rules and Regulations.**—The present rules governing the prisoners of the Western Penitentiary were formulated over fifty years ago, and they are naturally obsolete and unenforced. This condition is manifestly undesirable for both the prison officials and the prisoners.

The present Warden and Board of Trustees are at work on a new set of rules, which it is hoped may bring the system of discipline up to modern standards.

The discipline at present is relaxed and a number of privileges are given; silence is not enforced and the freedom of the yard is permitted.

2. **Punishments.**—The use of the dark cells<sup>1</sup> in the basement has been discontinued; but screen cells are still used for "incurables."

It is stated that punishments are now confined to loss of privileges and imprisonment in the screen cells.

<sup>1</sup> These cells were brought into use again after the outbreak in February, 1924.

## V

## HEALTH

1. **Doctors.**—There is a resident doctor with quarters in the Hospital; and a dentist daily from 8:30 to 12 o'clock.

2. **Hospital.**—The hospital is perhaps kept in as good condition as it can be in an old building unsuited for the purpose. The wards have been recently repainted, refurnished and the floors recovered; but the general appearance is still cheerless.

3. **Diet.**—Until two years ago the prisoners were fed in their cells, and the present mess hall is a great improvement; but the necessity of carrying the meals out doors from the kitchen to the mess hall increases the usual difficulties of the prison dietary. The food, however, appears to be rather better than in most prisons. The steward is a trained dietitian; and the prison has the cooperation of the Margaret Morrison School of Domestic Science.

4. **Baths.**—The bath room is situated in the basement under the prison offices. It has sufficient showers and benches for dressing; but the location is inconvenient, the ceiling is low, and the ventilation inadequate. There is one regular bath period a week.

5. **Recreation.**—The unemployed are scheduled for three hours' daily recreation in the yard. General recreation periods are on Saturday and Sunday afternoons.

The equipment for recreation is unusually good. The space for general recreation is adequate. In

spite of a restricted field baseball is played. During the summer of 1923 there was a league of eight clubs and 74 match games were played.

6. **Entertainments.**—Moving pictures are shown in the chapel twice a week, in each case to half the population. Occasionally entertainments from outside are brought in, and the inmates are allowed to stage a show twice a year.

There is an inmate orchestra.

## VI

## INDUSTRIES

1. **Character.**—The industries of the prison are under the control of the State Department of Welfare. They consist of a limited amount of cotton goods weaving; making of prison clothing; and a small brush and broom shop. That there should be no adequate system of industries in the Western Penitentiary at this date, is a just cause for severe criticism of the past management.

2. **Vocational Training.**—The present industries present little field for effective vocational training. The Department of Welfare is working on this problem.

3. **Employment.**—The industries employ 129 men as follows:

Weave Shop.....	87
Clothing.....	34
Brush.....	2
Broom.....	6

about 9 per cent of the prison population.

In maintenance there are utilized 561 men, or 41 per cent of the population. This unusually large proportion of inmates engaged in merely running the institution is caused by lack of employment.

Forty per cent of the population, 551 men, have no employment whatever; when not in their cells, they are loafing or playing ball in the yard.

The bad effects of such a condition of things can hardly be exaggerated.

**4. Compensation.**—There is no general compensation. Men working for the State Department of Welfare receive from 10 to 50 cents a day.

## VII

## EDUCATION

**1. Library.**—There is a library (books and bound magazines) of 9,000 volumes under the charge of the chaplain. It is of the usual low standard of prison libraries. There is no provision for the purchase of new books or current magazines.

Prisoners are allowed a change of books once a week.

**2. School.**—There is no regular school, but there are two classes held in the prison chapel daily, with one of the guards as teacher. Attendance is voluntary. There are no inmate instructors.

**3. Other Courses.**—Some inmates are taking correspondence courses. Plans are under way for holding night school, under the direction of the University of Pittsburgh.

## VIII

## RELIGION

**1. Chaplain.**—There is a chaplain (Protestant) on full-time, and one (Catholic) on part-time.

**2. Services.**—Both services are held weekly. Jewish services are held on the regular Jewish holidays.

**3. Outside Agencies.**—There is a bible class once a week conducted by an unpaid outside teacher.

## IX

## TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

The cost of running the Western Penitentiary for the year 1922 amounted to \$760,848.50. Of this sum \$432,136.47 was assessed to the different counties for maintenance and the balance—\$328,712.03—paid by the State. (This amount included the prison at Rockview as well as that at Pittsburgh.)

## COMMENT

**1.** The medical department has been thoroughly reorganized. In addition to securing the services of

a competent resident physician, an advisory board of specialists has been formed.

2. The space available for recreation is a restricted one, but is made good use of. Out-door gymnastic equipment has been installed to a degree not found in any other prison.

Over-crowding has been reduced by sending more men to the Rockview branch.

3. The development of industries under the State Department of Welfare has been continued. While only a beginning has been made, it points the way to an adequate industrial system, something the Pennsylvania prisons have never yet had.

4. The rigorous and repressive type of discipline long in vogue here has been characterized recently as "hard boiled." It brought the results here which it invariably brings, desperation on the part of the inmates, with occasional riots, followed by increased severity on the part of the officials, and a more intense bitterness on the part of the inmates. While the riots were only occasional, the bitter spirit that prompted them was constant, though repressed.

A serious riot accompanied by arson and bloodshed, a few years ago, was followed by a change of wardens. The new warden, trained under the old system, not unnaturally continued the same general policy of discipline, although in a somewhat milder form.

A new Board was appointed, one that gave promise of meeting the problem intelligently, instead of

following the old policy of sitting on the lid. The members were interested and active, although for the most part without experience.

They failed to secure the cooperation of the warden in modifying, in any fundamental way, the spirit of the administration, but could not agree on a change of wardens; so that the situation has drifted along for over a year without any broad and constructive policy being developed or put into operation.

A competent and experienced educational director was secured, but the Board did not succeed in getting conditions so adjusted as to give him any fair chance for effective work.

Oddly enough, this same Board has permitted the General Superintendent of the Rockview branch to change the whole spirit of his administration. He has even been permitted to secure the cooperation of the inmate body by committees elected from their number. The morale of the branch prison is immeasurably above that of the main prison in Pittsburgh.

While the Board has permitted this progress to be made at Rockview, it has failed to get a solid grasp of the situation in Pittsburgh. Whether this is due to it having been blocked by the warden, or to a lack of unity on the part of the Board, or whatever may be the cause, the result is the same. There seems little reason longer to hope that this Board will, of its own volition, take effective steps so to change the spirit of the administration or raise the morale as to make this such an institution as



will afford the State the protection to which its citizens are entitled.

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[No statement for publication was submitted by the authorities of Western Penitentiary.]

## ROCKVIEW PRISON

October 7, 1923.

The Rockview Prison is located near Bellefonte, Center County, Pa., about 7 miles from State College, where the State owns 6,500 acres. Officially, it is a branch of the Western Penitentiary at Pittsburgh. A site in the open country is very desirable for a prison, but this location is at too great a distance from a center of population.

The top of a hill was cut down some fifteen feet, levelled off to give a commanding site for the erection of a huge bastile to care for all the prisoners in the State. The plan to have but one prison has now been given up, although part of the buildings have been erected for that purpose.

### I

#### GROUND AND PLANT

1. **Buildings.**—The plan for the prison was worked out on a large scale and some of the buildings are completed, some partly built, and others not yet begun.

Although the prison was to have been surrounded by a high wall, the plan called for underground pas-

sages connecting the cell blocks with mess hall, hospital and other buildings.

All buildings are constructed of reinforced concrete.

**2. Cell Blocks.**—Work has been done on but one of the cell blocks planned. This is about 60 per cent complete. It will have 500 cells, 9 by 7 feet, and 8½ feet high; each cell will be equipped with electric lights, running water and a toilet; the cells are large and the sanitary arrangements modern. Otherwise it is to be of the same type as the prison cell blocks constructed over a century ago.

**3. Commissary.**—The mess hall, built to seat 3,000 men, is completed but is being used for a dormitory. The basement of the laundry building is used for a mess hall. The white and colored men have separate mess halls. The kitchens are in the basement of the building intended for the mess hall. They appeared to be adequate in size and equipment.

**4. Hospital.**—A hospital is temporarily located on the top floor of the building now used as a mess hall. It is of fair size for the present population and is clean and well cared for.

**5. Workshops.**—There are no workshops.<sup>1</sup>

**6. Chapel.**—The chapel which was planned has not been built. Services are held in the deputy warden's building.

**7. Farm.**—The prison enclosure (29 acres) is on a property of 6,500 acres, much of which is good

<sup>1</sup> Since the time the prison was visited several industries have been organized; among them a cannery, cement block factory, wood working shop and a mechanical workshop.

farm land. This part of the prison industry is being rapidly developed.

## II

## OFFICIALS

**1. Control.**—The Board of Trustees of the Western Penitentiary is responsible for Rockview, which is handled as a branch of the Western Prison.

**2. Warden.**—Officially, the Warden of Western Penitentiary is also Warden of Rockview. The actual direction is placed in the hands of a General Superintendent, J. O. Stutsman, appointed in October, 1923. Mr. Stutsman came to Rockview from the Detroit House of Correction, where he had been Superintendent for 3½ years.

**3. Deputy Warden.**—The Deputy is Fred B. Healy, who has held that position since the work was begun at Rockview twelve years ago. He had been a guard at the Western Penitentiary in Pittsburgh for two years previous.

**4. Guards.**—There are 50 guards. There are no civil service requirements.

**5. Other Employees.**—There are 77 civilian employees.

**6. Salaries and Pensions.**—The salaries paid are as follows:

Superintendent	\$6000, with quarters and maintenance
Deputy	3600, with quarters
Guards	\$1560-1800 " "

Doctor (full-time)	\$3300	with quarters
Trained Nurse	1560	" "
Chaplains (full-time)	2500	" "
Chaplains (part-time)	900	" "
Office employees	\$1500-3300	

There is a retirement pension of half pay after 25 years of service or after 20 years of service at the age of 70.

### III

#### PRISONERS

1. **Population.**—The records of the prisoners are not kept separate from those of the Pittsburgh institution. There were, on October 30, 1923, 552 prisoners.<sup>1</sup>

2. **Classification.**—There is no system of classification.

3. **Insane.**—There are no insane prisoners at Rockview.

### IV

#### DISCIPLINE

1. **Rules and Regulations.**—The present rules governing the prisoners of the Rockview Prison were formulated over fifty years ago for the Western Penitentiary at Pittsburgh, and they are naturally obsolete and unenforced. This condition is

<sup>1</sup> In June, 1924, the number of inmates increased to 656.

manifestly undesirable for both the prison officials and the prisoners.

The Superintendent and the Board of Trustees are at work on a new set of rules, which it is hoped may bring the system of discipline up to modern standards.

The discipline at present is relaxed and a number of privileges are given; silence is not enforced and the freedom of the yard is permitted.

2. **Punishments.**—Punishments consist of loss of privileges and transfer back to the Western Penitentiary at Pittsburgh.

### V

#### HEALTH

1. **Doctors.**—There is a resident doctor who gives his entire time to the prison.

2. **Hospital.**—The hospital is adequate in size, but not equipped as well as the other prison hospitals of the State.

3. **Diet.**—The diet is somewhat better than the usual prison fare, as a result of the farm produce.

4. **Baths.**—The shower bath equipment is very good, and the men are permitted to bathe daily if they desire.

5. **Recreation.**—The space available for recreation is ample; the prisoners are allowed its use every evening in summer as well as on Saturdays, Sundays and holidays.

6. **Entertainments.**—There is one moving pic-

ture show weekly and other entertainment is provided almost every week.

## VI

## INDUSTRIES

1. **Character.**—The farm work, maintenance and construction of buildings constitute the industries at present.

2. **Vocational Training.**—Both the farm and construction work offer unusual opportunity for real vocational training.

3. **Employment.**—There are 111 men employed on the farm, 231 in maintenance, and 266 in construction work.

4. **Compensation.**—There is no state compensation.

## VII

## EDUCATION

1. **Library.**—The prison library has 5,000 volumes.

2. **School.**—The educational work is supervised by professors from State College. The classes offered cover work from the first to the eighth grade. The classes are held two nights a week, in the room used as a chapel.

3. **Other Courses.**—Some special courses are offered by the faculty members of State College.

## VIII

## RELIGION

1. **Chaplains.**—There are two resident chaplains—Protestant and Catholic.

2. **Services.**—Services are held weekly.

3. **Outside Agencies.**—The churches and the student Y. M. C. A. of State College hold occasional services at the prison.

## IX

## TRAINING IN CITIZENSHIP

Since the new General Superintendent came several committees have been elected to handle certain phases of inmate activity. This is a step in the direction of giving men training for citizenship in the only practical way—by handling the affairs of their inmate community life.

## X

## COST

The cost of running Rockview Prison is included in that of the Western Penitentiary of which it is a part.

## COMMENT

The prison at Rockview, Center County, was originally intended to be a huge bastille where all

the prisoners from both the Eastern and Western penitentiaries should be gathered. It was planned upon an elaborate, costly and extravagant scale.

The project is now probably definitely abandoned. This is wise; for the days of such prisons, assuming that they were ever justified, have gone by.

The new General Superintendent, Mr. J. O. Stutsman, has in a few months transformed the spirit of the institution, greatly improved the morale, and made a genuine beginning in securing the cooperation of the inmate body.

As the institution is in a state of transition, it is better to postpone any extended statement and comment to a future issue of this Handbook.

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[No statement for publication was submitted by the Rockview Prison authorities.]

## RHODE ISLAND

June 27, 1923.

The State Prison of Rhode Island is seven miles south of the city of Providence, at Cranston, where a number of other state institutions are also situated. There are approximately 200 acres about the prison and there will soon be 250 more, when the State Farm of Misdemeanants is added.

The prison serves also as the county jail of Providence County and receives county prisoners after conviction from the other counties.

### I

#### GROUND AND PLANT

1. **Buildings.**—The prison, built originally in Providence in 1838, was transferred to the present location in 1878, when most of the existing buildings were built. It is of the "Elmira" type; the warden's house and offices in front are connected with the prison by a bridge. The prison stands at front of a rectangular space of about 10 to 12 acres surrounded by a high wall. The buildings are of gray stone and are all of the same general character;

so that the appearance of the group is not without dignity and effectiveness.

**2. Cell Blocks.**—There are at present four cell blocks with 252 cells, and a fifth is under construction (July 1, 1923) with 198 cells. The cells are in three tiers and are of three sizes; 5 by 8 feet, 6 by 8, 8 by 8. By day they are well lighted from large windows and by night electric lights in the cells, recently installed, have replaced the gas jets in the corridors outside.

The cells have also been provided with up-to-date toilet and washing facilities.

The cell blocks are clean, well painted in gray and white, and are light and airy.

**3. Commissary.**—The kitchen is adequate, but does not appear as well kept as the rest of the institution.

The mess hall is well lighted and ventilated, the chief defect being the old system of seating in rows all facing one way. The use of heavy white china table ware is commendable.

**4. Workshops.**—The workshops are light and airy in summer, but have no artificial ventilation; so that it is doubtful if the working conditions are favorable in winter.

**5. Hospital.**—The hospital—a large dormitory situated over the mess hall—is adequate in size, light and airy; but it is some distance from the doctor's office and there is no operating room. A separate building will soon be available, and a satisfactory hospital equipment will then be possible. Undoubtedly when this is done the present

absurd iron grating surrounding the dormitory will be dispensed with. It would seem as though guards, grated windows and a high wall ought to be sufficient for sick prisoners.

**6. Chapel.**—The chapel is in the top story of the center building, over the guard room. It is used for both Catholic and Protestant services, for school in winter, as well as for moving picture and other entertainments. It is quite inadequate for all purposes and has no religious character whatever.

**7. Farm.**—There is a considerable area of cultivated ground inside the walls, where berries and vegetables are raised for prison officials. Outside the walls is a large farm. When visited in 1916 a new pig house had just been built and the old piggery turned into a dormitory with five tiers of bunks. Now the pigs have been moved outside the walls, the piggery is used as a store house and flower beds have replaced the old dormitory-piggery.

## II

### OFFICIALS

**1. Control.**—The prison is under the direction of the State Public Welfare Commission, composed of the following:

Robert C. Monahan, <i>Chairman</i>	Pawtucket
Ezra Dixon	Bristol
John E. Bolan	Cranston
Rev. Peter P. Keeley	Warwick

Mrs. Pearl M. T. Remington	East Providence
Mrs. Charlotte W. Miller	Newport
Miss Alice Mullen	Providence
Dr. John Champlin	Westerly
Dr. George R. Smith	North Scituate

The Rev. Peter P. Keeley is the Chairman of the Prison Committee; with the Chairman of the Board he gives much personal attention to the institution.

The members of the Board are appointed by the Governor and serve without pay. The Board appoints a Director of Institutions and the heads of the various institutions are nominated by the Director and confirmed by the Board.

**2. Warden.**—The Warden is Charles E. Linscott. He has had long experience in prison work, having served 15 years at Wethersfield Prison, Conn., and five years as Assistant Superintendent at Cheshire Reformatory, Conn. He came to Cranston in 1918 as Deputy Warden and was promoted to the wardenship a year later. He has transformed the whole appearance and management of the prison during his four and a half years as warden.

It should be noted that the Warden of the State Prison acts also as County Jailor of the Providence County Jail and Superintendent of the State Work House and House of Correction.

**3. Deputy.**—The Deputy Warden is Frank A. Crosby. He held a position as guard in the Massachusetts State Farm and has been at Cranston over 17 years. He was appointed Deputy Warden four and a half years ago by Warden Linscott.

**4. Guards.**—The guards are appointed by the warden, and number 28, or one for every 14 inmates. They are under no civil service rules. Guards are appointed and dismissed at the will of the Warden.

**5. Other Employees.**—There are seven civilian employees and three shop foremen.

**6. Salaries and Pensions.**—The salaries paid are as follows:

Warden	\$4,500 yearly; quarters and maintenance
Deputy Warden	2,100 yearly; quarters and maintenance
Guards	75 to 95 monthly; quarters and maintenance
Shop Foremen	100 to 110 monthly; quarters and maintenance
Office Employees	1,200 to 1,620 yearly; quarters and maintenance
Doctor	3,500 yearly; quarters and maintenance
Chaplains	1,000 yearly

There is no provision for pensions.

### III

#### PRISONERS

**1. Population.**—There are four kinds of prisoners at Cranston: first, the regular state prisoners; second, county prisoners serving time; third, men awaiting indictment or trial in Providence County; fourth, civil prisoners imprisoned for debt (maximum

six months) or contempt of court (maximum life). The civil prisoners are few in number, do not wear prison uniforms and do not have to work.

There are at present 36 county prisoners serving time at Cranston. While the sentences of many of these are too short for adequate treatment in prison, yet the taking of these men from the idleness and debasing conditions of the ordinary county jail has much to commend it. On the other hand, there are 35 Providence County prisoners awaiting trial and 15 are merely held for the grand jury. The injustice of sending to prison men who have not been tried or even indicted and are in the eyes of the law presumably innocent, needs no comment.

**2. Classification.**—There is no system of classification.

**3. Insane.**—When a man, by his conduct, raises doubt of his sanity, he is examined by a psychiatrist, and segregated. He is usually held until the conclusion of his prison term and then committed to the State Hospital. There are no insane inmates at present at Cranston.

#### IV

##### DISCIPLINE

**1. Rules and Regulations.**—The rules are printed in two books, one for officers and one for inmates, and are elaborate and detailed. The silent system is not enforced except in chapel, in cell block and when in line. The men are allowed to write one

letter a week and to receive visits from their families and friends. Visitors are interviewed through a double screen, under the observation of a guard. No visitors are allowed on Saturdays, Sundays or holidays.

**2. Punishments.**—The punishments include loss of privileges (recreation in yard, moving pictures, visits and correspondence), solitary confinement on bread and water and, in extreme cases, the straight jacket. The last had been inflicted, according to the Warden, upon perhaps one man a year, for about 45 minutes; the longest case was two hours. The Warden has personally tested the jacket; it is not inflicted except by his express approval and after an examination of the offender by the regular doctor and psychiatrist.

The deputy warden handles all ordinary cases of discipline and it is stated that about two men a month are placed in solitary. In cases of refusal to work, they are kept there until they agree to return to their jobs. The cells for solitary confinement are neither dark nor badly ventilated. Men are "cuffed up" to a ring in the wall during working hours.

#### V

##### HEALTH

**1. Doctors.**—There is one doctor, who gives only part-time to the prison, as he is connected also with other institutions. There is also a dentist who comes when needed.



2. **Hospital.**—The hospital is clean, light and well ventilated. There is at present no operating room or special commissary. Doubtless these will be supplied in the new hospital.

3. **Diet.**—The usual prison diet is augmented by products from the prison farm. This makes a very valuable addition during the summer months.

4. **Baths.**—There is a good bath room—an open room with showers and adequate dressing space.

5. **Recreation.**—The prisoners have half hour recreation periods, on week days at noon after dinner, on Saturday and Sunday afternoons, holiday mornings and afternoons.

6. **Entertainments.**—Moving pictures are shown once a week during the winter; and occasional outside entertainments are given on holidays.

## VI

## INDUSTRIES

1. **Character.**—The only industry carried on at Cranston is the manufacture of shirts. This is done by the State on a modified contract basis. The State owns the machinery, hires and pays its own foremen. The contractor furnishes the material and instructions to be followed in manufacturing and shipping.

2. **Vocational Training.**—There is no vocational training.

3. **Employment.**—Of the total population of 343 (June 27, 1923), 180 were working in the shirt fac-

tory; 12 to 20 on construction; 40 on the farm; 6 in the hospital; and the balance in maintenance. The 5 civil prisoners are not forced to work.

4. **Compensation.**—The men working in the shirt factory are the only ones who receive compensation. A task is set for each worker and a bonus paid on the excess. The men earn from \$2 a month up. Many earn from \$8 to \$10 a month; and some few men as high as \$25.

## VII

## EDUCATION

1. **Library.**—There is an utterly inadequate library, the State making no appropriation for the purchase of books.

2. **School.**—There is a school for illiterates during the winter months taught by students from Brown University.

3. **Other Courses.**—No other courses are given.

## VIII

## RELIGION

1. **Chaplains.**—Two chaplains, one Protestant and one Catholic, give part time to the prison; they hold regular weekly services on Sunday.

Attendance is voluntary.

2. **Outside Agencies.**—There are no outside agencies.

## IX

## TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

The cost of the prison for the year 1922 was as follows:

Gross Expenditures.....	\$186,025.43
Less Total Income.....	134,379.94
Net Cost to the State.....	\$ 51,645.49

## COMMENT

1. The most marked improvement noted in the Rhode Island prison is in the plant itself. The old cell blocks have been thoroughly renovated, plumbing has been installed, and a new cell block has been completed, which is modern in every way. The prison now has quarters sufficient and, on the whole, satisfactory for its inmates.

2. The commissary has not yet been brought up to the same standard.

3. The hospital has been a mere make-shift. The completion of the new cell block releases for hospital purposes a building which has been used for some time as a dormitory. This will make possible the development of a satisfactory hospital.

4. The industries present an interesting development of the contract labor system. The State, not the contractor, owns the machinery; the State, not the contractor, pays the foremen. The contractor has no representative in the prison, but merely has an agreement with the State by which he furnishes the raw material, gives directions for manufacturing and shipping, and takes the finished product. He is permitted, from time to time, to take inventory of the stock on hand.

The system avoids many of the evils which have been justly charged against contract labor. If the system could be successfully defended, it would be upon some such basis as this. But in the last analysis, the fact remains that the wards of the State are forced to labor for the profit of some favored contractor; so that, even if intelligently and humanely conducted, the system is fundamentally a vicious one.<sup>1</sup>

5. The manufacture of cheap shirts is utterly useless in preparing men to take their place in the ranks of outside labor. Habits of industry and desire to earn an honest living can hardly be inculcated by forcing men to do work which they will never follow after leaving prison.

6. The Rules and Regulations do not differ materially from those of many other prisons; but there are still in use certain forms of punishment which have long since been discontinued in other states.

<sup>1</sup> For a more detailed statement of the objections to the contract system, see the comment on the Connecticut State Prison, pages 78-80.

The use of the straight jacket, even in a modified form and on rare occasions, is indefensible: not less so the cuffing up of men to the doors of punishment cells so that they must stand during working hours. There is no reason to believe that the state of Rhode Island has prisoners harder to handle than those of other states where such practices have been abolished. It is difficult to understand why they should be tolerated here.

One comment should be made in this connection: the Rhode Island authorities admit frankly the use of these forms of punishment and give their reasons. There is no attempt at concealment. Some prisons habitually use methods of punishment which are generally condemned, and just as habitually deny their use. It is refreshing to find a policy of frankness which permits of discussion, which must eventually lead to a sound system of discipline.

7. No attempt has been made to organize the inmate community so as to develop in its members a sense of both individual and collective responsibility for good order and discipline. There is no training for citizenship. There is, therefore, no testing of a man's capacity to use his freedom upon release nor adequate preparation for it.

8. The various states have different standards of prison administration. The goal at Cranston seems to be that of administrative efficiency, and that goal has apparently been realized to a very considerable degree. But the fundamental test of a prison must be the man product it turns out, and administrative efficiency is important only as a

means to that end. If Cranston would make as great progress in the next few years in securing a high standard of human product as it has in the last few years in obtaining a high standard of administrative efficiency, it would become an outstanding institution. Unfortunately, at the present time a very distinct impression is given that the institution is an end in itself; that there is a certain hardness, coldness and indifference to the prisoners, which is certain to produce an anti-social reaction among them.

9. The combination of a state prison and county jail creates an anomalous situation. There is a mixture of convicted and unconvicted, guilty and innocent,—for an unconvicted man must be considered innocent until proven guilty,—even of men who have not yet been indicted, but are awaiting action of the grand jury. To mix the convicted and unconvicted is bad enough; but to put to work as prisoners men simply awaiting trial or action by the grand jury, and who are in some cases finally found not guilty, would seem to be clearly in conflict with the Federal Constitution. Unconvicted prisoners of the county jail should be completely and immediately separated from the State Prison.

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[No statement for publication was submitted by the Rhode Island Prison authorities.]

## VERMONT

June 30, 1923.

The Vermont State Prison is situated in Windsor. It fronts on one of the residential streets and at the rear stands on a considerable elevation above a small stream. Aside from the disadvantage of being in the center of the town, its situation is satisfactory.

### I

#### GROUND AND PLANT

**1. Buildings.**—The Prison was built in 1806; the present buildings date from 1882–1905. It is of the "Elmira" type with the house of the superintendent (warden) in front, connected with the prison by a bridge. The prison stands at the front of a rectangular space of about five acres surrounded by a wall. The wall and buildings are of red brick and have no architectural merit.

**2. Cell Blocks.**—From the administration building in the center extend two cell blocks, east and west, containing 204 cells in four tiers. There is also a dormitory with 110 beds adjoining the east cell block. It has hot and cold water and toilets.

## VERMONT

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The cells are approximately  $5\frac{1}{2}$  by  $7\frac{1}{2}$  feet and have no running water or toilet conveniences; so the old "bucket" system is in use. There is an electric light in each cell.

The cell blocks seem clean and well kept.

**3. Commissary.**—The kitchen, bakery and mess hall are on the first floor of a building on the west side of the small yard at right angles to the cell block. The kitchen seemed well equipped and ventilated.

The mess hall is a long, low room with plenty of windows. Instead of the usual seating, in rows all facing one way, the prisoners are seated like human beings at opposite sides of a long table. After the men are seated, there is freedom of conversation.

The store rooms are in a small building on the opposite side of the yard. They are well equipped and clean.

**4. Workshops.**—The factory building stands on the south side of the yard. It is two stories high, and devoted to the shoe industry.<sup>1</sup>

**5. Hospital.**—The hospital is on the second floor of a building adjoining the east cell block. It is of ample size for the prison population.

**6. Chapel.**—The chapel is on the second floor over the mess hall. It is used for moving pictures and other entertainments, but is, on the whole, perhaps the best of the New England prison chapels.

<sup>1</sup> Recently the old factory has been remodelled, and a modern fire-proof addition built—thus greatly improving the factory conditions.

**7. Farm.**—At the side and rear of the prison is a garden of 20 acres, employing 20 prisoners. Two miles away is a farm of 400 acres, owned by the State, to which is added 180 acres of rented land; this provides employment for 10 prisoners. The advantage of the farm not only in outside work for prisoners, but in giving variety to the diet, cannot be too strongly emphasized.

## II

## OFFICIALS

**1. Control.**—There is a Commissioner of Public Welfare appointed by the governor, who has general charge of five state institutions, including the State Prison. The present Commissioner is John E. Weeks.

**2. Warden.**—The superintendent (warden) is appointed by the commissioner of public welfare, with the approval of the governor. The present Superintendent is R. H. Walker, appointed in April, 1914. He was for seven years Assistant Superintendent of the Industrial School at Vergennes, Vt.; five years Superintendent of the Barre, (Mass.) Industrial School for Boys; and nearly ten years Superintendent at Windsor.

**3. Deputy.**—The Warden (Deputy) is J. W. McDermott. He was for fifteen years Deputy Sheriff of Windsor County and has been ten years Warden of Windsor.

**4. Guards.**—There are 33 guards and keepers. The superintendent appoints the guards and dis-

charges them at will. There are no civil service rules.

**5. Other Employees.**—There are nine other employees, including two engineers, two office clerks, three farmers, a pianist and a bandmaster—the two latter on part-time.

**6. Salaries and Pensions.**—The chief salaries paid are as follows:

Warden	\$283.33 per month; quarters and maintenance
Deputy	125.00 per month; quarters and maintenance
Guards	60.00 to 75.00; quarters and maintenance
Shop Foremen	70.00; quarters and maintenance
Office Employees	70.00 to 100.00; quarters and maintenance
Chaplain	150.00; quarters and maintenance
Doctor	60.00

There is no pension system.

## III

## PRISONERS

**1. Population.**—There were on June 30, 1923, 282 prisoners at Windsor, of whom approximately 52 per cent were of Vermont nativity; 33 per cent from other states; 5 per cent from Canada; 4 per cent from Italy and 6 per cent from other foreign countries.

**2. Classification.**—There are two kinds of prisoners at Windsor; the state prisoners, numbering

204 (June 30, 1923) and 78 men sentenced to the House of Correction. No distinction is made in the treatment of these two groups.

**3. Insane.**—Insane prisoners are sent to the State Asylum at Waterbury. They average about two a year.

## IV

## DISCIPLINE

**1. Rules and Regulations.**—The treatment of prisoners at Windsor has been distinctly milder for at least ten years than it is in most prisons—its small size making this natural; and the last few years have shown still further improvement. The silent system is no longer enforced; the seating at tables in the mess hall has already been mentioned; and there is an obvious change for the better in the whole spirit of the administration.

The prisoners are allowed to write two letters a week. Visitors are allowed any day except Saturday afternoons, Sundays and holidays, from 9 A.M. to 11 A.M. and from 1 P.M. to 4 P.M.

**2. Punishments.**—Punishments consist for the most part of loss of privileges; tobacco, letters, and recreation in the yard. To these may be added solitary confinement on bread and water. The Superintendent states that such confinement is inflicted on not more than two or three men a month for an average of two or three days. Those who are punished lose the month's "good time,"—five days; and the state compensation for the month—one dollar.

## V

## HEALTH

**1. Doctor.**—There is a Windsor doctor who makes daily visits, but no resident physician. The prisoners receive a thorough physical examination (including eye and ear examination) upon entering. Necessary dental work is done at the dentist's office in Windsor.

**2. Hospital.**—The hospital is light, sunny and clean, with a good dispensary and operating table; but in facilities and equipment is not up to the standard of modern prison hospitals.

**3. Diet.**—The diet is more satisfactory than in most prisons; for to the ordinary prison fare is added a good supply of green stuffs and vegetables from the prison farm. Large quantities of these are canned or "put down" for winter use. Milk, also from the prison farm, constitutes a valuable addition to the diet.

**4. Baths.**—The bath room is located under the mess hall and has an open room with an adequate number of showers. Regular baths are weekly; for garden and kitchen workers, daily.

**5. Recreation.**—The privilege of the yard is given in summer for one hour each day; on Saturday afternoon for four and one half hours; on Sunday afternoons, two hours; on holidays from 8 A.M. to 2 P.M.

**6. Entertainments.**—Moving pictures are shown one afternoon a week during the winter. Occasional

entertainments are given by outsiders and some by the prisoners.

## VI INDUSTRIES

**1. Character.**—The only manufacture at Windsor is the making of shoes. This replaces the manufacture of shirts, which was carried on for many years, and is a much better type of industry for a prison, as the men are learning something which may be of advantage to them upon release. The manufacture is upon the contract basis for the Ascutney Shoe Company of Windsor, Vt. The company supplies the machinery, material and instructors, while the State supplies factory, heat, power and labor. The company pays the State ten cents a pair; and the prisoners receive from \$3 to \$14 a month. There is no regular task.

About 20 prisoners work in the large garden at the prison, and 10 on the farm. There are about 16 others who work on road construction, haying, painting, papering and other odd jobs for the neighborhood. Two men recently went haying for a farmer living across the river in New Hampshire; and the town sprinkling wagon was for many years driven by a prisoner.

The prison clothing is made by inmates.

**2. Vocational Training.**—There is no definite vocational training, although the shoe manufacturing and farm work have some vocational value.

**3. Employment.**—The prisoners are employed approximately as follows:

Contract Labor.....	166
Farm and other outside work.....	46
Maintenance.....	31
Sick and Unemployed.....	12
Miscellaneous.....	15
Under Punishment.....	3
Total.....	273

**4. Compensation.**—The contractors pay the prisoners three and a half cents a pair for shoes. The State gives \$1 a month "discharge money." This money may not be spent by the prisoners,<sup>1</sup> and when once earned is not taken away by fines. Men working on state farm and gardens receive an extra five days' "good time"; those on road work for outsiders receive one-third of money paid to the State for their labor.

## VII EDUCATION

**1. Library.**—There is a library and school room on the floor above the dormitory with an entrance from the cell block, so that the room can be used at night. The library, under the care of the chap-

<sup>1</sup> Since this report was drawn up, the rule has been so changed that men may now use the money they earn as they see fit—spend it for themselves, their families, or place it in the bank.

lain, contains upwards of 1,500 books, which seem to be of fair quality.

2. **School.**—There are classes for illiterates two evenings a week during a portion of the year; these are taught by the chaplain.

3. **Other Courses.**—There are no other courses.

## VIII

## RELIGION

1. **Chaplain.**—There is a resident Protestant Chaplain.

2. **Services.**—Protestant services are held every Sunday. Attendance is voluntary.

There are no Catholic services being held (July 1, 1923), although the State requires them at least three times a year.

3. **Outside Agencies.**—There are no outside religious agencies.

## IX

## TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

The cost of the prison to the State for the fiscal year, ending July 1, 1923, seems to be as follows:

Gross Expenditures . . . . .	\$120,000.00
Receipts for the mfg. of shoes . . . . .	\$34,349.20
From farm and outside help . . . . .	10,920.58
	<u>45,269.78</u>
Total cost to the State . . . . .	\$74,730.22

## COMMENT

1. Under the present Warden the whole spirit and management of the institution has been changed for the better. So far as a good morale can be maintained by humane and sympathetic management, it would appear to be done here.

2. To a greater extent than in any other prison covered in this book, the farm and gardens contribute to a wholesome and economical dietary. This is true not only in the summer months, but all year, for methods have been developed whereby, with little trouble or cost, many forms of green foods are available for winter use. From every standpoint this is commendable. The methods followed here might well be studied by the wardens of other institutions. The farm has real vocational value.

3. The schedule for recreation is a fair one; but all forms of recreation are severely handicapped by inadequate space.<sup>1</sup> In a prison with as high a morale as this has, most of the prisoners might be allowed with safety to have the longer recreation periods in a field near the prison where space would be adequate for all.

<sup>1</sup> By erecting a new wall on an extended boundary and tearing down an old wooden building, space for recreation has been increased sufficiently to allow for a regulation-sized baseball diamond.



4. The present contract-labor industry—making shoes—is undoubtedly a genuine improvement over the old shirt contract; but in addition to the objections inherent to the contract system, it has some avoidable objections. The machinery is owned by the company, and the foreman of the work is an employee of the company. The Rhode Island arrangement, where the State owns the machinery and pays the foreman, would seem quite preferable to this. Here the company owns the machinery and pays its own foreman. Rhode Island has eliminated both these conditions that have been such potent factors in fostering evils under the contract system. The contract labor system involves giving the profits from the labor of prisoners of the State to private individuals—this is inherent and cannot be avoided, and is, in itself, enough to condemn the contract system.

On the other hand, the compensation is put on a proper, even if inadequate basis. The men receive three and one half cents for every pair of shoes made. This basis, of paying for every piece of work done, is both fair and sound. While inadequate as pay, it has obvious advantages over a flat rate per day, or paying for all production over a certain number on the bonus plan.

5. The good morale of the prison has been built up by a number of years of intelligent and humane administration. This makes it all the more remarkable that in this prison no attempt has been made to organize the inmate community, so as to develop in its members a sense of individual and collective

responsibility for good order and discipline. It would be far easier to put in force such a system in a small prison like Windsor than in the larger prisons. Its introduction, with the improvements already made, would go far towards protecting the State to the largest possible extent.

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[No statement for publication was submitted by the Vermont Prison authorities.]