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Proceedings of the American Prison Association Congress

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PROCEEDINGS OF THE AMERICAN PRISON ASSOCIATION
CONGRESS.

WARREN F. SPALDING.¹

The American Prison Association exists for the promotion of four specified objects:

1. The improvement of the laws in relation to public offenses and offenders, and the modes of procedure by which such laws are enforced.
2. The study of the causes of crime, the nature of offenders and their social surroundings, the best methods of dealing with offenders and of preventing crime.
3. The improvement of the penal, correctional and reformatory institutions throughout the country, and of the government, management and discipline thereof, including the appointment of boards of trustees and of other officers.
4. The care of, and providing suitable and remunerative employment for discharged prisoners, and especially such as may have given evidence of reformation.

Its annual meeting at Indianapolis, Oct. 11-16, 1913, was one of the most effective it has ever held. Great changes in the membership of the association, and of the subjects discussed were noticed by those who have been familiar with the meetings of its earlier days. Most of the men who were prominent thirty years and more ago are missing. Many are dead, and others are too infirm to attend.

It is of interest to notice that in the early years many were active in the meetings who were only incidentally connected with the prisons. The elder Wines and F. B. Sanborn were of this class, as were Gen. Brinkerhoff, Chas. F. Coffin, Chas. A. Collin, Bishop Gillespie, President Hayes, W. M. F. Round, Charlton T. Lewis, Eugene Smith, Prof. Francis Wayland, Chas. Dudley Warner and (then and now) Dr. Chas. R. Henderson, with many others. In fact it was not until 1898, at Indianapolis, that a prison man was elected president—Mr. Brockway.

The topics discussed have also changed. Thirty years ago we were considering interstate extradition, prison labor, county jails, prison punishments, industrial education, the incorrigible criminal, etc. Into their places have come subjects which had not then been thought of. The prison labor question is no longer worth debating. It has been solved by the then undiscovered public-use system. The dark solitary, with bread and water as a punishment, has been supplanted in many of the foremost institutions.

Central in these changes has been the comparatively new idea that prisoners are to be thought of as men, rather than as criminals, and

¹Secretary Massachusetts Prisoners' Aid Association.

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their future, rather than their past, must have prominence in prison administration.

The report which follows necessarily omits many things of importance, many of them as worthy of mention as are those which are included.

Several of the addresses before the congress are published in whole or in part in this issue of the JOURNAL, and others may appear later. They therefore are only mentioned in this report.

The address of the president, Dr. J. A. Leonard, the superintendent of the Ohio State Reformatory at Mansfield, struck the keynote of the congress. He is an optimist by nature, and a long experience has not lessened his confidence that the crime question can be solved. Believing that neither the criminal nor the philanthropist is born—that both are products—he sees it to be the duty of society, as far as possible, to prevent the production of the criminal and to reform those who are produced. To this end he would also train those philanthropists who are dealing with this class, so that they may do all that is possible for the restoration of the prisoners who come into their hands.

Dr. Leonard did not attempt to anticipate the discussions regarding prison problems, but devoted a large part of his address to the consideration of the importance of preventing crime by the proper treatment of children and youth—to the process by which a little child grows to be a worthy man and a good citizen.

The social evolution which we call civilization has established standards of conduct below which that of the individual cannot fall without his being classed as a criminal. He must qualify to meet these conditions in a few short years included in childhood and youth. All that is best in human nature and in the state are brought to bear upon this problem. The result will, in the main, be in proportion to the efficiency of the agencies for the proper training for citizenship.

The child is born helpless and dependent. Let society fail to train the individual to cheerful obedience to all proper authority, and it begets an egotist, fosters an anarchist and develops a criminal. The home, the church, the school, the play-ground and government are the fundamental institutions for moulding the destiny of the race. If they are directed by knowledge, wisdom and skill, inspired by love and stimulated by altruistic enthusiasm, it is almost impossible for the normal child to become a criminal.

Unfortunately, large numbers of children never have these aids. Broken or defective homes yield many criminals. The best of institutions for children cannot take the place of the home.

The average American home of today is inferior to that of the past, for efficiency in character-building, due in part to the elimination of the male parent from the life of the child. Changes in social and industrial conditions are largely responsible for this. The father is absent from the home during most of the waking hours of the child—a distinct loss in discipline and moral training.

The church, too, has failed to some extent to realize fully its duties and responsibilities towards the children and youth in moulding character. In the adolescent period, youth reaches his maximum susceptibility to religious influences. The youth should be taken from the small children and from the older people, and be instructed by men of knowledge, experience, imagination and eloquence. To these qualities the adolescent readily responds.

The public school, also, loses its hold on the boy at the same critical age, because the curriculum is not made to meet his needs, and insufficient care is taken to provide him with instructors gifted in directing and holding him to the true course of self-development.

When the youth at this age drops out of the home, church and school, there is no place left him but the street, and there he meets temptations that he never knew before. His greatest danger is from new-born forces within

himself. At this time ninety per cent of criminals begin their career. If we could add ten per cent to the efficiency of the home, the church, the school and the playground as holding and moulding forces, the problem of the prevention of crime would be solved. Solomon gave an answer to the question of the prevention of crime, when he said, "Train up a child in the way he should go, and when he is old he will not depart from it."

Much has been said of the influence of heredity and of environment. But after both have been improved there will still be crime. It is personal, and personality has its seat and refuge in the heart. "Would we eliminate crime and criminals, we must lay the emphasis upon the subjective forces of the human soul, as well as upon the influences of material environment. In defective character lies the cause of crime."

The change in the character of the subjects discussed before the congress has been due to the great change in the conception of the offender, and of the relations and duty of the state to him. Formerly, considered only as a criminal, to be punished, the main thought was of methods of punishment, and then improvement. The creation of reformatories, with their distinctly reconstructive work for their inmates, made a deep impression upon those who were running institutions which were purely penal, and many of the fundamental principles underlying reformatories, in the course of time were seen to be applicable to all institutions.

Among the most important of these changes is the adoption of the indeterminate sentence for penitentiaries. This has involved many other changes, and even greater ones must follow. For it is clear that if a man is sent to prison on a sentence which is to be terminated only when he is believed to have become fit to be at liberty, it becomes the duty of the state to secure the improvement in character which will make him fit.

Prison Schools.—Formerly the penitentiary dealt almost solely with the bodies of prisoners, and questions of housing, diet, and sanitation were prominent. It is now seen that their minds need consideration, and the prison school, unheard of a few years ago, found a prominent place in the program. New York had a right to be heard, for it has done definite things in its penitentiaries in the way of educating prisoners. It is believed by many that one of the essential things in a prison school system is that it shall be devised by professional educators. New York put the work into the hands of the state board of education, which arranges the curriculum and has a supervision of the work. The teachers are chosen because they are teachers, and they apply in the prison schools the pedagogical principles which obtain in other schools. The paper by Dr. A. C. Hill, of the New York Department of Education, was a very valuable one, and the fact that he has been studying prison schools for one of the federal departments gave it added interest.

The primary purpose of the prison school is to impart information which shall fit the prisoner for free life. New York prisons have the problem of the illiterate in large dimensions, because of its large foreign population yielding many prisoners who have committed serious crimes and have been sent to its penitentiaries. It aims to make these prisoners literate, to enable them to read and write in the English language.

The paper of Mr. Bert E. Merriam of New Jersey, psychologist and educational director of the reformatory of that state at Rahway, took up the problem of education as it is found in reformatories, which attempt to do a good deal more educational work than is usually done in penitentiaries. Instruction is a part of the treatment given by the institution, and it is co-ordinated with the other parts. Prof. Merriam's outline of the essentials of a good prison school will be presented in a subsequent issue of the JOURNAL.

Prof. Merriam was warmly supported in the positions taken by him, by Superintendent Frank Moore of the same institution, one of the foremost men in the work.

In the discussion of the papers there were wider differences of opinion regarding details of the management of prison schools, but none as to the necessity for them. Some advocated the use of educated prisoners as teachers, while others strongly opposed. Some desired to have the schools take the pupils be-

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yond the elementary studies, while others would limit teaching to the removal of illiteracy. The prevailing sentiment seemed to be that if money could be obtained, salaried teachers should be employed.

Industrial Training.—But prison schools do more than train the heads of prisoners. In some of them there is well-organized industrial teaching and training, which has as its definite purpose the preparation of the prisoner for free life.

The paper of Superintendent Reed of the Minnesota Reformatory was a most forcible presentation of the need of industrial training, supporting his declaration that "the institution that dismisses its inmates, who are mentally capable, without teaching them some useful vocation, has not in the fullest measure succeeded in fulfilling the promises made by the state." He would impress upon the boy's mind that labor is honorable, that the trade of a blacksmith, cook or farmer is as important as any profession, and, in many instances, more profitable. He would have him not to be satisfied with a smattering of knowledge, but rather, if possible, master what he has undertaken."

With this in view, he insists that the training must be thorough, with especial attention to specialization. Each teacher should be a specialist, and the state cannot afford to offer to its wards any other kind of instruction. In the discussion it came out that many of the heads of instruction were high grade men, graduates of colleges, trained as educators.

There was some difference of opinion as to what should be taught. Managers of institutions which have a large proportion of inmates who are to return to industrial centers urge that they should be instructed for mechanical pursuits, while those who deal with men who are to live in farming sections emphasized the importance of the very best of instruction regarding scientific farming.

From Canada came strong support for the preparation of men for agricultural life. Mr. Chadwick, the superintendent of dependent and neglected children for Alberta, told of the great probation work for boys, who are placed on farms with excellent results. For adults who need institution treatment, the city of Edmonton has established a prison farm, for about 200 persons. Eventually there will be training for those who will follow mechanical pursuits, as well as for those who will go to farming.

The discussion of these papers was a very interesting and profitable one, showing the general prevalence of the new idea that it is the duty of the state to so deal with the unfit that they will become fit for community life. Mental, moral and industrial training is coming to a large place in this fitting process.

Boards of Parole.—When the indeterminate sentence was first adopted, the release of men was largely a matter of machinery. It was assumed that if a man had worked his way up to the point where he became eligible for release, he was entitled to his liberty, and no questions should be asked. Latterly, however, the releasing of men and women held upon indeterminate sentences has received much attention, and in several states boards of parole have been created, charged with the duty of deciding when men should be released, and having supervision of those who have been paroled.

The session devoted to this work was one of the most interesting of those held. This was due in part to the fact that the leading paper was by an enthusiast, the Hon. W. H. Berry of Iowa. Naturally the consideration of the parole work led him to discuss the indeterminate sentence. He confessed that he had been strongly opposed to that form of sentence, believing in punishment for its own sake, in the retributive treatment of offenders—"an eye for an eye, and a tooth for a tooth." He had been converted from the view, and is certain that no judge is competent to decide in advance when a prisoner should be discharged. A long experience as a member of a parole board, seeing criminals of all kinds and studying the sentences given, has convinced him that the absolutely indeterminate sentence is the only wise one, leaving the question of release wholly with an administrative board, as it frequently happens that the very worst offenders get light sentences, while others, less deserving of it, are treated with severity.

No one could charge Senator Berry with sentimentality, for he expressed his strong belief that there were many men who should be kept in prison for life, because unfit to be at liberty. There are moral lepers who should never have the opportunity of contaminating the youth of the land; others are suffering acute moral diseases from which they recover and become fit to be at large.

In the discussions the importance of the careful study of men who are to be released was urged, and the necessity of careful supervision and after-care of those who have been paroled. They should not feel that they are wholly free from restraint. The need of a different public sentiment regarding the paroled prisoner was dwelt upon, as essential to the restoration of paroled men.

The argument for a paid parole board was stated very concisely by Governor Foss of Massachusetts in his address, which appears elsewhere in this issue.

The Cleveland Experiment.—Though the address of Mr. Harris R. Cooley, the far-famed Cleveland director of charities and corrections, did not bear directly upon the question of education, the high purpose of his experiments entitled it to a place at this point. He told how society was destroying its enemies by making them honest citizens. The fact that 80 per cent of the prisoners are at work under the open sky, almost without guards, shows the success of his plan.

A few years ago the suggestion that criminals could be trusted in this way would have been thought absurd. The Cleveland experiment has been conspicuously effective, but during the meetings one institution manager after another told of doing the same thing, with the same result, not merely with misdemeanants with short sentences, but with men who have committed serious crimes and are serving long terms. It was made plain that great care must be taken in selection of "honor" men; that many could not be trusted, but all who had tried the plan agreed that the results had demonstrated that self-control could be substituted for control by force in dealing with many men.

The most recent experiment along this line is that being made by Mr. Whittaker, superintendent of the District of Columbia Work-house, whose stereopticon talk on the new institution was of great interest, and of value in suggesting the possibility of great economies in prison construction, when the soundness of the new estimates of the character of criminals shall be recognized.

Mentally Defective Offenders.—One of the most important of the modern topics dealt with the treatment of the mentally defective prisoner. Until within a few years criminals were divided into two classes, the sane and the insane, and in some of the great criminal trials the question where an offender belonged has been very prominent. Recently a new classification has been attracting attention. No one now doubts that between the insane, and heretofore included among the sane, is a large class, composed of persons of inferior minds. There are wide differences of opinion as to the exact place which these persons hold, the methods of distinguishing them, and their responsibility. Among the discussions by the congress none were more interesting or profitable. Naturally the session was presided over by Dr. William Healy, director of the Juvenile Psychopathic Institute of Chicago, one of the pioneers in this new line of study, who has given a great impulse to the movement in behalf of the new classification. His address was not an argument to prove that mental inferiority was the cause of much crime, but rather a consideration of some causes of the defects, such as parental inebriety and sexual disease, epilepsy, physical injuries, etc. When low mentality has been discovered in an offender, either juvenile or adult, he should be separated from criminals who are mentally sound, and should receive special treatment. Many of them should be kept in confinement permanently, because incapable of adapting themselves to the social life of the community.

The limits of this report prevent any adequate analysis of the important paper by Miss Kite, of the New Jersey Training School at Vineland. It was entitled "Responsibility and Crime—A Study and Interpretation of the Later Works of Alfred Binet," and will appear subsequently in this JOURNAL.

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The paper on "The Mental Factor in Crime," prepared by Dr. Daniel Phelan, surgeon of the penitentiary at Kingston, Ontario, will be published wholly or in part in a subsequent issue of this JOURNAL.

Judge Henry V. Osborne, of Newark, N. J., made a strong plea for a careful study of the mentality of persons accused of crime. His state has provided for such studies before the final disposition of the case, and he urged the more general use of this means of dealing properly with offenders.

A brief paper by Dr. Guy Fernald, of the Massachusetts Reformatory, showed what has been done by him by way of obtaining actual knowledge regarding the mentally defective prisoner. He has made a careful study of men in that institution, resulting in their classification into the more essential clinical mental types: normal, sub-normal, defectives of segregation grade and habitual offenders. Permanent case records are made of the results of the application of intelligence tests and of the psychiatrist's findings, based upon the subject's life activities. The final classification is made upon the basis of intellectual and moral status and the probable causes of failure and delinquency.

Dr. Fernald points out that the interviews afford an exceptional opportunity for the prisoner, as a part of the examiner's purpose is to point out to the subject the source of his failure and to indicate to him the steps by which he may so shape his future as to live successfully and happily. When appeals to the higher motives cannot be made, because of the subject's lack of capacity to react to them, then self-interest or some other lower motive must be enlisted, the criminologist's real problem being to ascertain the capacities and handicaps of his subject, and to so utilize and stimulate the good qualities and suppress inimical traits and habits as to rouse into healthful, well-directed action the moral and intellectual mechanisms of the man. Dr. Fernald feels strongly that the duties of the prison physician should not prevent him from studying the mental condition of his subjects with reference to their classification and with reference to actively directing their thinking.

The report of the committee on reformatory work and parole, at another session, touched forcefully upon the care which should be given to defectives. Mrs. O'Sullivan, of Toronto, who made the report, dwelt upon the importance of following them up after they leave the common school, believing that medical inspection prevents the entrance of the irresponsible and weak-minded into vicious and criminal ways.

"It will be a terrible blot on our humanity if these affectionate, and while innocent, usually docile deficient ones, separated at the cost of so much effort, time and means, from those who are normal in type, are going to be allowed to drift as the preceding generations have drifted into lives of debauchery and crime. This is the time when all our machinery should be perfected to safeguard our children—especially do I plead it for our girls—the community knows, it needs no repetition here, that the unprotected feeble-minded girl is a greater source of evil in a community than a youth of the same class.

"Institutions for women of which I have any knowledge, if the lamentable results of neglect of this class were taken out of them, would show an amazing decrease in their population. Even with careful provision for sufficient custodial care of this class of weak-minded, there will be a percentage that will slip through, and for this reason, if no other, there should be the examination into the social, mental and moral conditions of those brought before the courts before sentence is passed upon them."

The peculiar liability of inferior-minded women to become criminals was dwelt upon by Dr. Katherine B. Davis of the Bedford, N. Y., reformatory, Mrs. Hodder and Dr. Spaulding of the Massachusetts Reformatory for Women, Mrs. Amigh of the Alabama State School for Girls, and others.

The discussion of the subject was participated in by Dr. C. Christian, of Elmira, Dr. Witmer, professor of psychology of the University of Pennsylvania, Prof. Von Kleinsmid of the Indiana Reformatory, Mrs. Amigh, and others. Some of the speakers urged that examinations to ascertain the mentality of arrested persons be made before their trial, that the court might be able to act intelligently.

The interest in the subject was so great that a new organization was formed, called the American Association of Clinical Criminology. Its work will be co-ordinated with that of the Prison Association, and at future meetings it will have a place in the program.

Discharge of Prisoners.—The report of the committee on discharged prisoners points out the great changes which have been made in work for this class of needy persons by the establishment of the parole system. Formerly prisoners were discharged at the expiration of fixed terms, and the responsibility of the state for them ceased when they left the prison gate. Now, many of the states release (but do not discharge) prisoners, exercising a friendly supervision over them for long periods, and accept the responsibility for their readjustment in the community.

So far as this has been done, says the report, it has limited the work for discharged prisoners, so that it must be confined, mainly, to efforts for those who have been imprisoned in jails and work-houses for minor offenses. These are characterized as hopeful cases, on the testimony of those who have had experience in dealing with them. The reason for hope is found in the fact that many of those coming from such institutions are boys in their teens or early twenties. Most of them are young in criminal experience, and it is easier to gain the confidence and good will of such, than of those older in years and in criminal experience. It is easier to help the boy or young man than to help the more mature. The employer, the public, the social worker are more interested and more active in the welfare of the former than they are in that of the latter. The work in behalf of the short-term jail or work-house prisoner is valuable and deserves more encouragement and greater attention than it now enjoys. In many if not in most cases, judicious and timely help would save them from continuing a life of crime.

Of the qualifications of those who care for ex-prisoners, whether as official parole agents or as representatives of private charitable societies, the report says: "They should be people of discretion, sympathy and good sense. At no stage of a prisoner's career will he be benefited by contact with the weak or tearful sentimentalist. He needs strength instead of tears, opportunity more than advice, direction instead of delicacies. As a man whose manhood has been impaired he needs the chance and help to make of himself a man among men, able and willing to take a man's place and do a man's duty, and any coddling that makes for less than this will be fatal to final success."

The report of the committee was supplemented by an excellent paper by Mr. T. F. Garver, president of the National Prisoners' Aid Association, on the Social Status of the Discharged Prisoner. The spirit of the paper may be judged by a few extracts:

"I sometimes think that often the worst of the punishment inflicted is when the prisoner hears the prison gates close behind him, leaving him outside the walls, facing a world colder than the stones of the cell floor which he despairingly paced many a long, weary night. Say what you may about the Christian spirit of this age, there is in practice little warmth in the heart of the average man for the ex-prisoner. Of course, people express sympathy, and hope that somewhere, somehow, the friendless one may find friends and shelter from the biting blasts of social ostracism; but the cold fact is, the man has lost standing and character in the eyes of the world; the doors of opportunity are not standing open for him, and expectant friends and shelter have leaden feet.

"For years he has probably been at work without pay, or with an allowance so meagre as to mean little; and on the last day, he is given a suit of cheap clothes with the prison smell on them, and a few dollars, only enough to pay car fare to a station out of sight of the prison. With this is perhaps the silent prayer of a good-hearted warden, voicing the sentiment of the judge sentencing one to be hanged, 'and may God have mercy on your soul.'

"It matters not what may be the humanities of prison discipline, nor how effective for reformation is prison management, if the after life of the ex-prisoner is not properly safeguarded. Left to himself on the outside, discouragements will break down his good resolutions, so undermining his moral nature already weakened by the prison life that he will give up the struggle as one too

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uneven and unfair to inspire any hope for the future. It is no easy task for the best and strongest of men to stand alone and to encounter successfully the turmoils and strifes of the world; but one who is crippled, perhaps making his way slowly on hands and knees along life's pathway, too often finds himself trampled up by the ruthless feet of the thoughtless crowd. If a sparrow shall not fall to the ground without the Father's notice, shall one of these, His weak children, suffer and stumble alone?"

The Care of Women Prisoners.—The address of Mrs. Hodder, superintendent of the Massachusetts Reformatory for Women, was a careful inquiry into the needs of female offenders, especially those between 17 and 30. In some states women are committed to county prisons, or to the women's department of a penitentiary; in some there are training schools for girls to 17, while the others go to the prisons. New York has a reformatory for women from 17 to 30. The Massachusetts reformatory receives women of all ages above 17, girls below that age being in training schools. There has been a curiously sluggish attitude toward the group from 17 to 30, and a fearful misunderstanding of long-sentence women. In few of the states has there been much advance in the establishment of separate prisons or reformatories for women or girls, under the control of women. It is time to break away from old methods. No woman prisoner should be left in a man's prison, and no woman should serve sentence in a jail or house of correction.

Massachusetts is challenging the fitness of its own reformatory for women—a congregative institution, well enough if one's notion of discipline and reformatory regime is rigid and severe—no turning to the right or left; heads down and faces turned to the wall as visitors pass. But if one wants heads up and corners of mouth up too, if one believes that reformatory life must be made as near good, wholesome home life as possible, that where women have failed for the most part is in believing that only the streets are interesting and only the rich can have worth-while homes, then one needs smaller groups than a congregate building can give. A prison for women is not necessary, and may it not be that the time has come for all penal institutions to be on the cottage plan?

Mrs. Hodder's controversy is not only with the form of prison buildings, but with the system which makes no provision for the classification of inmates, and which releases women in a few months, before they have been fitted for free life. The young girl of 17 who comes to the reformatory should get as thorough training as her sister of 16, in the industrial school. She should be held until cured and there is a reasonable probability that she will not be a recidivist. The industries should be used to train her in a trade, if that is her bent, and there must be half days for school work. The best work requires long sentences.

Classification should not be based upon ages, sentences or crimes. Women serving long terms, even life sentences, have needs which a reformatory can supply, while at the same time it gives care and training to girls of 17 and above. It should be possible for the courts to cull out those who are unfit for the reformatory scheme, and with properly selected inmates it can do interesting and useful work.

The County Jail Problem.—As usual, the county jail had a place in the program. The evils, stated so many times, and in so many forms, still exist. The report of the committee on jails, lockups and police stations, made by Mr. Shirer, reiterated the demand for great changes in the county jail system.

One of the urgent needs, in some states, is official inspection and supervision by a state board or official, that the conditions of the local prisons may be known.

That the county jail may serve its only proper function—the detention of persons waiting trial—provision should be made for the care of convicted misdemeanants elsewhere, on penal farms or in district workhouses.

The prevailing system of giving misdemeanants short sentences, no matter how frequently they appear in court, was condemned. An habitual-offender act for misdemeanants is as much needed as an habitual-criminal act for felons. Those who come repeatedly for drunkenness and other minor offenses should be kept for long terms.

When fines are imposed and cannot be paid at the moment, provision should be made for the suspension of the order of commitment, giving the person time to earn and pay his fine.

Restitution or reparation should be required when there has been an injury to the person or property of another.

The county jails should be under the management of appointed officials, and not of the sheriffs. All fees and emoluments for keepers of jails should be abolished. Eventually all jails should come under the control of the state.

Protection from Contagious Disease.—One of the most interesting and valuable of the papers presented was that of Dr. Edith R. Spaulding, resident physician of the Massachusetts Reformatory for Women. The paper is published elsewhere in this issue.

Minor Discussions.—Politics in prison appointments and in prison administration was condemned very strongly by Governor Foss of Massachusetts, and many other speakers added their words of disapproval. Those of President Ralph E. Smith, of the Wisconsin Board of Control, were specially vigorous. Mr. W. J. Hanna, Provincial Secretary of Ontario, in the course of a most instructive address on the progress of prison reform in his province, declared that politics had no influence in Canadian prisons.

One of the topics which brought on an earnest discussion related to the payment of prisoners for their work. Prominent members gave their support to the demand that such payment should be made, one of them going so far as to say that the state has no right to "confiscate" the earnings of a prisoner above the cost of his support. It was urged that the payment of earnings was of value in teaching the prisoner the value of money, and that they "belong" to him, and should be set aside for him at his discharge, or used for the support of those dependent upon him while he is in prison.

This was strongly opposed by a few members, but most of those who spoke upon the question favored the plan of giving the prisoner a portion of his earnings. Methods and plans for doing this, and the extent to which it should be done varied, and there was no agreement as to details of administration.

From Wisconsin came a report of a new form of legislation—a law providing remuneration or compensation for innocent persons who were convicted of crime and imprisonment therefor.

Dr. McKelway, secretary of the southern states of the National Child Labor Committee, had an attentive audience as he again appealed against child labor, as a fertile cause of crime and an infringement upon the inalienable rights of childhood—among them the right to play, to normal sleep and rest at night, to an education for the development of his mind and heart. Dr. McKelway insisted that much of the juvenile delinquency, and also of adult delinquency, was attributable to the prevalence of child labor.

Improvement of Criminal Procedure.—The closing session of the congress was notable for the interest expressed in the report of the committee on criminal law reform, presented by Mr. Herbert R. Lemberg of New York. It will subsequently be published wholly in this JOURNAL.

The last item on the program was an address by Professor Robert H. Gault, of Northwestern University, managing editor of the JOURNAL OF CRIMINAL LAW AND CRIMINOLOGY. He discussed some general principles of prison discipline and assumed that whatever is done for prisoners has no value if it is not educative—that is, adaptive. The canons of criticism that we apply, therefore, to our practice in the educational institutions for the youth of the state must be applied likewise in our treatment of prisoners. We notoriously fail in living up to this ideal, but we are approaching it in various ways, notably through improved methods of conducting prison labor in which the conditions are prepared so that the strongest possible appeal can be made to the manhood of the convict. The state annually spends millions for the investigation of the conditions in which the education of normal youth may best be secured, and it should spend more. It spends millions for studying the conditions under which the products of the soil may be doubled in value. In one state alone the cost of crime is over \$35,000,000 a year, and yet we have hardly entered upon the public support of investigation into the conditions that produce criminals, and the methods by which they may most successfully be restored to normal social life.