

1917

Notes and Abstracts

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NOTES AND ABSTRACTS

ANTHROPOLOGY—PSYCHOLOGY—LEGAL MEDICINE

The Physical Examination of Prisoners on Admission to Prison.—At this time, when prison problems are much in the public mind, and are being discussed in terms of mental efficiency or feeble mindedness; when Binet-Simon tests, point scale examinations, and intelligence quotients seem to be signs of modern prison progress, and the *sine qua non* of juvenile delinquent reformation, a consideration of the physical fitness of the adult delinquent may seem like a reversion to the archaic. But a normal mind requires a healthy body to attain its highest efficiency. How necessary, then, in studying the individual delinquent, that we should endeavor to obtain the physical health survey as well as the intelligence quotient.

While many investigators of prison problems have been dazzled by the opening up of a bright vista, in our recently acquired knowledge of methods for sorting out the feeble-minded, the prison physician cannot lose sight of the other, the physical side of the problem, which offers considerable incentive from the fact that, while feeble-mindedness cannot be cured, physical health may be restored.

Object. The object of our examinations at Auburn, aside from the outlining of individual treatment, has been twofold.

1st. To determine, as accurately as possible for statistical purposes, the actual physical condition of the convicted men at the time of their admission to prison.

2nd. To obtain an idea of the amount of the medical and surgical treatment that would be required to restore these men to the most efficient healthful conditions.

Scope. It is not a complete medical survey of the prison population, but is limited to those admitted during one single year, and does not include those who are already present. Nor does it represent the total amount of medical and surgical work that is required of the medical staff, since it does not comprise the illnesses, injuries, or pathological conditions that arise after these men have been admitted. Indeed, it would be almost impossible to make a complete medical and surgical survey of a population that is constantly fluctuating, as at this institution, where the number arriving during the year exceeded one thousand, and the number departing approximated nearly that figure.

Basis. The basis of this compilation is the records obtained in the routine entrance physical examinations of all inmates admitted to Auburn Prison during the fiscal year of October 1, 1914, to September 30, 1915. This includes not only the men admitted directly from the courts, but also those transferred from other prisons and reformatories as well as those returned for violation of parole or previous escape. During the year there were 1,025 admissions, as follows:

From State Courts.....	364	36	per cent.
From Sing Sing Prison.....	593	58	per cent.
From Clinton Prison.....	33	3.5	per cent.
From violation of parole.....	30	3	per cent.
From escape	2		
From Elmira Reformatory.....	1		
From Dannemora State Hospital.....	1		
From Great Meadow Prison.....	1		
Total	1,025		

Time of examinations. These examinations are made within a day or two after admission, often on the same day, though on the occasion of a large draft from another prison, which may consist of as many as fifty or sixty men, a week or ten days may elapse before the completion of the examinations.

Method. The routine examination is comprehensive and as complete as the usual insurance examination given at a physician's office. The outline of the examination is as follows:

- | | |
|----------------------------|-----------------------------|
| 1. General inspection. | 9. Nervous system. |
| 2. Stigmata of degeneracy. | A. General. |
| 3. Alimentary system. | B. Special senses. |
| 4. Respiratory system. | 1. Eyes. |
| 5. Circulatory system. | 2. Ears. |
| 6. Genitourinary system. | 10. Articular and muscular. |
| 7. Cutaneous system. | 11. Deformities. |
| 8. Glandular system. | |

The patient is stripped, first to the waist, then later completely, so that direct inspection and examination may be made of the whole body. Uranalysis, hemoglobin estimations, examination of blood and pus stains, blood counts, and other tests that can be rapidly performed are made at once, as indicated, to complete the initial examination. Simple interrogation alone is never depended upon for any part of the examination, but is accompanied by inspection and other forms of inquiry as may seem necessary, to determine any pathological condition. Of course, no assertion is made of absolute accuracy of diagnoses, since many of those admitted require further observation to determine their exact condition, so that the tabulations represent the conditions presented to the examiner on the first examination. This series of examinations has been made by one and the same examiner.

Place. The routine examinations have all been made in the privacy of the physician's office, no one else being present except the physician's clerical or laboratory assistant.

Examiner. The examiner is the prison physician who has been making similar examinations for nearly ten years.

Character of subjects. Those examined are all male adults, ranging in age from eighteen to over eighty years, sentenced for a wide variety of crimes; comprising all classes, from the accidental first term criminal to the recidivist of deliberate choice; representing nearly all occupations, races, and religions, and grading mentally from the medium grade imbecile to those capable of conducting a business or practicing a profession.

Method of classification. As a result of the examinations, the subjects have been graded into three groups, according to the state of health, good, fair, or poor. Such classifications are not made from the medical standpoint purely, but represent working ability as related to the institution, but not necessarily corresponding to their previous mode of living or occupation before admission to prison. Such classification is admittedly arbitrary, but useful as well as necessary.

Total number admitted.....	1,025	
Those in good health.....	800	78 per cent.
Those in fair health.....	147	14 per cent.
Those in poor health.....	70	8 per cent.
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	1,017	
Not examined because of early transfer to another institution	8	

SUMMARY OF DEFECTS FOUND

	Good.	Fair.	Poor.	Total.
Alimentary system	1,022	222	130	1,374
Respiratory system	942	235	122	1,299
Circulatory system	98	83	43	224
Genitourinary system	63	38	24	125
Cutaneous system	92	17	23	132
Glandular system	571	116	55	742
Nervous system:				
General	54	19	18	91
Eyes	332	83	29	444
Ears	108	18	11	137
Articular and muscular	194	50	21	265
Deformities	36	10	12	58
Total	3,512	891	488	4,891

Summary of Number of Operations Needed.

Alimentary system	148
Respiratory system	416
Genitourinary system	45
Cutaneous system	7
Glandular system	50
Nervous system—general	3
Nervous system—special senses, eyes.....	37
Nervous system—special senses, ears.....	25
Articular and muscular systems.....	2
Deformities	1
Total	734

The foregoing lists, it will be observed, do not include dental work, of which there is a vast amount indicated, as over half of the total number of men admitted had carious teeth; nor do they include refraction and fitting of glasses for at least 200 prisoners.

CONCLUSIONS.

1. The solution of the medical problem of the prison lies, to a great extent, in the recognition and treatment of pathological conditions at the time of admission of each inmate.
2. The medical staff of the prison, consisting of only two physicians, is much too small to take care of this immense amount of work. As a matter of fact, a staff of two is inadequate to perform a major operation.
3. There should be provided an adequate general medical and surgical staff, as well as specialists in the various branches.
4. This work could best be accomplished through a central clearing house to which all prisoners should first be committed for individual examination, study, diagnosis, and treatment, before being assigned to any particular institution.—Abstracted from article by Dr. Frank L. Heacox of Auburn Prison in *New York Medical Journal*, Jan. 13, 1917. Copyrighted by the A. R. Elliott Pub. Co.

Syphilis a Factor In Cause of Insanity.—Although the state of California cared for 10,331 insane patients during 1916, providing them with the very best of care, there is almost nothing done in the prevention of insanity. The insane in California receive the best of care. This is certainly as it should be, for these unfortunates are entitled to the very best of treatment. While

the care of the insane is important, the prevention of insanity should receive even greater attention. One of the most important of the preventable causes of insanity is syphilis. The superintendent of California State Hospitals states that 1,010 patients out of 6,935 admitted to state institution in the last two years were syphilitic—14.5 per cent. He states further, "In not all persons admitted who are syphilitic is it possible to connect the mental trouble with the syphilitic disease, but of the 1,010 syphilitics admitted 554, or 54 per cent, were victims of parietic dementia, a definite result of syphilis and an incurable and fatal form of mental trouble. Thus out of the 6,935 cases admitted, 553, or 8 per cent, were parietics with syphilis as the undoubted cause. Not more than 2 or 3 per cent of syphilitics develop parietic dementia, but the latter is such a hopeless and fatal form of disease that prevention of the cause is of vital importance." While there are many other factors entering into the cause of insanity, this one is of special importance from the public health point of view.—*California State Board of Health Bulletin*. From *Public Health*, March, 1917, Lansing, Mich.

Syphilis and Society.—Obviously it approaches the platitudinous to state that venereal diseases are a menace to society. It would be no exaggeration to assert that these diseases are the greatest source of danger to health known, and that if they could be stamped out, or even effectively controlled, the world would not only be a better place in which to live, but much suffering by the innocent would be avoided. The control of venereal disease is essentially a public health problem, and one of which a successful solution seems almost impossible. In Europe conditions have greatly increased the prevalence of these so-called society diseases, and efforts are being centered upon the determination of means whereby the "plague" may be stayed.

In America the problem is becoming quite as serious, especially since the measures taken to check the spread of syphilis and gonorrhea have not met with any conspicuous success.

With regard to the regulation of syphilis, we may well ask, why is it that the question presents so many and seemingly insurmountable difficulties? Much is known concerning the disease, probably more than is known of any other single malady. As Dr. William Allen Pusey points out in the very excellent January number of the *American Journal of Syphilis*—a new publication of a very high order devoted to this particular disease—we are acquainted with all the essential facts which are necessary to an intelligent sanitary attack upon it. Indeed there is at our disposal the means for an overwhelmingly strong sanitary campaign against the disease. At the outset it may be conceded that if syphilis were a purely medical problem, there would be no particular necessity to provide for its effective sanitary control; inasmuch as this is not the case, it is difficult to understand why measures of known efficiency have not been more actively employed. It would appear that the necessary steps in this direction should be taken without delay. The truth of the situation really is, however, that syphilis is more than a sanitary problem, and it is this which has presented the chief stumbling block to the realization of success in the struggle with this disease. As a matter of fact, it is as much a social question as a sanitary one, and on account of the disease being in the main venereal in origin, concerns man in his most intimate social relations. The victim of the malady, even though innocent, as a consequence of the invariable suspicion

attached to its acquirement, spares no effort to keep his condition secret, and it is this aspect of the situation that renders any sanitary campaign waxed against it so difficult to conduct.—From *American Medicine*, Feb., 1917.

Courts and Public Health.—Social justice should be evidenced in court decisions. With the development of new ideas and ideals in the body politic there should be a reflection of public sentiment in the interpretation of laws which were established previous to the birth of the new point of view. It is proper that courts basing their decisions and opinions upon established law should be conservative in breaking with the past. To alter statutes, as rapidly as the communal opinion is changed, would soon breed chaos and disorder. There is, however, a distinct tendency for our judicial authorities to take cognizance of the needs of society and to interpret liberally the powers and duties of health departments, legislatures and philanthropic social organizations seeking to improve the public health. In *Public Health Reports*, March 30, 1917, is a digest of judicial opinions published during the calendar year 1916. As illustrative of the advance made through law, a few items merit more than passing notice.

The United States Supreme Court decided that Congress has power "to keep the channels of interstate commerce free from the carriage of injurious or fraudulently branded articles and to choose appropriate means to that end," and to forbid the shipment in interstate commerce of drugs which are accompanied by false and fraudulent statements regarding their curative effects.

Numerous errors in judgment are bound to result in the mad rush to enact health measures and there is much justice in the decisions:—"To be valid as a health measure a statute or ordinance must provide real protection to the public health;" "ordinances should be reasonable and not unnecessarily burdensome."

A serious question arises from the decision that the contracting of typhoid fever by employes from drinking impure water furnished by the employers is an accident. On the same theory a city supplying an impure and polluted water occasioning the development of typhoid fever among its citizens might be held responsible and damages recovered.

The New Jersey Court of Chancery issued a decision that a marriage cannot be annulled because of fraudulent concealment by one party of his or her physical condition "unless the disease is of such a nature as to render contact seriously dangerous to the other party." Application of this brings up a wide field of inquiry and affords opportunities for many suits for annulment.

In the field of workmen's compensation there are many contradictions. Occupational diseases have not been included in most of the workmen's compensation laws, wherefore the interpretation as to what constitutes an accident or personal injury and what is to be regarded as a disease have been made the basis of various decisions. On the one hand, pneumonia has been held to be a personal injury, while lead-poisoning has been regarded as a disease. Tuberculosis and ivy-poisoning also have been deemed to be accidental injuries arising out of and in the course of employment. These varying interpretations naturally depend upon differences in the wording of the various state laws. It is unfortunate that greater uniformity has not been secured so as to enable the construction by the Supreme Court of one state to serve as the law in another state.—From *American Medicine*, April, 1917.

COURTS—LAWS

Prison and Penal Legislation Adopted by the General Assembly of Louisiana In 1916.—Act No. 13. Proposing an amendment to the Constitution so as to have a juvenile court in every parish of the state; the amendment was adopted in November, 1916.

Act No. 14. Prohibiting the sale of malt liquors in dry territory.

Act No. 15. Prohibiting the purchasing from a minor under seventeen years of age by any junk dealer.

Act No. 18. Prohibiting the removal from any quarantined area of tick-infected cattle.

Act No. 22. Providing that the crime of embezzlement by the drawing of any check or draft shall be cognizable by the district court of the parish where the document was executed.

Act No. 27. Imposing penalties for the failure to send children to school, and that truant cases be tried in the juvenile courts.

Act No. 35. Providing penalties for violation of the primary election laws.

Act No. 40. Providing penalties for violation of the health laws.

Act No. 78. Providing a penalty for failing to record the purchase of hides.

Act No. 81. Authorizing the sheriff to administer oath in criminal cases regarding the taking of bonds.

Act No. 84. Proposing an amendment to the Constitution regarding the compensation of the district attorney for the Parish of Orleans. The amendment was adopted in November, 1916.

Act No. 89. Creating the offense of "unlawfully having in one's possession combustibles or explosive substances with the malicious intent to destroy property." This law was passed to overcome the effect of a decision of the Supreme Court that the possession of the articles named without proof of their use was not a violation of any existing law.

Act No. 93. Providing that in criminal cases tried by the judge alone, propositions of law could be presented and exceptions reserved to be considered by the Supreme Court the same as in the case of charges to juries.

Act No. 102. Providing a penalty for assignment of wages without the consent of the wife and for charging usurious interest.

Act No. 103. Prohibiting gambling within five miles of the Sikes Public School.

Act No. 108. Providing a penalty for failure of certain corporations to pay their employes twice a month.

Act No. 113. Prohibiting and regulating in certain cases the shipment of liquor.

Act No. 118. Providing a penalty for failing to have separate ticket offices for circuses and traveling shows for the white and colored races.

Act No. 122. Amending the laws regarding the drawing of juries.

Act No. 123. Providing for the indeterminate sentence.

Act No. 124. Extending the indeterminate sentence to prisoners now in the penitentiary.

Act No. 125. A new parole law.

Act No. 127. A statewide ticket radication law and imposing penalties for the violation thereof.

Act No. 130. The general election law and the creation of several offenses thereunder.

Act No. 132. Amending the law creating the State Board of Embalming and Undertaking and providing for penalties for the violation of the provisions thereof.

Act No. 139. Punishing parents for contributing to the delinquency of minor children.

Act No. 146. Making it a misdemeanor for failure to provide safeguards around machinery.

Act No. 156. Making it a misdemeanor to use without the written consent of the owner, bottles or syphons belonging to others.

Act No. 157. Relating to the competency of witnesses.

Act No. 159. Regulating the practice of chiropody, and providing certain penalties for violation of the act.

Act No. 160. An Act to carry into effect the amendment provided by Act No. 134.

Act No. 163. Making it an offense for a nurse or mid-wife to administer anæsthetics, except by direction of a physician.

Act No. 164. Regulating moving picture buildings and providing penalties for violation of the Act.

Act No. 169. Requiring banks to return to the assessors statement of their property and providing penalties for their failure so to do.

Act No. 170. Requiring title guarantee companies to deposit \$25,000.00 with the State Treasury and providing penalties for doing business without such deposit.

Act No. 134. Opposing an amendment to the Constitution to enable the Board of Control of the State Penitentiary to fund its indebtedness and issue notes therefor not exceeding four thousand dollars. The amendment was adopted in November, 1916.

Act No. 173. Repealing Act No. 208 of 1910, regarding the killing of sea-gulls.

Act No. 177. Regulating the employment of women and children and providing penalties for violation thereof.

Act No. 178. Prohibiting gambling within five miles of Hall's Summit High School.

Act No. 188. Prohibiting black-listing and providing penalties.

Act No. 189. Requiring that outside of the City of New Orleans, tax collectors shall send to the Superintendent of Education a list of persons paying poll taxes and providing penalties.

Act No. 195. Providing for the registering of voters and fixing penalties for false registration.

Act No. 198. Prohibiting gambling within five miles of the Elizabeth Graded School and providing penalties.

Act No. 208. Prohibiting the diversion of electric current, gas and water and providing penalties.

Act No. 209. Changing the law regarding the offense of malicious killing of beasts the property of another.

Act No. 212. Prohibiting gambling within five miles of the Naborton Public School.

Act No. 218. Regulating certain forms of insurance and the countersigning of policies and providing penalties for the violation thereof.

Act No. 219. Protecting certain animals and birds and providing for the violation of the Act.

Act No. 220. Prohibiting the sale of liquor to women and the employing of women in places where liquor is sold and providing penalties.

Act No. 221. Amending the law regarding banks and providing certain penalties.

Act No. 222. Regulating the giving of bonds by officers of banks and providing penalties.

Act No. 228. Making it an offense for officers of homestead associations to present false reports and providing penalties.

Act No. 223. Prohibiting combinations in the sale of commodities and providing penalties.

Act No. 234. Providing that the books and records of certain corporations shall be subject to inspection and be evidence before grand juries.

Act No. 249. Making it a crime to steal attachments of locomotives or cars and providing penalties.

Act No. 250. Making the pledge of articles for cars by unauthorized persons an offense and providing penalties.

Act No. 258. Amending the laws regarding the killing of certain birds out of season and providing penalties.

Act No. 270. Making it a misdemeanor to compel employes to pay any part of the premium on liability policies and providing penalties.

Act No. 272. Amending the bird preservation law in certain particulars and providing penalties.

Act No. 273. Making it a misdemeanor to sell junk when unpaid for and providing penalties.

Act No. 137. Creating the office of general manager of the State Penitentiary.

Act No. 46. The general appropriation law contains on page 153 appropriations to the State Penitentiary.

W. O. HART, *New Orleans, La.*

Leniency In the Administration of the Criminal Law.—The late Mr. Edmund D. Purcell in his recently published work, "Forty Years at the Criminal Bar," bore testimony to the fact that leniency in the administration of the criminal law, which was in times gone by achieved mainly through the exertions of Sir Samuel Romilly, who sought to reduce the severity of sentences fixed by common law or statute, has in recent times been in large measure secured by the humanity of judges in the exercise of a discretionary power, in cases in which such power is vested in them, in sentences on conviction. Mr. Purcell instances this trend of the judicial mind towards gentler treatment of criminals by directing attention to the fact that, whereas in 1877 no fewer than seventy-five persons received sentences of fifteen years' penal servitude and eighty-six persons sentences of ten years' penal servitude at the Central Criminal Court, in 1912 no one was sentenced to fifteen years' penal servitude and three persons only to ten years' penal servitude. This tendency to mildness rather than severity in the awarding of punishment for guilt is manifested by an incident at the

London Sessions the other day. Mr. Allan Lawrie had before him three appeals against sentences in which the appellants had pleaded guilty in the court below. Mr. Lawrie said the Bench had come to the decision that they had no jurisdiction to hear appeals in cases in which the appellants had pleaded guilty, but that the court, while dismissing the appeal, would make a representation to the home office that it was highly desirable that provision should be made for appeal against sentence even when the defendant had pleaded guilty. The tendency of the movement in favor of criminal reform at the present time is to place a larger discretion in the judge in the award of punishment and to reduce, if not, indeed, to remove, from the statute-book and from common law the cases in which on conviction for crime the sentence is removed from the discretion of the judge. The Penal Code, which Burke strongly urged the necessity of revising, which he described as "radically defective" and "abominable," whose softening was undertaken in the early years of the nineteenth century by Sir Samuel Romilly and his successors in that great work, was an enormous and undigested mass of capital offenses, which made the criminal law a mere sanguinary chaos. Previous to the Revolution, the number of capital offenses is said not to have exceeded fifty. During the reign of George II. sixty-three new ones were added. In 1779 the number was estimated in Parliament at 154, but by Blackstone, writing in 1765, at 160, and Romilly observed in 1786 that since the appearance of Blackstone's Commentaries it had considerably increased. In Parliament the enactment of new capital offenses was regarded as a mere formal matter. Burke relates that, being stopped one night when leaving the House of Commons and requested by the clerk at the table to stay to make a House, he asked what was the business in question, and was answered, "Oh, sir, it is only a new capital felony." At the present time, exclusive of treason and murder, only three crimes are punishable with death, while the establishment of a Court of Criminal Appeal, the prerogative of the pardon remaining wholly unaffected and the undoubted leaning of the judiciary to mercy in the infliction of sentences, have powerfully contributed to banish from the criminal law of England the barbarities and absurdities by which it was for generations tarnished.—*Law Notes*, Jan., 1917.

New York Municipal Civil Service Examination for Court Attendant.

(June 14, 1917).—1 Write a report to the Chief City Magistrate, stating your action in the arrest in the courtroom of a man who was subsequently found guilty of an attempt to throw a bomb in the courtroom. Include in this report what aroused your suspicion in this case, what investigation you made before taking any action and exactly what action you took in this case.

Sign this report "John Doe, Court Attendant, First District Magistrate's Court." If you sign any other name, title, number or initials you will be disqualified. Handwriting (Wt. 1) will be rated on this report.

2. (a) Explain clearly the difference between a felony and a misdemeanor. (b) Name three crimes which are always felonies. (c) Name three crimes which are always misdemeanors.

3. (a) How are convicted criminals finger-printed? (b) How is an expert able to determine whether a criminal has been finger-printed before?

4. While serving as a court attendant in a city magistrate's court a man applies to you for a summons, stating that John Doe has his watch and will not

give it up. (a) What additional facts would you endeavor to obtain from him before letting him speak to the magistrate? (b) Name two cases in which he would be entitled to a summons from the magistrate because of the detention of his watch. (c) Name two cases in which he would not be entitled to a summons from the magistrate because of the detention of his watch.

5. During a session of the City Magistrate's Court the following persons are in the courtroom: The city magistrate, the court stenographer, two interpreters, eight clerks, five court attendants, one captain of court attendants, eighty-four prisoners, each of whom is arraigned by an arresting police officer; a complainant and three witnesses in eighteen cases; a complainant and two witnesses in thirty-four cases; a complainant without any witnesses in seventeen cases and in the remaining cases the arraigning police officer prosecuted the prisoner without any complainant or witness. In addition thirty-eight persons applied to the magistrate for a warrant and twenty-seven persons applied for summonses. Under the regulations of the Board of Health each person should have nine cubic feet of air. The ventilating system of the courtroom provided 2,289 cubic feet during this session of the court. Prepare a report to the Chief City Magistrate presenting the facts in this case in neat tabular form and showing whether the ventilating system is adequate or inadequate and the number of cubic feet of excess or deficiency at this session of the court.

6. In what court in the Borough of Manhattan of the City of New York are each of the following cases tried: (a) A man who has been arrested for intoxication in a public place? (b) A trial for murder? (c) A chauffeur arrested for driving without a license? (d) A suit of a plumber for \$12 wages? (e) A suit for \$10,000 damages for injuries caused by a fall? (f) A counterfeiter?

7. What is meant by the following: (a) Treason? (b) Drug addiction? (c) Seduction? (d) Juvenile delinquency? (e) Probation.

8. (a) Mention two matters against which you would guard especially if placed in charge of a court pen for prisoners awaiting trial. Give your reasons for your answer. (b) If assigned to get ten prisoners from the city prison, supervise their arraignment in court and return the convicted prisoners to the city prison at night, what system would you use to make certain that every prisoner is properly accounted for. Describe the system fully and give your reason for each precaution adopted by you.

PENOLOGY

Wardens' Letters Re Utilization of Prison Labor in War Time.—The following letters were addressed to the National Committee on Prisons and Prison Labor:

From the California State Prison, San Quentin. J. A. Johnson, Warden.

We are fully alive to the advisability, and indeed necessity of intensified farming as outlined in your letter of April 26th, and we are doing all that is possible, or at least practicable, for us to do in this connection.

We have a very limited acreage adjoining the prison in this state, but in conjunction with the prison system we have one 2,700-acre farm in an adjoining county, and the advisability of working that to the utmost has been presented and is being urged.

From the Colorado State Penitentiary, Canon City. Thomas J. Tynan, Warden.

In my judgment, 60 per cent of the sane, able-bodied men now confined in the penal institutions, both state and federal, of the United States, are trustworthy, and if properly handled can be made available for work anywhere in the United States. Our experience in handling honor men at the Colorado State Penitentiary proves this beyond question. Of course, there are the other 40 per cent who are mentally defective and truly dangerous men from whom society must protect itself.

* * * Colorado is farming thousands of acres of land in its state farms with prisoners and maintaining six large road camps constantly in the construction of roads. In eight years they have constructed 1,500 miles of probably the most perfect highway in the world. Eighty per cent of the men leaving the institution make good citizens in so far as we can check them up. I do not believe that the promiscuous working of convicts on individual farms, controlled and operated by citizens, would be a success. I believe that large tracts could be leased or handled by the various states and the nation where the men can be properly handled by skilled overseers in the employ of the various institutions who have been trained at the prison, as we do in Colorado. * * * I believe they should be paid a small wage. While we do not do this in Colorado, I have always been in favor of it, for we are now doing work to the value of \$2.50 per day by prisoners on the highway at a cost to the taxpayers of the state not to exceed 40 cents. The state could well afford to pay a little wage besides the good time allowance.

There are 4,000 convicts who are practically going to wreck and ruin from idleness in the different penitentiaries and 2,000 of these could be producing a great deal in crops or could be employed in the construction of highways in the national parks or forest reserves in the West.

On April 11th I sent the following telegram to President Wilson on this very subject: "May I not suggest as an aid to increased food production that the government urge all states, as well as superintendents of federal penitentiaries, to immediately utilize their trustworthy prison population in crop production according to Colorado's plan? This would mean placing at farm work 40 per cent of all the men now confined in the prisons in the United States and would put at work on the soil many thousands of men now either idle or engaged in less profitable pursuits than crop production."

*From the Louisiana State Penitentiary, Baton Rouge,
Henry L. Fugua, General Manager.*

Our prison population is about 1,900, one-third of which is employed in the construction of levees on the Mississippi River and the other two-thirds in farm work. We have four plantations, the chief money crop of which is sugar cane, the bulk of which we manufacture ourselves into a very important foodstuff, namely, sugar. We are endeavoring to raise everything possible in the way of foodstuffs that we consume for man and beast. We will have this season about 4,600 acres in sugar cane; 3,000 acres in corn; 200 acres in oats; 75 acres in Irish potatoes; 100 acres in sweet potatoes, and about 150 acres in truck and vegetables of various kinds, and planted in with the corn, about 2,500 acres of cow peas, soy beans and velvet peas, which, in our climate, do not produce much in the way of peas, but do furnish a magnificent forage or hay crop.

We are producing also hogs and cattle, but are not yet in a position to produce anything like our own consumption, though all plans and efforts are headed in that direction. We appreciate, in peace times, the value of home production, and so you may realize that we doubly appreciate such a policy at this time. We will do our best to "rally around the flag."

From the Minnesota State Prison, Stillwater, Minn. C. S. Reed, Warden.

We have within the last few weeks purchased additional land for the prison farm and are now doing intensive farming on 800 acres, employing from 100 to 150 men in this work. We have finished planting 80 acres of potatoes and will have in large crops of vegetables, grain, corn, etc. We realize the great importance of this work and are bending every effort to the end that we may have "plenty and to spare." We recognize that agriculture is most beneficial to inmates of penal and reformatory institutions, and that under present conditions large crops are to be desired. We are in every way attempting to utilize every acre of ground belonging to the state.

From the Vermont State Prison, Windsor. R. H. Walker, Superintendent.

For the past few years we have cultivated a large farm which has recently been enlarged to 500 acres. Besides raising large quantities of garden truck we have in the past year conducted a very successful and productive dairy and also raised something over a hundred pigs. These activities will be carried on on an even more intensive scale this year, with the expectation that the institution will do its share in the public service.

We have 600 acres of land seeded to crop this year and have obtained 1,600 acres of virgin land that will be made ready this year for seeding in the spring. We are thus increasing the state's resources where, I consider, they will be most needed.

The last legislature made an appropriation for the construction of a new dairy barn to replace the wooden structure now in use. The new barn will be built entirely by prison labor, out of rock quarried from one of the best quarries in the state, located on the prison reservation. We already have a concrete silo built and sufficient ensilage to run us until our new crop is harvested.

We have always heretofore raised sufficient garden truck and fruit to supply the institution's needs, but this year we are planting about five times the amount of garden ever planted before. I have contracted for a small canning outfit to care for the surplusage of garden products and fruits. A large portion of our fruit, in the past, has gone to waste on account of the lack of facilities to care for it. I have purchased a drier to care for such fruit as will not can, thus supplying not only our own institution, but also to some extent the other institutions supported by the state.

These are but brief outlines of the work we intend to carry on in the endeavor to render our institution as nearly as possible self-supporting. We have a small tailoring equipment sufficient to make the clothing required for all the inmates with the exception of underwear and socks; a small shoe shop making all of the shoes required by the prison, a laundry, blacksmith shop, etc. In fact, we have a small city of our own. Furthermore—and what to me seems very important—we have the enthusiastic co-operation of the inmates in carry-

ing out these plans, as they realize it is much to their interest—more so than to the state—that these various enterprises be made a success.

I am a firm believer in the honor system, using convict labor on the prison farm, 42 miles from the prison, with only a civilian foreman, no guards, guns or dogs being allowed on the place.

Nor has my attention been entirely occupied with the employment of convicts in the production of food values, but I have improved the school and various educational enterprises connected within the walls of the prison. We have an excellent band under the competent instruction of our parole officer—an officer recently appointed by our legislature in its endeavor to have our penitentiary perform its real duty in the social and economic world. Our parole officer also has under his supervision the school work. An examination is made of every prisoner consigned to the institution as to his physical and mental qualification and if deficient the condition is thus discovered.

I have been and am encouraging athletic sports. We have one of the fastest baseball teams in the state and stand ready at all times to meet all comers, whatsoever their class.

By the intelligent co-ordination of work and play we are turning out men fit to take their proper place in society as bread-winners—not bread-burners.

From the Idaho State Penitentiary, Boise City. Frank E. DeKay, Warden.

Referring to your circular letter of April 26th regarding the utilization of prison labor in order to obtain increased production of food values of all kinds, I beg leave to submit the plans that we are working out here in our endeavor to make this institution as nearly self-supporting as it may be and yet conserve the health of the prisoners and make them fit men to be turned back into society at the expiration of their imprisonment.

I became warden of the penitentiary January 1st, this year, and immediately investigated to ascertain the legitimate employment followed by each prisoner prior to his commitment. I discovered prisoners highly trained in the handling of horses, hogs, dairies, farms and even turkeys. I have placed these men in charge of various departments of the penitentiary. I employed one man at the prison reservation and one man at the prison farm—42 miles from the prison—as farm superintendents, who are carried on the prison payroll as guards, drawing a slightly higher salary than the regular guards. The sentences of the men are disregarded to a great extent in making them “outside trusties,” the only requirement being that they shall convince me that they are trying to make good. I use the honor system outside of the walls, no guns being allowed with, around, or over the prisoners.

I have a “lifer” working with the hogs on the prison farm who has increased his herd from 20 to 150 hogs. He had had an extensive experience with hogs before coming to the institution and was thus enabled to apply his hard-earned knowledge to the profit of the state. If he continues his good work this fall meeting of the Board of Pardons will undoubtedly see him a “lifer” no longer.

With the dairy herd, composed largely of Holsteins headed by a registered Holstein bull, I have as foreman a Swiss who has followed the dairy and cheese business all his life. He is bringing the herd up to a high standard

He is ably seconded by another prisoner who learned his trade in the thorough school of experience.

Our poultry is handled by a "lifer" who has made a hobby of the care of chickens from both incubator and hen mothers and is showing by the results he is obtaining that his knowledge of the subject is thorough and practical. Turkeys, that are supposed to have a hard time reaching the age when they are available for table use, are under the care of an old soldier, who vies with the chicken man in showing results. He has been exceptionally successful thus far.

We are using as many of the prisoners on outside work as possible, having at present 35 per cent of the total number confined at work outside of the walls upon the prison reservation and farm.

Massachusetts Society for Aiding Discharged Prisoners.—Extract from report of the agent, George E. Cornwall, presented to the annual meeting, May 28, 1917. The recommendation contained therein was adopted by unanimous vote:

"For some time the officers of the society have been endeavoring to extend its work. The fact that we were not spending all of our income had led them to give this matter much thought. Our society is statewide, as its name implies. Its funds have mostly been supplied from Boston and vicinity. Our headquarters must necessarily be in Boston, where the majority of the prisoners are to be reached. There are many prisoners released from the county prisons, located at such a distance that few of them receive help from us, it not being practicable for them to come to this city and return to their home towns, neither is it possible for the agent to see them personally without neglecting more important work in Boston, as well as incurring much useless expense.

"To reach these men in an economical manner the agent asks that he may be authorized to arrange with the masters of such houses of correction as he deems advisable, to expend for the society not exceeding one thousand dollars (\$1,000) for the year ending April 30, 1918.

"It is probable that this extension of our work to other sections of the state will encourage contributions from those localities, thus providing funds for still further extension of this help to all of the county prisons of the Commonwealth."

This is a move in the right direction. The masters of the different county prisons know each of their charges intimately; they can readily distinguish between the deserving and the undeserving. The money can thus be wisely expended and made to do a great amount of untold good to the unfortunate prisoners. The days of the vulgar sneer and the ignorant slur at the efforts of humanitarians who are determined to aid the discharged prisoner are happily over and the X-ray of intelligence has pierced the armor plate of ignorant fault-finding.

JOSEPH MATTHEW SULLIVAN, *Boston, Mass.*

POLICE

The Canadian Criminal Identification Bureau: Annual Report, 1916.—The gigantic and all-embracing character of the war now raging on three continents is exemplified by the fact that there is no phase of national life,

moral, physical, social, economic, or administrative, which it does not effect—crimes and criminals are not immune from its influence. The report of the English Commission of Prisons for 1915 shows that twenty prisons were closed or in process of closure during that year, eleven having been closed entirely. Between the years 1904-5 and 1913-14, the total convictions decreased from 586 per 100,000 population to 369; in the year ended March, 1915, it dropped to 281 per 100,000. The prison estimates for 1916 were \$500,000 or 12 per cent below the previous estimates. The decrease in crime is attributed to: (1) The drafting into the army of a considerable section of the population from which the criminals usually come; (2) the increased and new demands for remunerative labor; and (3) the restriction of the liquor traffic.

The annual reports of the Canadian police departments issued during the war period invariably show a marked decrease in the number of crimes committed and arrests made; and no doubt this can be attributed to the reasons given above as accounting for the falling-off in the crime statistics of the English prisons. The Canadian Criminal Identification Bureau being, in its nature, a clearing house for the criminal records of the different police departments and prisons, must of necessity reflect in its annual report the lowering of the crime statistics which they experience. The subjoined statistics show a considerable decrease in the number of finger-print records received, which would have been more pronounced had not new sources of supply arisen during the year.

The event which stands out most prominently before my mind, when reviewing the work of 1916, is the hearty co-operation voluntarily accorded us by the prison authorities of the State of Washington, U. S. A. On January 19, 1916, we received the following communication from the superintendent of the Washington State Penitentiary:

"Walla Walla, Wash., January 13, 1916.

"Department of Justice, Ottawa, Ontario.

"Gentlemen: I take this opportunity of ascertaining if it would be possible for us to send you finger prints of all men received at this institution in the future, and if you would notify us in the event of their previous arrest, or their arrest after they are released from here; in other words, we would like to become identified with your department.

"We, no doubt, have men who are incarcerated here that are badly wanted by the authorities and could only be identified through your department, and many criminals there that are wanted by this institution, and their record could only be obtained as mentioned above.

"Of course, we would, should you desire it, use any form that you suggest to fit in with your files.

"Trusting I shall have the pleasure of hearing from you in this matter, I am,

"Very truly yours,

"HENRY DRUM, *Superintendent.*"

The above offer of co-operation was gladly accepted, and a supply of finger-print and descriptive forms was mailed to Superintendent Drum.

In a communication dated July 25, 1916, the superintendent of the Washington State Penitentiary informed us that at a recent meeting of the Sheriffs'

Association of that state, a resolution was passed that each sheriff take the finger prints of all prisoners held in their respective county jails, of whom they had no record or knew nothing about; and arrangements were made whereby the identification department of the Washington State Penitentiary should handle and classify such prints; in other words, act as a central bureau of identification for the state. The superintendent sent us, by the same mail, a number of prints received from the sheriffs, and has continued to mail to this department all finger-print records received from the same source up to the present.

On October 10, a communication embodying a similar offer of co-operation to that contained in the aforequoted letter, was received from Mr. Donald B. Olson, superintendent of the Washington State Reformatory, Monroe, Wash. This offer was likewise thankfully accepted and a supply of forms and envelopes mailed to the superintendent.

On December 18, Mr. D. E. Nickelson, Superintendent of Identification at the Washington State Penitentiary, wrote this department as follows:

"Walla Walla, Wash., December 18, 1916.

"Mr. A. P. Sherwood, Chief Commissioner of Dominion Police, Department of Justice, Ottawa, Canada.

"Dear Sir: I have recently returned from the Washington State Reformatory at Monroe, Washington, where I have taken finger prints of the entire inmate population, and am mailing you same under separate cover today, the lowest number being 461 and highest 2955.

"As you already know, we are establishing in this department a central bureau of identification for the entire State of Washington, and in the future will handle all the identification work for the State Reformatory in a similar manner to that of the sheriffs', with which procedure you are fully conversant.

"You will therefore kindly address all correspondence relative to the Monroe prints to this institution, and in cases where identification are made we will immediately forward such information to the Monroe authorities, and at the same time make the necessary notations upon our copies of the same prints which we hold on file here.

"Trusting that I have made this matter clear, and thanking you for your kind co-operation in this work, I have the honor to be,

"Very truly yours,

"HENRY DRUM, *Superintendent.*

"By D. E. NICKELSON, *Supt. of Identification.*"

The finger-print records accompanying the above-quoted communication numbered 256, and as demonstrative proof of the mutual benefit to which such co-operation in the matter of criminal identification conduces, I beg to bring to your attention an identification obtained from the finger prints taken by Mr. Nickelson at the State Reformatory, Monroe.

Included in the Monroe prints were those of No. 2044, Joseph Carron, *alias* Frank Clark, who was sentenced at Kittitas County, Washington, on June 28, 1916, for grand larceny. This man's finger prints proved him to be identical with our No. 13064, August Pacaud, sentenced at Macleod, Alberta, July 21,

1913, to a term of five years in the Alberta Penitentiary, for horse stealing. He was released from the penitentiary on parole, July 4, 1914, and reported up to and including the month of April, 1915, after which time no trace of him was discovered. As the result of the receipt of his finger prints from the Washington State Reformatory, and their subsequent identification, a revocation of the license granted him July 4, 1914, has been recommended to the Minister of Justice; and arrangements will be made to have him brought back to this country on the completion of his term at Monroe—to serve out the unexpired portion of the term he was serving in the Alberta Penitentiary when released from there.

Another identification worth noting in this report, and one made possible by the receipt of finger prints from the Washington State Penitentiary, is that of one James E. Bausman, *alias* James Edward Brown. The finger prints of James E. Bausman were received from the state penitentiary May 2, 1916, with the information that he had been sentenced at Seattle, Washington, on February 17, 1915, to six to fifteen months' imprisonment, for grand larceny, and was then wanted by the penitentiary authorities for escaping from his parole. Bausman's finger prints proved him to be identical with our No. 31414, James Edward Brown, who was sentenced at Victoria, B. C., March 24, 1916, to two years in the British Columbia Penitentiary for forgery. Acknowledging the notification of identity, Superintendent Drum informed us that he would lodge a retainer for this convict's return to his custody, on the completion of his term at New Westminister.

As your representative, I attended the convention of the Chief Constables' Association of Canada held at Kenora, Ont., July 5 to 7, and read a paper on the proper method of taking finger prints and criminal photographs, and the necessity of both being of as high a standard as it is possible to obtain. That portion of the paper explaining how to take photographs of the required standard was particularly interesting to the members of the association, it being the first occasion on which this branch of criminal identification was treated of at our conventions. Much useful discussion followed the reading of the paper, and I trust that it will help us to arrive at a uniform standard in criminal photography.

I am pleased to inform you, sir, that the bureau's files continue to be an ever-increasing source of reference and useful information to the Dominion Immigration Department, the Ontario Parole Commission, and to the "Ticket-of-Leave" branch of your department.

The number of inquiries received, as well as those instituted by this department, in which photographs were required, multiplied to such an extent in 1916 that much more time had to be devoted to photographic work than formerly.

Constable H. R. Butchers, who has been a member of this staff since February, 1912, enlisted in the Canadian Divisional Ammunition Column for overseas service in February, having been granted leave of absence by you, sir, for that purpose, and is now on active service—"Somewhere in France."

A total of 8,009 finger-print records were received during the year, being a decrease of 1,321 as compared with the previous year.

The identifications numbered 629, showing a decrease of 127 compared with 1915; 464 of these identifications were made from the finger prints of prisoners whose cases had been disposed of, and the remaining 165 from the

prints of those who were on remand or awaiting trial at the time their finger prints were received.

Ten parole violators and nine escaped prisoners were discovered by means of finger-print identification during the year.

The filing cabinets contained, at the close of the year, the records of 29,668 individuals.

The following police departments and prisons were added during the year to the list of those who have received finger-print outfits: Canadian Pacific Railway Investigation Department, North Bay, Ont.; Copper Cliff, Ont.; Edmunds, B. C.; Fort Saskatchewan Jail, Alberta; Napanee, Ont.; Newcastle, N. B.; Parry Sound, Ont.; Port Hope, Ont.; St. Stephen, N. B.; Weyburn, Sask.

Respectfully submitted,

E. FOSTER, *Inspector.*

Finger-print records numbering 8,009 were received by the Canadian Criminal Identification Bureau from all sources during the year ending December 31, 1916.

JOSEPH MATTHEW SULLIVAN, *Boston, Mass.*

Police Schools.—Much interest is being manifested in police schools throughout the country. One of the latest cities to start police officers upon a school career is Cambridge, Mass. Through the efforts of the mayor of Cambridge, a course was arranged for the police officers of that city by Harvard University. Following is a list of the subjects taken up:

Police Work in Europe and America.....	R. B. Fosdick
The Organization of a Police Department.....	R. B. Fosdick
The Training of a Policeman.....	R. B. Fosdick
Duties of the Uniformed Officer.....	R. B. Fosdick
Newer Methods of Detection and Identification.....	R. B. Fosdick
The Methods of Patrol.....	C. F. Cahalane
Duties of the Man On Post.....	C. F. Cahalane
The Management of the Station House.....	C. F. Cahalane
Thieves, Their Methods and Detection.....	C. F. Cahalane

Los Angeles Daily Police Bulletin, December 7, contains the following:

"In establishing the police training school it is intended to provide means whereby all members of this department may benefit by having all subjects pertaining to police work taken up and thoroughly discussed and analyzed by someone who has had the experience and opportunity to make himself thoroughly familiar with all phases of police procedure.

"This school will follow closely the lines of the New York training school, which has been in existence for several years under the supervision of Police Lieutenant Cahalane, who is recognized throughout the country as an authority on police procedure.

"It is my earnest desire that every officer in the department take up this work and persistently apply himself. The promotions of the future will come from the ranks of today. The man who idles his time away will be left at the post, while the man who applies himself will be prepared to meet any

emergency as a patrolman and will be forearmed when examinations for promotion are called.

"It is my desire that this department not only retain its present reputation for efficiency, but that it increase that efficiency, and I know of no better way to do it than to give a few hours monthly to the study of police matters.

"The department has a splendid personnel and one which will be greatly benefited by this training.

"The Public Library contains numerous volumes covering the several branches of police work. These books, besides being very interesting, are instructive, and I trust you will take up at least one line of supplemental reading in addition to the regular course given in the school."

Stockton, Cal., has also established a police school, the faculty consisting of prominent physicians, attorneys and educators. Lectures on various subjects pertaining to the police are delivered weekly before the police class. No examinations are held at this time.

A school for detective sergeants has been inaugurated in the San Francisco Police Department. Attendance is compulsory, and examinations in the various subjects will be held from time to time. This branch of the San Francisco police, under the direction of the newly appointed Captain of Detectives, Duncan Matheson, promises to make great strides during the coming year.

A. VOLLMER, *Berkeley, Cal.*

University Lectures for Police.—Columbia University made arrangements for a course of fifteen lectures for the members of the New York Police Department in March and April, 1917. Seven of these lectures were devoted to criminal law, five to municipal government and three to criminology. A fee of sixteen dollars was charged to each policeman attending these lectures.

It is doubtful whether a course of university lectures such as this course possesses much practical value for police officers or whether it assists them in the performance of their duties or in their efforts to qualify for promotion. Service instruction for policemen to be of practical value should be planned and carried on by the city itself and should be furnished to the policemen without fee, charge or expense of any kind.

LEONARD FELIX FULD, *New York.*

PROBATION

Probationary System In the U. S. Navy: General Order 110.—"In my last annual report, as Judge Advocate General of the Navy, I dealt at some length with the apparent results following the adoption, during the previous nine months, of the probationary system of punishment commonly referred to in the service as General Order 110. I indicated that, though this system had been in operation too short a time to permit of definite comparison of its results with those obtained under the detention system which it largely replaced, nevertheless it was confidently believed from the data at hand that it would prove an epoch-making step in progressive naval penology. Reports of commanding officers at that time forecast its overwhelming advantages from the viewpoint of economy, discipline, and humanitarianism. Toward the end of the past year, in reply to a circular letter, many suggestions were received as

to minor changes in the system. These were all carefully studied by a board consisting of one officer of high rank from the Bureau of Navigation and another from headquarters of the Marine Corps, both of whom had had practical experience with this system in actual service, and a third officer, detailed from this office, who was familiar with all of the correspondence and recommendations which had been received from the service on the subject. After thorough deliberation General Order 110 was redrafted by this board. This revision, which received the department's approval, was not published until recently, because of the administrative advantage of obtaining data covering one uninterrupted year of operation of the former order, by which we could judge with accuracy the effect of this new system. The revision, which has now been issued, makes few radical changes, the majority of the changes being intended merely to remove petty defects and clarify various points in the old order.

Results of Disciplinary or Detention System.

"In connection with last year's report a special effort was made to obtain accurate data concerning the final results which had been obtained under the detention system. The history of all men who had been transferred to disciplinary barracks was traced and accurate data collected as to the percentages of men who were restored to duty and who 'made good,' that is, those men who were discharged in good standing or who remained in the service in good standing for six months after unconditional restoration to duty. As this data covered several years it indicated accurately the results which were accomplished by the former system.

Results of Probationary System (General Order 110).

"General Order 110 having been in operation throughout the entire fiscal year, the data contained in this report accurately sets forth the results of this system and furnishes data for accurate comparison with the detention system.

"Comparing the results obtained from the reports of last year in regard to the detention system with the results obtained since the inauguration of the probation system, and remembering that approximately the same class of offenders are now placed on probation under suspended sentences that were formerly confined in disciplinary barracks, we have the following figures:

	Successful.	Unsuccessful.
Former detentioners restored to duty.....	32.4 per cent	67.6 per cent
Probationers under General Order No. 110....	34.56 per cent	65.44 per cent

"The above statement shows that a somewhat larger percentage of probationers under General Order 110 have 'made good' than was the case with former detentioners who were restored to duty. This means that under the present system the percentage of men who eventually 'made good' is somewhat greater than was formerly the case when this same general class of offenders were sent to the disciplinary barracks and subsequently restored to duty after a term of non-productive confinement. The result of this has been a steady further decrease in the number of naval prisoners, in the number of naval prisons, in the number of prison guards, and in the consequent expenses for this feature of naval administration. All of the above results would be vain and fruitless had they been obtained at the expense of discipline. It is therefore pertinent to examine that feature through the eyes of the commanding officers who have reported thereon. The effect of General Order 110 upon the discipline

of the service was clearly set forth in last year's report, which stated, in referring to the 125 replies of commanding officers concerning the effects of this order upon discipline:

"As a final summary of these letters received to date, it may be stated that every reply from commanding officers of marines expressed the opinion that the order had had a beneficial effect upon discipline, or that it had reduced the offenses of unauthorized absence and drunkenness, several officers furnishing statistics of their commands as a basis for their opinion. Of more than 100 replies from flag officers and commanding officers of vessels only four expressed themselves adversely, while the remainder varied from non-committal replies in the cases of two or three, through various stages from slight commendation to unqualified praise of its beneficial effect. Fully 90 per cent of the letters from commanding officers of vessels contained statements such as 'effect good,' 'most excellent in every respect,' 'absence over leave reduced to practically nothing,' 'most excellent; will go a long way toward stopping absence over leave,' 'effect very desirable,' 'excellent,' and 'has done much good.' It is fair to state that the younger commanding officers appear most enthusiastic, while from the captains of battleships three adverse and three non-committal replies were received."

"The general improvement in discipline, which, in a measure, is due to the operation of General Order 110, will be seen from the following table. The term 'premature discharge' includes men whose connection with the service was severed under such circumstances as to preclude their being allowed to re-enlist; i. e., such as 'ordinary discharges, not recommended for re-enlistment,' 'discharged as undesirable, for inaptitude, or by medical survey as unfit for the service, etc.:

	—Navy.—		—Marines.—	
	1916	1915	1916	1915
Discharged in honorable status at expiration of enlistment	10,284	8,714	1,860	1,582
Discharged as undesirable for inaptitude or with ordinary discharge not recommended for re-enlistment	756	1,075	161	339
Discharged with dishonorable discharge.....	1,000	1,033	187	192
Discharged with bad conduct discharge.....	2,296	2,728	487	762
Total number prematurely discharged.....	4,052	4,836	835	1,293
Excess of premature discharges occurring in 1915 over 1916		784		458
Total deserters for fiscal year.....	1,681	1,730	659	891
Total number of men handled during fiscal year..	72,885	71,511	13,887	13,953

"From the foregoing it will be observed that though 1,308 more men were handled during 1916 than during the previous year, there has been a decrease of a total of 1,251 'premature discharges,' viz., 784 navy and 458 marines, this decrease in spite of the abnormal demand for labor and corresponding inducements for enlisted men to seek lucrative employment in civil life. There has been a decrease of 1.4 per cent of desertion in the Marine Corps and 0.46 per cent in the Navy, and an increase of 1,848 (or 18 per cent) of men discharged in an honorable status as compared with the previous year.

"The records show that in April, 1914, shortly before General Order 110 became effective, there were 1,835 naval prisoners of all classes; at the present date there are only 620, making a reduction of 1,215 in the number of naval prisoners.

"Since April, 1914, the following penal institutions have been closed: Naval Prison, Navy Yard, Boston, Mass.; U. S. S. *Philadelphia*, and U. S. S. *Topeka*, which have been wholly abandoned as prison ships and returned to other duty in the Navy; and the disciplinary barracks, Port Royal, S. C., and Puget Sound, Wash.

"The only naval prisons remaining in operation are: The Naval Prison, Portsmouth, N. H.; the Naval Prison, Mare Island, Cal., and the U. S. S. *Southery*, as a detention ship, at Portsmouth, N. H.; the Naval Prison, Cavite, P. I., being used as a clearing house for prisoners tried on the Asiatic station. The *Southery* is used as a detention barracks for about 60 offenders whose sentences have been mitigated to detention and as a segregation camp for prisoners before they are transferred to the prison ashore; also a limited number of prisoners are kept on board for the performance of certain work under the direction of the commanding officer. However, the use of the *Southery* could and should be dispensed with in so far as her services are required for this work, such use of her being made for this purpose solely because she is also employed as a receiving ship at the Navy Yard, Portsmouth, N. H. If the department should deem it advisable to dispense with the services of the *Southery* as the receiving ship, I deem it highly desirable and advisable and do so recommend that the prisoners now confined on her be transferred to the prison ashore, wherein there are ample facilities for their accommodation at a reduced cost both in actual expenses and in the number of guards required; the detentioners at present under instruction and observation could be either restored to duty unconditionally on probation or discharged in accordance with the terms of their sentences as their records, etc., appear to warrant. Henceforth naval prisoners who appear to be desirous of rehabilitating themselves and who have completed a portion of their sentence in the naval prisons could either be restored to duty unconditionally or on probation subject to the provisions of General Order 110.

"The abolishment of the detention system on the *Southery* would result in the saving of several thousand dollars annually, and it is believed that the same results would obtain from the handling of the present population of the *Southery* as outlined above.

"In addition to the above, a small number of naval prisoners are confined at the Navy Yards at Norfolk, Philadelphia, and Puget Sound, and at the Marine Recruit Depot at Port Royal, S. C. These are not naval prisoners, but a limited number of prisoners are kept at these stations and cared for and guarded by the regular marine guard for the benefit of the police duty that they perform.

"In regard to the saving in expense: The prison account for the fiscal year 1913 showed an expenditure of \$1,190,514.39; in 1914, \$822,923.03; in 1915, \$643,461.34; and the account for the fiscal year 1916, while not completed, is sufficiently so to show that the cost of prisons under the present system of discipline is at the present time at the rate of approximately \$350,000 per year, and this could immediately be further reduced to \$300,000 per year if the detention system on the *Southery* be abolished and that vessel be returned to such general service as she may be best fitted to perform. (The actual cost for the fiscal year 1916 will be in excess of this because during a portion of that year it was necessary to maintain the disciplinary barracks at Port Royal and the U. S. S.

Philadelphia, the combined annual expense of which was approximately \$250,000.) A monetary saving of \$850,000 per year is thus shown for the system, besides certain other expenses which are saved, but which do not appear, such as transportation for prisoners and guards between stations, unusual medical treatment, etc. The marine guard at prisons has been reduced from 23 officers and 849 men in 1913, to 7 officers and 326 men in 1916.

"If the above-mentioned reductions in prisons and expenses had been affected at a sacrifice to the discipline of the service I would most certainly feel that they were not of value. However, in view of the almost unanimous verdict of the service, as well as the data in regard to desertions, discharges, etc., as set forth above, that the system of probation under suspended sentence has resulted in improving discipline, I point with pride to the above enumerated results accomplished by this reform."—From the Report of the Judge Advocate General of the Navy, Year 1916.

MISCELLANEOUS

Organization of the Public Welfare Department in Illinois.—An almost revolutionary change has been made this year in the administrative machinery of Illinois.

The readers of this Journal are interested in what has taken place in the charitable and penal institutions. Eight years ago the General Assembly abolished the local boards of trustees and created a central board to have administrative authority over all the institutions in what was known as the charitable group. The State Charities Commission was created at the same time to exercise supervisory and advisory functions in the institutions managed by the Board of Administration. This form of administration has been in operation with great benefit to the institutions and to the public ever since.

The penal institutions, three in number, remained under the control and management of separate boards of trustees.

Centralization was one of the keynotes of the last political campaign in Illinois. Both parties were pledged to a reorganization of the departments after the lines laid down by the Efficiency and Economy Committee, which had devoted four years to an intensive study of the departments of state government. One of the first duties undertaken by Governor Lowden after his election was the drafting of a comprehensive bill to meet the pledges which he had made during the campaign. This bill was accepted by the Legislature almost without a dissenting vote.

It was found advisable to confine the reorganization and consolidation scheme to those departments which were under the jurisdiction of the governor. There were some 120 boards and commissions carrying on this work, all subject to the control of the governor. No effort was made to change or amend the laws which these boards and commissions were charged with carrying out, but the idea was to simplify the form of administration. These various functions were therefore grouped into nine departments, each with a director in charge. These nine directors form a cabinet to the governor. How this scheme was worked out in detail is not of concern here except as to the Department of Public Welfare.

Into this department have been grouped all that were included under the Board of Administration, the State Charities Commission, the trustees of the

three penal institutions and the Board of Pardons and Parole. All these have been abolished and in their place has been set up a department consisting of the following appointive officials:

- Director of Public Welfare.
- Assistant Director of Public Welfare.
- Superintendent of Charities.
- Superintendent of Prisons.
- Superintendent of Pardons and Paroles.
- Fiscal Supervisor.
- Criminologist.
- Alienist.

The director is supreme in all matters coming under the jurisdiction of these subordinates. He reports direct to the governor. There can be no division of authority or responsibility. The subordinate officials report to the director. He approves or disapproves.

The Superintendent of Charities will have general management of the 21 institutions in the charitable group, the Bureau of Visitation of Children and the Bureau of Instruction of Adult Blind.

The Superintendent of Prisons will exercise similar jurisdiction over the three penal institutions, but in addition will sit as an advisor with the Superintendent of Pardons and Paroles in carrying out the parole law and in hearing petitions for pardons.

The Superintendent of Pardons and Paroles will carry out the parole and pardon laws, which have not been changed except that this one official takes the place of the three members of the Board of Pardons.

The Fiscal Supervisor, as his title indicates, will have charge of the book-keeping, statistical and accounting systems of all the institutions.

The Criminologist and the Alienist will be advisory officers; the first to the Superintendent of Prisons and the Superintendent of Pardons and Paroles, the second to the Superintendent of Charities and through him to the director.

The law does not fix the qualifications or the duties of any of the officials it creates. The director fixes them.

What qualifications the Criminologist and Alienist shall have were also left to the department to determine and it has been found advisable, in view of all the work which it is desirable to do, that both of these men shall have the same general qualifications, education and experience, with this exception, that the Criminologist shall have specialized along the lines of crime, while the Alienist shall have devoted himself to the insane and feeble-minded.

Consequently the Alienist and Criminologist are doctors of medicine, graduates of recognized schools, specially trained in psychiatry. They are also psychologists and have had experience in institutions for mental diseases, both as administrators and as scientific men. Dr. Edward Singer, superintendent of the State Hospital at Kankakee, has been appointed State Alienist, and Dr. Herman Adler, of the Cook County Juvenile Court, State Criminologist.

Governor Lowden informed all the directors that he would appoint none of their subordinates without their full sanction. On the contrary, he asked the directors to recommend to him the men who would be satisfactory to them in these positions. This has been particularly true in the Department of Public Welfare.

For Director, Mr. Charles H. Thorne, of Chicago, was chosen by the governor. Mr. Thorne had been head of Montgomery Ward & Company, but had retired from its active affairs.

For Superintendent of Charities, Mr. A. L. Bowen was selected. Mr. Bowen had been for seven years executive secretary of the State Charities Commission. For Fiscal Supervisor, Mr. Frank D. Whipp was named. Mr. Whipp has been the Fiscal Supervisor of the Board of Administration since its creation and prior to that time was in the fiscal department of the Board of Charities for many years.

The State Charities Commission is abolished in name only. It is now known as the Board of Public Welfare Commissioners and will carry on the same work of supervision and inspection.

The Department of Public Welfare will not do the buying or the building for the various institutions under its charge. The Department of Public Works will build all buildings and purchase all supplies, but the Department of Public Welfare will have the right to make the specifications and requisitions and to pass on the supplies and the work before payment is made.

Many overlapping activities disappear in the new organization. It will save thousands of dollars in salaries and wages, traveling expenses, office supplies and the like, and without doubt will perform the work in a more efficient manner.

This is the first experiment on so large a scale of the one-man power in the administration of public institutions from which politics have been eliminated and into which it has been sought to place men on the sole basis of merit and experience.

(The above account is practically identical with the statement in the *Institution Quarterly*, Vol. VIII, No. 2.