

STATE OF NEW YORK

THE ONE HUNDRED AND EIGHTH
ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1952



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PREFACE

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

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

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ONE HUNDRED AND EIGHTH ANNUAL REPORT OF THE
PRISON ASSOCIATION OF NEW YORK

HON. FRANK C. MOORE,

Lieutenant Governor of New York:

SIR.—In accordance with Chapter 163 of the Laws of 1846, we have the honor to present the One Hundred and Eighth Annual Report of The Prison Association of New York, and to request that you will lay the same before the Legislature.

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK

BY EDWIN O. HOLTER, *President*

E. R. CASS, *General Secretary*

THE NEW YORK TIMES

Wednesday, February 13, 1952

THE PRISON ASSOCIATION

Few civic groups in this country can equal the record of the Prison Association of New York for longevity and steady usefulness. The annual reports of this organization, founded in 1844, are a model of humane intelligence at work. In the 107th annual report, now on the desks of our state legislators, the Association refrains from calling for any new, extensive survey of the correctional process in New York, but emphasizes instead the need for evaluating and making effective the many findings already in hand from previous studies.

One pressing need is for a research bureau to improve correctional techniques. "As matters stand now," says the report, "the state spends nearly \$25,000,000 a year for the operation of its correctional department but not one penny is diverted to sound research." Such research, "far from a luxury," might well result in a net financial gain to the state, as a by-product. So would more generous use of probation services. The Association has been interested for more than half a century in development of probation. Some counties still do not have probation service; commitment is virtually forced, in lieu of probation. The treatment of probation in New York City is a tragic instance of penny-wise economy; the service is starved, its civil servants pauperized, through budgetary shortcomings that mean not economy but extravagant waste of human resources and opportunities.

The Prison Association is privately supported, receives no public funds, but its annual report is an official legislative document, a deserved mark of respect for a realistic, common-sense, enlightened approach to the many problems of correction. Its many suggestions, only a few of which have been touched on here, deserve the earnest consideration of the Legislature.

RECOMMENDATIONS*

February 16, 1953

To the Honorable Members of the Senate and Assembly:

In accordance with Chapter 163 of the Laws of 1846, we have the honor to present the following recommendations to the Legislature as a part of the 108th Annual Report of The Prison Association of New York, and urge that they receive your serious consideration.

Respectfully submitted,

THE PRISON ASSOCIATION OF NEW YORK

E. O. HOLTER, *President*

E. R. CASS, *General Secretary*

WHAT DOES THE PUBLIC EXPECT OF ITS PRISONS?

The year 1952 presented an unexpected dilemma to those administering prisons in all sections of the country. For decades correctional workers have been pleading for increased public attention in order to effect needed improvements in their institutions and correctional systems. In 1952 it came—but hardly in the most desirable manner. The year 1952 will probably stand out as the high point of prison publicity, at least the highest point since the unfortunate incidents of 1929. Beginning with the New Jersey outbreak in April and continuing throughout the year, prisons erupted from east coast to west, and from north to south.

Now that there has been diminution in the cycle of prison disturbances, and the smoke and flame have somewhat cleared away, the obvious question with which we title this comment comes up for discussion.

What does the public expect of its prisons? What does the public expect of all its endeavors in the field of crime prevention and control? What does the public expect in the way of clearing up community crime breeders such as the waterfront situation in New York, the organized gang activity in too many areas to list here, the corruption in high places disclosed in the Nation's Capitol and many cities?

Even after many years of close observation of the penological front, we are not too sure of exactly what the public expects of its prisons. Frankly, from this close vantage point, we feel it expects very little, else it would have exerted itself years ago in the interests

* These Recommendations in mimeographed form were made available to all members of the Senate and Assembly on February 16, 1953.

of at least the more obvious improvements crying for implementation. The riots of 1952 have shown the failure of the public to heed many of the surface indications of trouble ahead. The riots caught the public by surprise. Surely the public did not expect a siege of scare headlines. Unfortunately, we suspect that some among the public enjoyed the streamers of black ink and receive a vicarious thrill of adventure and relief from the humdrum of life of the work-a-day world.

What does the public—or, more important, what *should* the public expect of its prisons?

It is our feeling that an attempt should be made to analyze some of the shortcomings of prisons today, and at the same time point up remedies. We do so at this time, and in this official legislative document, with the hope that some of these reflections and subsequent recommendations will serve to prevent similar occurrences within New York's correctional institutions which have not been the scenes of costly disturbances since 1929. We like to feel that this is the result of good management rather than simply good luck but let no one rest assured that "it can't happen here". In the world of prison administration anything can happen, anywhere, anytime. For this reason, if no other, correctional personnel can never afford to assume an attitude of smugness and taking things for granted. While some remedies will be indicated, it should be noted that they are developed around findings and suggestions made by this Association in previous years, as well as by other official inquiry bodies.

In summary, therefore, the Association holds to the opinion that given the all-round acceptable correctional system that is New York's, the implementation of certain suggested remedies and recommendations will serve as insurance against headlines such as "SING SING PRISONERS RIOT" or "GREEN HAVEN SWEEP BY RIOT". That there are definite and specific ways to prevent such disturbances will be the task of this comment to outline.

We are particularly pleased to record our approval of the excellent document released on January 5th, 1953, known as the Knapp Report. This Report, submitted at the earlier request of the New York State Youth Commission, explored and investigated the statutes and methods of institutional treatment of the adolescent age offender in the State correctional system. While we urge the Legislature to give its support to the many recommendations made in the Report, we desire to point out that a number of them, in their background of thinking and observation, coincide with recommendations made over the years by this Association. Some of the major recommendations will be included in the body of this statement, and others will be grouped under a separate heading as worthy of implementation in the direction of long range planning.

The following condensation of riot causes is presented in outline form but not necessarily in order of importance. Such a task is well nigh impossible, because in a prison setting mountains are made of molehills, and priority of causation is not practical. The problems of penology are not ones to be met single-handedly. Prison wardens alone can not solve difficult situations. They require the whole-hearted support of the people generally. But before the people can support they need to know, as has well been stated by the Knapp Report, as well as by others including The Prison Association of New York.

1. THE PSYCHOLOGICAL IMPACT OF IMPRISONMENT

At the very heart of our troubles, we feel, is this somewhat abstract problem. The cold fact must be faced that each and every prisoner is confined against his will. They are confined involuntarily, and not by choice. Whether or not they deserve to be there is far beyond the point of this discussion as is the question as to whether they committed their crimes with the full knowledge of the consequences. These matters do not concern us at this moment, but the fact that not one single prisoner wants to be behind the walls is the all-important consideration for this discussion. In no other situation conceived by the mind of man can this be duplicated. The same faces, the same surroundings, the same food, the same cell, the same everything, literally, leads quickly to sheer boredom and discontent. The loose talk that prisons are too attractive is just so much unadulterated nonsense served up by those who have no conception of the meaning of regimentation and the deprivation of freedom. Prisoners are most definitely not in love with their surroundings. The frequently used analogy of one's being locked up in the country's finest hotel for three or four weeks, knowing that one can not leave the premises, is cause for most persons to stop and think. Change the surroundings and conditions into a prison setting and the problem becomes vivid.

With this comment as a foundation we will proceed to analyze the more specific and concrete causative factors of prison disturbances.

2. POPULATION

Correlated with any discussion of population insofar as prisons are concerned, is its first cousin overcrowding. Fortunately, in New York State, the correctional institutions are not in a serious overcrowded state. This has not always been the case and we should not be content to coast on our laurels. Statistically, ever since 1944, national prison population figures have increased each year until the end of 1951, the last year for which statistics are available. At the end of 1944, the low point of population, there were confined in all

state and federal institutions a total of 131,974 prisoners. This figure steadily increased until the end of 1950 when 165,796 persons were in confinement. As of December 31, 1951, however, the total was 164,896, or some 900 prisoners less than the previous year, thus marking the first downward trend in seven years.

New York State has likewise witnessed a steady increase in its prison population. For example, as of January 1, 1948 there were 15,976 persons confined under the jurisdiction of the New York State Department of Correction. On January 1, 1953 this had jumped to 17,651.

Hand in hand with problems presented by high prison populations is the important consideration of size and utility of institutions. In many of the disastrous riot areas of 1952 it was noted that the age and size of the units, with their mixed populations, need to be considered as contributing to the causes of the disturbances. For example, the oldest institution in the country today, the Massachusetts State Prison at Charlestown, was the scene of a riot in July, and subsequently sweated out an aftermath of unrest through the year. The State Prison of Southern Michigan is probably the largest walled institution in the nation. Termed an "administrative monstrosity" by Michigan officials, its very size together with its overcrowded condition was an obvious cause of the worst of the 1952 riots.

While additional examples could be cited, it is obvious that several recommendations present themselves for the consideration of the people and the Legislature of New York if this State is to avoid similar problems.

I. COORDINATED CORRECTIONAL SYSTEM

The further coordination of the correctional program of the State continues to be a critical need. For the seventh consecutive year this Association urges that legislative support be given to developments leading toward a more coordinated correctional program. Again, in this instance, the task can not be accomplished alone by those in direct charge of the Department of Correction. It requires public and legislative support. We need no additional surveys or inquiry commissions but we do need support for the implementation of many of the excellent findings of existing studies. New York State still is in need of a well-knit correctional plan, and legislative support is the first requirement. New York has the physical plants and, despite the unwieldy layout and size of some of them, the State's correctional units are far superior physically to those in most states. The need, however, is one of coordination of programming and the avoidance of the unscientific distribution of prisoners. In such units as Wallkill Prison, Coxsackie and the Elmira Reception Center, this is currently avoided. In the run-of-the-mill prisons, however, such as Sing

Sing, Dannemora, Green Haven and the others, there is the problem of prisoner distribution.

II. NEED FOR INTERMEDIATE REFORMATORY

It is recommended that the Legislature take immediate action to implement the Governor's recommendation that the Great Meadow Prison be converted to an intermediate reformatory.

The adoption of this recommendation will be toward the more efficient diversification of institutions and a step in the direction of a more scientific classification technique. It is obvious to the experienced observer that the characteristics of the average prisoner today have changed considerably since the war. The inmate of today is younger, and more experienced in the ways of crime than his predecessors. Perhaps this is partially the result of improved probation techniques, the relatively new youthful offender law and other post-war developments which tend to syphon off the more hopeful offender and return him to the community under supervision rather than imprison him. This, of course, is gratifying but the end result is that the prison as an institution is receiving a prisoner presenting more difficult characteristics and therefore all the more challenging. To keep pace with this development there is a growing need for diversification of institutions. We have the buildings but lack a system of institutional classification, such as is employed by the States of Illinois and California and the Federal Government. The Governor's recommendation is assuredly in the right direction and we urge its adoption without delay. This will require the appropriation of funds for the employment of additional professional personnel and certain structural and plant changes as well as new equipment.

III. EXTENSION OF RECEPTION CENTER AGE LIMITS

Also in the direction of further coordination of the State's correctional process, and in harmony with our repeated plea for a more scientific procedure of classification and distribution of the prison population as a whole, is the Governor's recommendation that the age limits of those offenders eligible for commitment to the Reception Center be extended to age 25. The statutes at present limit commitments to those up to 21. While this is a recommendation of both the Knapp study group and the Governor, the Association has long urged gradual expansion of the reception center philosophy. Eventually, and hopefully, we look to the day when all felons committed to the correctional department will be processed and screened by a reception center. For many years the Association has urged adoption of a recommendation leading to the centralized commitment of offenders to the department of correction rather than to specific insti-

tutions. The acceptance by the Legislature of the Governor's recommendation would be a definite step in the way of progress.

IV. NEED FOR DIVISION OF RESEARCH

It is recommended that legislative support be given to the establishment within the department of correction of a division of research. The reservoir of material available and in need of study and analysis makes imperative the designation of such a unit. The additional cost involved for personnel should be approved as a measure leading to the greater efficiency of the department and its treatment of prisoners. With an average institutional population in the 1952 fiscal year of 17,346 being maintained at an annual per capita cost of \$1,554.21, it is obvious that further study of this group is desirable. With a storehouse of knowledge based on the individual characteristics of all prisoners confined, it is likewise obvious that potential trouble spots can be kept at a minimum. If we know what we are dealing with we are well ahead of the problem. We are glad to note confirmation of this thinking in the Knapp Report.

3. PERSONNEL

The State of New York is indeed fortunate that it is not affected by the relation of negative personnel practices to poor prison administration as is so evident in many other states. While we have a long way to go before we can be satisfied with our methods of personnel training, recruitment, etc., New York is not faced with the atrocious political maneuvering so characteristic of some of the other states, where we know at this writing that there is likelihood of change and uncertainty in the minds of present personnel. By way of example we quote a lead article in a prison inmate newspaper in Tennessee. Under the heading "The Rumors Are Flying" the inmate-editor writes, in part, as follows: "Undercurrents of mixed feelings rise and recede with each new flow of rumors. . . . The state administration is about to change. That means inmates of Tennessee institutions will be affected. Tennessee State Prison inmates are well aware of this. . . . The feelings of men in Tennessee State Prison are intrinsically tied in with the administrative structure of Tennessee. *Movements at the upper level reverberate downward through the departments of state until their effects are felt in the lowest social strata—the prisons.* (Italics are ours.) . . . prisoners watch closely the trends of government . . . any fluctuation is cause for concern. In one direction lies panic; in the other, relief."

A more poignant comment on the relation of politics to prison morale and institutional climate is difficult to perceive. The political implications of prison administration is one of the basic underlying causes for the costly disturbances we have witnessed in 1952.

New York can continue to step forward away from the old and toward the new if the Legislature gives its approval to another of the Governor's current recommendations, and one that has been close to the Association's thinking for a great many years; namely, the provision of extended training for correctional personnel.

V. EXPANSION OF PERSONNEL TRAINING FACILITIES

It is recommended, therefore, in keeping with the above discussion of personnel that the Legislature give its immediate approval to the expansion of the St. Lawrence University Institute on Crime and Delinquency which the Governor now proposes to put on a year-round basis under the name of The Frederick A. Moran Institute on Crime and Delinquency. The recommendation made by the Governor carries with it a request for an appropriation of \$100,000 to meet the growing demands being made upon the Institute, and to assure its continuance on a year-round basis. Such a plan will make possible the development of extension courses, full-time residence courses for trainees in correction, and research activities. This forward-looking step in personnel procedures should receive hearty legislative support. The naming of the institute for Frederick A. Moran will serve to perpetuate the memory of one who devoted his entire career to improved correctional techniques. The Association is gratified to note that this recommendation of the Governor's is an elaboration of our long-standing recommendation calling for the re-establishment of the former Central Guard School, and thereby emphasizing once more the need for and value of personnel training.

VI. ADDITIONAL PROFESSIONAL PERSONNEL

We urge that the Legislature give its approval to the proposal contained in the Knapp Report to the effect that one additional deputy commissioner of correction be provided to be responsible specifically for the training and rehabilitation of prisoners. This individual would be the coordinator of the department's care and treatment program. In addition to this headquarters office position, it is recommended that each of the correctional institutions be provided with one additional associate superintendent or associate warden whose task would entail supervision of the daily activity of the care and treatment program. Ample precedent has been set for this type of organization in such correctional systems as California's and the federal government's. This step is in keeping with the dictates of progressive penology and the efficient administration of an institution.

VII. RE-ORGANIZATION OF DEPARTMENT OF CIVIL SERVICE

Also in the realm of improved personnel techniques is the Governor's recommendation in which we join to the effect that reorganiza-

tion of the Department of Civil Service is called for and needed. While the Association is not primarily concerned with civil service administrative procedures we are, of course, alert to the relation of civil service and correctional personnel. *It is our recommendation that provision be made in line with Governor Dewey's request, and in keeping with a recommendation of the Temporary State Commission on Coordination of State Activities, for legislative authorization to modernize the Department of Civil Service.*

VIII. IMPROVED SALARY SCALES

The relationship of salary scales to employee morale is obvious and needs no supporting discussion at this point. *The Association recommends legislative support be given to departmental requests for appropriations for improved salary scales.* Competent personnel is the keystone of efficient and progressive correctional procedures, and can not be secured unless salaries are commensurate with the degree of responsibility and skill expected. In more than one instance of serious prison rebellion in 1952 there was noted low calibre personnel — and it was pointedly so because some areas failed to recognize the importance of competent staff. Our recommendation includes provision for adequate pension plans for those in hazardous occupations, and correctional personnel should receive every consideration in this respect. It seems to the Association that 25 year pension plans are appropriate as already set up for police departments throughout the state, and for some fire departments. The responsibilities of correctional personnel, particularly those in a custodial capacity, should be so classified as to make them eligible for adequate pension plans. This whole question of adequate salary scales, pension plans, etc., has direct bearing to the recruitment of competent personnel, and in these days of critical competition for personnel by industry and business, the state can ill afford to be penny-wise and pound-foolish.

IX. CIVIL SERVICE STATUS TO COUNTY AND LOCAL PENAL INSTITUTION PERSONNEL

The Association repeats its long-standing recommendation that civil service provisions be provided to all personnel of local and county penal institutions where such is not presently the case. This would mark a forward step toward the complete abolition of appointment of correctional personnel because of political considerations.

X. CHANGE OF TITLE FROM PRISON GUARD TO CORRECTION OFFICER

We recommend, also, that legislative approval be given to the change of title from "prison guard" to "correction officer," and from

criminal insane "hospital attendants" to "correction officer." With the professionalization of correctional personnel, it is obvious that the old, traditional labels of "prison keeper" and "prison guard," etc., should be removed. Correction officers are, in large measure, responsible for the ultimate rehabilitation of offenders, and they should be accorded the dignity and prestige of titles such as "correction officer." This change will require an amendment to the Correction Law.

4. SENTENCES

In any discussion of prison disturbances and their causes, consideration must be given to the knotty problem of disparity of sentences and, in some cases, the inequity of sentences. It is obvious that a too long sentence can be just as harmful as one too short. The old idea of making the punishment fit the crime has long ago been discarded by progressive criminologists. For a great many years the Prison Association has recommended that the Law Revision Commission or some other appropriate body undertake a thorough examination into this problem. The Commission has been aware of the necessity of this task but has been handicapped for various administrative reasons. Now the Knapp Report makes similar recommendation with which we join wholeheartedly. Clarification is needed of the various statutes relating to "wayward minors" and other categories of offenders.

XI. EXAMINATION INTO SENTENCING PROCESS

The Association urges, therefore, that a suitable body undertake such a study and that the Legislature give its support and financial approval.

XII. REVISION OF SEX OFFENDER LEGISLATION

It will be recalled that the Association was represented on the Governor's Interdepartmental Committee to Study the Sex Offender several years ago, and from whose study resulted the current sex offender legislation, Chapter 525 of the Laws of 1950. Observation of the use of this law indicates that many areas in the State are failing to apply its wide provisions. The Association feels that the time is at hand when a review of the use of this law is advisable with a view to extending its application as well as its provisions.

We recommend, therefore, that consideration be given to making the law mandatory rather than discretionary in the sentencing of sex offenders. It has been determined that of a total of 447 commitments of sex offenders, since April 1950 when the law became effective, only 72 were committed under the provisions of the new law. In Kings County the record shows only one commitment under

this law out of 63 convictions, and in Bronx County out of 18 sex offender convictions none were committed for the indeterminate term provided under the new law.

In New Jersey all sex offenders must, by the provisions of the law, be committed to the Diagnostic Center for classification purposes. The Center is empowered to commit sex offenders to state hospitals for treatment if the circumstances warrant. We are reliably advised that this practice is being followed with encouraging results, and we therefore feel that New York would do well to follow suit.

5. EMPLOYMENT OF PRISONERS

Another of the basic and underlying causes for prison unrest lies in the prevalence of idleness among prisoners. Nothing gives greater cause for concern to wardens and other institutional officials than enforced idleness due to a lack of constructive work outlets. It should be kept in mind that national and state legislation rightfully restricts prison labor to avoid exploitation for private gain. Goods produced by prisoners in the great majority of states must be sold to publicly operated institutions or political sub-divisions of the state, such as cities, towns, etc. Study commissions over the years have urged legislative approval of various means to provide more adequate work and production opportunities within the limits of constitutional and statutory provisions.

XIII. ESTABLISHMENT OF ADVISORY COMMITTEE ON CORRECTIONAL INDUSTRIES

The Association recommends again that the State of New York profit by the experience of others, such as the State of California and the Federal Government, and authorize the establishment of an Advisory Committee on Prison Industries. This body, to be composed of representatives of industry, agriculture, management, labor and the public at large, to be appointed by the Governor without salary, would give guidance to the Department of Correction's industrial operations. In this cooperative manner, the interests of all concerned would receive equal consideration and, if the experience of others is any yardstick, the employment rate of prisoners in institutions would be increased.

The observation of able-bodied men and others who can do some kind of work, inadequately employed in industries or in over-manned maintenance operations, spending their time in idleness at public expense when the flower of American youth is being expended on the battlefields of Korea, is distasteful and would be disturbing to the public eye.

XIV. UTILIZATION OF CORRECTIONAL INDUSTRIES FOR DEFENSE EFFORT

We recommend full legislative support of planning for the utilization of prison man-power and facilities in the interest of national defense. This is another of the recommendations repeated over the years, and it is again noted herein in order that the Legislature may not lose sight of the potential source of man-power behind prison walls. Our 1950 annual report contained a detailed set of recommendations relating to this point which need not be rewritten here. In the meantime, Department of Correction officials should remain alert to the possibilities of utilizing prisoners in the defense effort, through the preparation of plans for prompt activation when needed.

6. PAROLE

It has been revealed in many of the riot-stricken areas that misunderstanding and confusion relating to parole practices and procedures have played an important part. The State of New York is indeed fortunate that it can lay claim to one of the real outstanding parole systems in operation today. Without delving into the realm of prophecy it is apparent that the immunity from prison riots enjoyed by this State is due in part to the excellence of our parole operations. This assurance, however, can not be taken for granted and every effort must be exerted to improve and strengthen the system. To this end, therefore, the following recommendations relating to parole are submitted for the consideration of the Legislature, and we urge their adoption.

XV. EXTENSION OF THE POWER OF THE PAROLE BOARD IN CERTAIN CASES

It is recommended that the Legislature authorize the Board of Parole to determine and specify the portion of the remaining or original maximum term to be served by an offender who commits a new felony while on parole. The Board of Parole concurs in this recommendation. This recommended discretionary power should be within the province of the Board of Parole with the proviso that it not be applicable except in those cases where at least more than five years remain to be served on the original sentence. The law now provides that the entire maximum sentence be served before service of the second term can commence. This power of discretion now applies to Elmira Reformatory cases by virtue of Chapter 678, Laws of 1945, and its application to other inmates is urged.

XVI. ADDITION OF THREE PAROLE EMPLOYMENT OFFICERS

The Association recommends that legislative approval be given to the budgetary request of the Board of Parole for the provision of three additional parole employment officers. One of the outstanding services of the Board of Parole is its employment service available to those awaiting employment programs for release as well as to those now on parole who are in need of jobs. Conditions now make necessary the employment of at least three additional officers, two of them to be assigned to the New York district and one to the Albany district. Nothing breeds discontent faster among prisoners than forced imprisonment beyond parole eligibility dates due to the lack of a job in the free world. The addition of the three officers recommended is in the interests of improved parole as well as public safety and benefit.

The Prison Association of New York campaigned for many decades for the type of parole administration which the State now enjoys and we guard with a jealous pride the improvements that have been made with and since the establishment of the present system in 1930.

7. TREATMENT PROGRAMS

In a number of instances of prison disturbances in 1952 it was quite apparent that rebellion was stirred because of the lack of adequate treatment or rehabilitative programs. Men and women simply can not be held behind the bars and walls of a prison with any degree of expectancy that rehabilitation will result unless an adequate treatment program is available. Imprisonment in and of itself with the keys discarded accomplishes nothing and never has through the ages. Hopefulness rather than hopelessness is the keystone upon which must be built the plans and policies of a true correctional system. In this State, over the years, the Department of Correction laid certain cornerstones toward a well-rounded rehabilitative program. In some respects progress in this direction has not been as rapid as we would like, but nevertheless it has been definite. Further forward movement toward logical and necessary objectives is dependent upon many factors, not the least of which is legislative support of budgetary requests coupled with a sound understanding of the reasoning behind the department's correctional philosophy on the part of the public.

XVII. PUBLIC RELATIONS PROGRAM

Just as truly as two plus two equals four, penological progress will never develop without public support and understanding. And, by

the same token, public support will not develop unless and until it becomes an informed public. The inarticulation of the past needs to be overcome. We heartily endorse the recommendation made by the Knapp Report to the effect that the Department of Correction embark on a sound program of public relations.

8. AREA OF PREVENTION

As the record will show, the Prison Association of New York for 108 continuous years has been vitally interested in the community approach to crime prevention. We have been in the center of developments having to do with the establishment of effective probation and parole systems in New York State; the development and administration of such community-wide projects as the control of juvenile gangs, the development of more effective approaches to the problem of alcoholism, and other related programs all leading toward the prevention of crime or recidivism particularly among youth. Likewise, the Association has maintained active service bureaus throughout its long existence in the interests of the wives and children of men serving prison sentences on the one hand, and newly released prisoners on the other. The complete annual report discusses these services in detail.

Because of this background of interest and service, the Association desires to record the following additional recommendations in the general area of prevention.

XVIII. EXTENSION OF NEW YORK STATE YOUTH COMMISSION

We wholeheartedly endorse and recommend that the Legislature provide for the extension of the life of the New York State Youth Commission, now due to expire as of June 30, 1953. This Association joins with the Governor and numerous other agencies, both private and public, in urging the legislative extension of the Commission for another three years. We feel that the work of the Commission is sufficiently well known as to preclude the necessity of further elaboration in this report.

XIX. AMENDMENT OF YOUTHFUL OFFENDER LAW CONCERNING DETERMINATION OF ARREST

Likewise, we repeat our recommendation that the Youthful Offender Law be amended to harmonize with the basic philosophy upon which this law is based. Title VII, Section 913-n of the Code of Criminal Procedure should be amended to read as follows: "... and no youth shall be denominated a criminal by reason of such determination, nor shall such determination be deemed a conviction, nor

shall the apprehension and detention of a youth who has been approved for adjudication or trial as a youthful offender be deemed an arrest. Notwithstanding the foregoing, all persons lawfully detained for the commission of a crime shall be subjected to all the due processes of law as provided by the Code of Criminal Procedure." The portion in italics of the foregoing paragraph constitutes the recommended new wording. It is our opinion, in which the Probation Department of the Court of General Sessions concurs, that if conviction need not legally be a matter of public information, surely the act of being taken into custody on the same offense should not be a matter of public record. It is obvious that the original intent of the Legislature in authorizing the law in the first instance was to protect deserving first offenders. With the recommended exclusion of the arrest factor the law will then become truly a protective device. "Conviction" is now outside the terms of the law, but the "arrest" factor is not. In other words, offenders adjudicated "youthful offenders" may legally deny that they have been convicted of a felony, but they continue to be required to admit to "arrest" for a felony, thus negating the true intent and meaning of the law. This has resulted in hardships in securing employment, enlistment in the armed services, and in a number of other ways.

XX. ORGANIZED CRIME

The year 1952 witnessed a number of startling revelations relative to the prevalence of organized crime in the State as well as in the nation. The Association has observed that only one or two of the basic recommendations of the United States Senate Committee to Study Organized Crime have been put into effect by Congressional action. *We urge, therefore, that the Legislature memorialize the Congress of the United States to take immediate action toward the implementation of the Committee's legislative program. We urge also that the recommendation of the New York State Crime Commission be given the serious and immediate consideration of the Legislature.* If the members of the Commission feel it warranted that their official existence should be continued we would wholeheartedly back their recommendation. As of this writing their inquiries have not been concluded and neither have they submitted recommendations, therefore this recommendation of the Association is worded accordingly. Organized crime *must* be minimized, and the work of the State Crime Commission has done more thus far to awaken the people of New York State generally to the broad aspects of the problem than any other single body. We are not so impractical as to believe that organized crime will ever be eradicated any more than petty crime, but there are ways and means of controlling its spread and devastating influence on the welfare and safety of the people. We feel con-

fidant, of course, that the Legislature will treat the Commission's recommendations with the utmost seriousness.

XXI. REORGANIZATION OF THE COURTS

It is obvious that the court structure of the State will soon require detailed study and reorganization and, with particular reference to the criminal courts, we urge that the recommendation of the Governor be given prompt approval.

XXII. IMPROVEMENT OF PROBATION

No single recommendation of the Association has been repeated more frequently over the years than this one urging an improved probation service. We particularly are concerned about the ten counties now without any form of probation service. We were heartened to note that the Governor in his annual message to the 1953 Legislature recommended legislative authorization for the establishment of multi-county probation services. This process will enable several counties to maintain one probation department thus providing these much needed services to areas not presently in a position to finance them. The value of sound probation organization and administration has been proved time and time again over the years, and its application as a correctional technique needs no further elaboration in this comment. The development of probation in the areas referred to would lead toward a reduction in the number of persons sentenced by the courts to confinement. *We are in full support of the Governor's plea for multi-county probation authority.*

XXIII. ALCOHOLISM

The scope of the problem of alcoholism has been discussed by the Association on a number of occasions, and the record will show our official interest and attempts to bring about a solution to the problem over the years. We were particularly gratified to note reference to this problem by the Governor in his message to the Legislature of one year ago. A start in the right direction has been made by the Legislature and this has been of real encouragement. However, we have a long road to travel before there is a noticeable dent in reduction of alcoholism. Over the past year this Association has been an active member of a New York City-wide committee on alcoholism appointed by the Welfare and Health Council of New York City. *The findings of this committee should receive the consideration of the Legislature, with particular reference to expansion of State-aided clinics and treatment centers.*

XXIV. THE KNAPP REPORT

Much has already been said in this statement as to our stand with respect to the content of the Knapp Report. We are in full agreement with the great body of it, and want to conclude this portion of our annual report with the urgent request that the Legislature give its recommendations its best consideration. Admittedly, a good portion of the Report is in the realm of long-range planning, but we want to point out the necessity and desirability of this. The Report contains many additional suggestions other than those referred to above. Since the Association is warmly sympathetic to the Report, *we urge legislative approval particularly to the following recommendations which are in addition to those we have already enumerated:*

a) *the need for further diversification of existing institutions of the Department of Correction.*

b) *the need for the removal of the present restrictions necessitating the appointment of all wardens and superintendents from the custodial force exclusively.* We believe, of course, that custodial officers should have every consideration in the competition for the top administrative positions, but in fairness to the rest of the personnel they, too, should be given every opportunity to compete through civil service channels for the superintendency of institutions.

c) *the need for development of an adequate system of inmate counseling.* This, it should be noted, is one effective means of providing outlets for the legitimate criticism of inmates. Too frequently in the riot-stricken prisons have we noted an absence of an approved system for the presentation of just grievances to top administrative officials. This is not to say that a counseling system is the one answer to this need, but it is in the right direction.

d) *the need for developing internships.* This has been another long-standing recommendation of the Association and we are gratified that the Knapp Report concurs.

e) *the need for an increase in staff at the Reception Center is obvious if we are to expect a full measure of success on the part of this vastly important unit of our correctional system.*

The other recommendations of the Knapp Report not noted in this statement deserve the full consideration of the Legislature.

Conclusion

Even as this statement is being written two other long-term prisons in a bordering state are undergoing serious riots with the usual bloodshed and costly destruction. Prisons in at least three bordering states to New York (Pennsylvania, Massachusetts and New Jersey) have experienced the destruction and nightmare of mob violence behind

prison walls, together with Ohio, another neighboring state. We have made an attempt in this statement to point out how New York may be spared a similar experience now as well as in the years to come. Prisoners do not riot just for the sake of rioting any more than free people riot. The important point to keep in mind, however, is that prisoners may riot much more quickly and with much slighter provocation. However much value one may put on the "making mountains out of molehills" analogy, one can not lose sight of the importance of this factor. The wise and alert prison administrator is ever mindful of this and, by the same token, we express the hope that the people themselves will be more mindful as a result of the disastrous riots of 1952. It is the considered judgment of this Association that the acceptance of the recommendations noted in this statement will serve to preserve peace within New York's prisons and make for marked correctional advance in the interests of the offender on the one hand, and society on the other.

What does the public expect of its prisons?

We would like to think that the public expects continuous progress in the direction of the recommendation expressed by this Association and many other bodies, official and private, who have labored long and earnestly in this direction for decades and, in our own case, for more than a century.

LOOKING BACK ON 1952

The following represents in brief the wide and various interests of the Association through the year, in keeping with the purposes of its origin. Fortunately, the founders of the Association were men of courage and wide vision, and did not confine the Association's format of activity to a small segment of the crime problem. Obviously it is impossible to recount in detail every aspect of our day by day work but suffice it to say that the record herewith and the files of the Association will confirm the strong desire to keep faith with the public trust and the spirit of the founders.

Committee on Detentions

The following report was submitted by the chairman of the Association's Committee on Detentions, Mr. John L. Schoenfeld, as a brief review of the Committee's activities during the year:

Since January 1, 1952, 54 places of detention in the Boroughs of the City of New York, Nassau and Suffolk Counties, plus upstate institutions, were personally visited and inspected.

At the time of the above visits and inspections, civilian defense was again discussed and assurance was given that suitable arrangements have been made.

Many recommendations made in our reports of inspection have been complied with.

NASSAU COUNTY JAIL—MINEOLA

On March 15th Commissioners Schoenfeld and Cass made a routine inspection of the Nassau County Jail, as well as the Detention Quarters of the Nassau County Police Headquarters and also the Prison Ward at the Meadowbrook Hospital. The chief concern in regard to the Nassau County Jail was the condition of overcrowding. The present jail, while reflecting good housekeeping, nevertheless, is inadequate to handle the jail population of a county whose civilian population has increased from 60,000 to a present day estimate of 860,000. The crowded condition interferes with the classification and separation of inmates as required by law. Plans have been in existence for some time for the construction of a new jail and these objectives should be fulfilled at the earliest possible date. The difficulty of securing steel has delayed the building of a new jail but this situation gives promise of improvement.

At the Meadowbrook Hospital a condition was found revealing an unnecessary risk with respect to the life of a correction officer and the security of inmates. This related to the need for the installation of a steel grill in a public corridor so as to protect the officer

on duty from attack by those from the outside who might very likely obtain entrance to the public corridor. Assurance was given by the Superintendent of the Hospital that this condition would be speedily corrected.

UNUSUAL OCCURRENCES

Since January 1, 1952, 38 unusual occurrences were also brought to our attention, such as attempted suicides, suicides, assaults on officers, attempted escapes, escapes, malicious mischief, etc. These unusual incidents were all investigated and reports were sent to the State Commission of Correction in Albany.

NEW YORK COUNTY CIVIL JAIL AND KINGS COUNTY CIVIL JAIL.

The Sheriff of New York City maintains two civil jails for the five boroughs, one located in Manhattan and the other in Brooklyn. Both structures are undesirable and the logical objective is one central jail. The Sheriff is anxious for the fulfillment of this idea and so is the State Commission of Correction and the Prison Association of New York. In the meantime Commissioner Schoenfeld has raised serious objection to the maintenance of a small number of prisoners in the jail in Brooklyn which results in a high per capita cost, estimated at \$26. a day. On December 17th Commissioners Schoenfeld and Cass conferred with Sheriff McCloskey and noted that he took exception to the proposal to use only the jail located in Manhattan on the grounds that it had been condemned for many years by the State Commission of Correction and, in his opinion, would be undesirable and inadequate. He also took exception to the statement of high per capita on the grounds that there was no solution other than that there be provided a central jail. Commissioner Schoenfeld was very earnest in his desire for a more economical administration of the Sheriff's custodial responsibilities and it was finally agreed that further effort be made to determine whether this could be accomplished pending the construction of a new central jail. It was encouraging to note that the Board of Estimate, in its capital budget on December 4th authorized an expenditure not to exceed \$116,000 for a civil jail, Brooklyn Civic Center, including site. This is in accord with the joint recommendations of the Prison Association and the State Commission, over a period of years. It is estimated that the total cost will be \$1,170,000.

PROPOSED PLAN FOR HOUSING OF WOMEN PRISONERS

Commissioners Schoenfeld and Cass, acting for the State Commission of Correction and The Prison Association of New York, have been giving attention to the desirability of re-opening the 250 acre unit at Camp LaGuardia, Chester, New York, as a confinement

unit for sentenced prisoners currently housed in the Women's House of Detention. This will enable the local prison to be returned to its original status of a "detention" prison and would provide greatly improved facilities for the housing of female prisoners under sentence. The New York *World-Telegram* and *Sun* contained an article on this situation on June 9th, with a follow-up editorial on June 10th. Commissioner Williams is giving his full cooperation to this situation.

WESTFIELD STATE FARM

On April 3rd Commissioners Schoenfeld and Cass visited Westfield State Farm to become better acquainted with the overcrowded condition at the Women's Prison and also the preparations under way for the care and treatment of drug addicts committed to the Reformatory.

The population of the Prison was 265 (267 on April 16) with normal accommodations for 200. To house the inmates it is necessary to give up various recreation sections in the different units of the prison and also to discontinue use of the hospital quarters. Two inmates were obliged to sleep in the corridors on cots. The overcrowded condition was also a matter of interest to us in view of the complaint made to Commissioner Cass by Judge Jonah Goldstein of the Court of General Sessions, regarding the delay in transferring women from the Women's City Prison to the Prison.

As a result of conference with the central office of the State Department of Correction the transfers were quickened so that while there were 16 on March 20th, at the Women's House of Detention, there were only 6 remaining on April 3rd. On April 15th it was found that the number had been reduced to 3. The congestion at the prison is growing, and presents a serious problem, looking to the need of finding new accommodations. One temporary step to meet the condition is the utilization of space in the Davis wing of the Reformatory section for some of the older women prisoners. The institution is designed so as to keep completely separate the State's Prison women and the Reformatory inmates. The seriousness of the crowded condition is the only reason for bringing the State's Prison women to the Reformatory side, although there will still be the possibility of separation.

On the Reformatory side it was found that four cottages have been taken over for the special use of narcotic cases, three of these to be used for housing and one for school or vocational activities. The renovation of this cottage was under way and nearing completion on the day of inspection. The population on the Reformatory side on April 16th was 340, with a normal capacity for 354. This includes twenty rooms in the segregation building. There were six women awaiting transfer from New York City. There are also

girls in other parts of the State awaiting transfer. Of the total population of 340 on the Reformatory side on April 16th, 127 were narcotic cases. These will be handled separately at the start of what is referred to as an experimental undertaking, looking toward a broader program as experience dictates. Separate provision has been made on the lower floor of the cafeteria building for the feeding of addicts.

The four cottages on the hill, long in disuse, have not been reopened and have not improved through the years. It would seem that these cottages will need to be used for expansion purposes to whatever extent is found to be advisable and their renovation and modernization is likely to be far less expensive than new buildings.

The taking away of the four cottages on the campus for addict cases, while it has not made for congestion in the housing of the Reformatory group, it, nevertheless, has interfered with the classification possibilities previously existing.

The care and treatment of the narcotic cases presents a problem that needs to be dealt with without further delay and as thoroughly and as expertly as medical knowledge and present-day rehabilitation technique allows. There has been \$200,000 set aside for the beginning of the experimental project and it is likely that this will soon prove to be insufficient.

QUEENS CITY PRISON

On May 1st, Commissioners Schoenfeld and Cass inspected the Queens City Prison. Here was found a situation similar, although not as serious, as that found in the City Prison, Manhattan, last fall, because of the smaller number involved but, nevertheless, a condition of an over-populated institution due to the inability of the County courts to dispose of cases. The condition was not attributable to a long summer recess as was mainly responsible for the congestion in the City Prison, Manhattan, but instead to the lack of courtroom space and backlog of grand jury indictments, and the lack of a sufficient number of probation officers to make pre-sentence investigations. Conference with the senior judge gave a clear understanding of the situation and reflected no discredit upon the court. Assurance was given that at the earliest possible moment the various courts would reduce the number to a minimum and thereby relieve the doubling up and overcrowded condition in the City Prison.

CITY PRISON—BROOKLYN

Commissioners Schoenfeld and Cass made an official inspection, representing the State and the Prison Association, of the City Prison, Brooklyn, better known as the Raymond Street Jail, on

December 9th. A highly satisfactory condition of order and cleanliness prevailed, proving once again that, regardless of the age of an institution there is always the possibility of good housekeeping. Plans for a new City Prison were approved in 1950 by the State Commission of Correction but there has been delay in the beginning of construction of the new institution because of added cost and lack of funds. It is encouraging to report that on December 4th the Board of Estimate approved the 1953 capital budget and included therein is an item of \$1,800,000 for a new City Prison for male adults and Remand Shelter, Brooklyn, including site. This progress coincides with the joint efforts of The Prison Association of New York and the State Commission of Correction.

DETENTION PENS—MANHATTAN

In a previous report of inspection of the Detention Pens Night Court, Borough of Manhattan, a number of recommendations were made, particularly with reference to overcrowded conditions, etc., and Recommendation No. 4 contained in this report reads as follows:

"That a study be made—that if proper identification be produced by peddlers and other Ordinance violators, they could be served with a summons. This would also help in preventing overcrowded conditions and, likewise, save the time of the arresting officer and the use of a van if the arrest is made in Rockaway, etc."

The Secretary of the State Commission of Correction sent a letter enclosing a copy of the above mentioned inspection report of the Detention Pens Night Court to Acting Police Commissioner Frank Fristensky, Jr., and his reply read, in part, as follows:

"Relative to overcrowding and other problems in Manhattan Night Court, joint conferences were held by the representatives of the Police and Correction Departments and the Courts. It was arranged and agreed that orders from the Chief Magistrate's Office would issue that the calendar be so arranged and called that only prisoners involved in one transaction would be in the pen adjoining the Court at one time thus avoiding congestion.

"Concerning the recommendation for the service of summonses to properly identified peddlers, etc., rather than summary arrest, this procedure is now in effect."

FOLLOW-UP OF SEX OFFENDER STUDY

Under date of September 26th Mr. Cass wrote Governor Dewey, suggesting that there be a follow-up inquiry relative to the so-called Sex Offender Laws of 1950 which resulted from the special committee set up by the Governor to study the sex offender. In this letter he made reference to a review in the official report of the

Committee as contained in the publication "The Penal Reformer" published in India. Chapter 525 of the Laws of 1950 provided for extensive procedure for the handling of sex offenders and we felt that inquiry as to its usefulness would be appropriate. Under date of September 29th Governor Dewey replied, noting with satisfaction that the 1950 report of the sex offender study had received worldwide recognition. He noted also that he would request the Commissioner of Correction to make further inquiry as to the extent of the use of the legislation on the part of judges throughout the State.

In a follow-up letter of November 13th to the Governor, Mr. Cass made note that he had consulted with Commissioner Donovan and had confirmed the suspicion of the Governor that the courts have not given too much attention to the 1950 legislation. As the result of inquiry of the State Department of Correction made by Senator Thomas C. Desmond, the following information was obtained and is presented herewith as quoted by the Senator for press purposes in a release issued by his office on November 13th:

"After my two year fight for a law which would enable sex criminals to be 'quarantined' in prison indefinitely until cured or no longer deemed to be menaces to themselves or society, the 1950 legislature passed in accordance with the recommendation of an interdepartmental committee a law which permits judges to sentence sex perverts to a sentence of from one day to life with release permitted at any time they are no longer harmful.

"Hailed as a great social advance, the law went on the books as a notable contribution to scientific penology. However, rumors came to me that judges in New York City and upstate were ignoring the law. I have checked facts with the aid of the State Department of Correction, and find that in two and a half years experience with the law:

- "1. In New York City, more than 9 out of 10 sex criminals are not being sentenced under the 1950 law.
- "2. Throughout the state, 8 out of 10 sex criminals are not being sentenced under the 1950 law.

"Here is the sad record of judicial obstinacy. Of 147 persons in the state committed for rape during the two and a half years operation of the law, only 4 were given the indeterminate sentences provided by the 1950 statute; of 106 committed for sodomy, only 17; of 103 committed for carnal abuse, only 32; of 52 committed for 2nd degree assault with intent to commit a sex crime, only 19; of 36 committing incest, indecent exposure and indecent acts, none

"Small wonder that New York City and upstate communities suffer periodic sex crime waves. The judges give easy, short sen-

tences which permit mentally sick sex criminals to roam our streets and attack our women and children.

"Of 91 sex offenders studied, each could get out of prison within a period of one and a quarter years up to ten years. The typical sex criminal could get out of jail in two to three years.

"In Erie County, only 6 sex criminals were sentenced under the 1950 law, while 11 were not; in Monroe County, 2 were, 16 were not; in Albany County none out of eight was; in Onondaga County, 1 was, while 26 were not.

"Judicial aversion to indeterminate sentences under the 1950 law can be explained mainly on the basis that judges brought up under ancient legal concepts, which of course do not reflect modern scientific advances, prefer to substitute their own judgment as to a suitable penalty for that of psychiatrists. The judges don't like indeterminate sentences. It may also be found that the psychiatric treatment promised by the law has not been made available by the prisons.

"This exposure of judicial old fogginess will require the 1953 legislature to take remedial measures which might involve compelling judges to give indeterminate sentences if a sex offender is found guilty, or replacing judges in sex crime cases with a board of psychiatrists and social workers. What specific legislation I will introduce will depend upon the response of the judges to this proof of their own failure to apply sound laws enacted in the interest of the public."

On November 13th Mr. Cass wrote Commissioner Bigelow of the State Department of Mental Hygiene, noting the need for further progress, and expressing the hope that the Department of Mental Hygiene will continue to be of service in this respect. At this writing there is evidence of renewed and increased activity, although the problem of adequate professional personnel in institutions and the development of new techniques is still a desirable objective.

We take this opportunity to commend Senator Desmond for his persistent and helpful interest in the problems posed by the sex offender.

KNAPP REPORT

In his message to the Legislature of 1951 Governor Dewey proposed a survey of statutes, institutions and procedures relative to the care and treatment of the adolescent offender. Mr. Whitman Knapp, a former district attorney under the Governor when he was district attorney of New York County, was appointed as the director of the study. The survey was financed by the State Youth Commission and Mr. Knapp's position was as special counsel to the Commission for this study. Various interdepartmental committees were established to assist in the survey and specialists were brought in on

a full-time basis. Many throughout the State were consulted, including the Prison Association. During 1952, the Association, through the General Secretary, was in contact on several occasions with the office of the Governor, urging that the report be released as quickly as possible. The release of the report met with unavoidable delay but we were assured by the Governor that it would be available in time for consideration by the 1953 Legislature.

Further reference to the detail of this report will be noted in our introductory statement under the title "What does the public expect of its prisons?"

PRISON RIOTS

From time to time during the year we reported on the various prison disturbances, and reviewed a good deal of the publicity that resulted therefrom, pointing out that the Association was called on innumerable times during the weeks of April 14th and 21st to assist in the development of news stories, TV programs, radio discussion periods, etc. Such publications as the *Christian Science Monitor*, *Associated Press*, *International News Service*, *Newark Evening News*, *New York Times*, *New York Herald Tribune*, *Providence, Rhode Island, Evening Bulletin*, and other papers interviewed Mr. Cass and Mr. Wright. American Broadcasting Company radio and TV outlets and WOR-TV and a number of other stations solicited our help. We arranged and participated in several panel discussions on the causes of prison riots, for radio and television purposes.

In reporting on a trip to various institutions between New York and Montana, including attendance at regional meetings in Butte, Montana, and Chicago, Mr. Wright informed the Executive Committee of the general alarm and concern felt by penologists across the country. He spent a day at the State Prison of Southern Michigan at Jackson and reported in detail on some of the items that appeared to him to be responsible for the riots at Jackson. He also pointed out that the damage done by the inmates was considerable and that it would be a long time before conditions are once again in a normal state.

In discussing riot causes in general it was noted that there is no single cause or cure and that no one person or single condition can be held responsible. Among the many pieces to the complex jigsaw puzzle of causation are the following:

- a) Politics and untrained leadership at the top level
- b) The size of institutions
- c) Inefficient parole administration
- d) The undermining of prison officials by departmental representatives
- e) Mandatory housing of psychopaths and the impossibility of transferring them to mental hospitals

- f) The problem of securing a capable guard force
- g) The problem of reduced budgetary appropriations with an increase in the prison population
- h) The whole problem of disparity of sentences.

Mr. Wright concluded a lengthy discussion by pointing out that there were many other parts to the puzzle and that when they were all fitted together the picture became quite clear. The whole question of public apathy and disinterest until serious trouble occurs is a situation that also must be given close attention.

Later in the year we reported on several additional disturbances, particularly in the States of Idaho, Illinois and Ohio, in addition to two upsets in the Federal institutions, namely, El Reno and Chillicothe Reformatory, as well as the minor flare-up at the New Jersey State Prison at Trenton on October 12th. In addition there was another riot on November 18, 1952 at the State Prison of Southern Michigan, Jackson. This particular disturbance was brought under control rapidly with a display of force as was true in the quelling of the riots at Trenton on October 12th, Chillicothe Reformatory on September 6th and the Ohio and Illinois riots which also took place in November. Likewise, there have been disturbances in some of the Provincial jails in Canada.

In this connection we have been able to assist a wide variety of radio and television sources as well as newspapers and magazines in clarifying many of the issues involved. On October 29th Mr. Wright appeared on a coast to coast radio news network of the American Broadcasting Company chain as well as a television news presentation with reference to the disturbance at the Illinois State Penitentiary at Menard. We were in telephone communication with Warden Jerome Muncie of Menard on October 29th at the height of the riot at that institution. It will be recalled that Governor Stevenson later interrupted his campaign tour to return to the prison in an effort to quell the disturbance. The Warden indicated that there was considerable disturbance among the 300 psychopathic prisoners but that he had been able to secure the release of several hostages held by this group.

There is considerable problem created here as a result of extreme disparity of sentences. He reported he has a number of men with 199 year sentences and a group of them were involved in the riot. He also indicated a serious problem in turnover of personnel.

ELECTION CHANGES

Closely identified with causative factors of prison disturbances is the insecurity of top personnel which results from lack of civil service systems in some of the states. As a result of the November 4 election a number of correctional departments will feel the brunt of personnel changes as a result of change in state administration. For

example, such states as Montana, Illinois, Indiana, Massachusetts and others will witness various changes. Some are already in the making and others will develop after the first of the year. The fact remains that correctional personnel should, in no manner, be dependent upon the whims of politicians for their job security. It is obvious that the unrest is reflected in the attitude and behavior of prisoners.

A more detailed discussion of riot causation appears in the introductory statement of this report, under the heading, "What does the public expect of its prisons?"

LIFE MAGAZINE

In connection with the riots noted above we gave considerable time to staff personnel of *Life Magazine* in connection with an article by Harry Elmer Barnes and Donald P. Wilson in the November 24th issue. We were able to give considerable service in the way of clarifying factual data.

Both Mr. Cass and Mr. Wright are in receipt of letters of thanks and appreciation for the time and advice given to *Life* personnel in this respect. In addition Mr. Cass is in receipt of a letter from the editor of *Time Magazine* thanking him for his assistance in connection with a story in the November 24th issue.

82ND ANNUAL CONGRESS OF CORRECTION

The Annual Congress of Correction, sponsored by The American Prison Association, was held during the week of October 5th at the Hotel Ambassador, Atlantic City, New Jersey. Present were official delegates from forty-three states, the District of Columbia, Canada, England, Germany, Italy, Japan, Venezuela, Puerto Rico and the Philippines. This Congress was unusually well attended and we have already received numerous complimentary comments relative to the program content and the excellence of the discussions.

Foremost among the topics discussed were those relating to the prison riot situation, the problem of organized crime, and the problem of narcotic addiction. In a special meeting conducted by the Wardens' Association, each of the wardens who had witnessed prison riots in their respective institutions spoke informally relative to the causes and conditions leading up to the disturbances. The Association's Committee on the Study and Treatment of Narcotic Addiction was presided over by the Chairman of the New Jersey Governor's Commission on Narcotic Addiction and featured as speakers Mr. M. L. Harney, Technical Assistant to the Secretary of the Treasury, Mr. James R. Dumpson, of the Federation of Protestant Welfare Agencies of New York, and Dr. Kenneth W. Chapman, Director of the United States Public Health Service

Hospital, Lexington, Kentucky. Judge Morris Ploscowe of New York City, as Chairman of the Association's Committee to Study the Control of Organized Crime, led discussion on this subject.

Noteworthy among other topics was the revision of the Manual of Suggested Standards for a State Correctional System which was conducted under the leadership of Richard A. McGee, Director of Corrections for California, and formerly Deputy Commissioner of the New York City Department of Correction. This volume has promise of becoming one of the keystones of literature in the penological field and consists of some thirty chapters written by various authorities. The Manual is now in stage of revision and we hope it will be available after the first of the year.

There was also considerable informal discussion on problems relating to probation and parole and the detention of youths.

The concluding day of the Congress, October 10th, was devoted to inspection and observation of the New Jersey Diagnostic Center at Menlo Park.

The publicity resulting from the Congress was excellent and full columns were carried for six days in the *New York Times*, in addition to a follow-up editorial in the *Times* of Saturday, October 11th. In addition, coverage during the week was maintained by United Press and Associated Press, as well as local New Jersey newspapers.

The Congress meets in Toronto, Canada, in 1953 and the membership this year elected Major-General Ralph B. Gibson, Commissioner of Penitentiaries of Canada, as President. Messrs. Cass and Schoenfeld and Wright were re-elected to their respective offices as General Secretary, Treasurer, and Assistant Secretary.

REVISED MANUAL OF STANDARDS FOR CORRECTIONAL INSTITUTIONS

The original Manual of Suggested Standards for a State Correctional System was published by The American Prison Association in 1946 and has been re-printed twice since that time. A year ago the membership of The American Prison Association voted to authorize a complete revision of the Manual and various persons in the field were requested to submit chapters. Mr. Cass acted as consultant on two chapters of the Manual. Mr. Wright was asked to prepare a chapter on public relations and public education. This chapter is now embodied in the final draft of the Manual. It is anticipated that the Manual will be ready for distribution in 1953.

WELFARE AND HEALTH COUNCIL OF NEW YORK CITY

As the record will show the Association has long been identified with the various activities of the Welfare Council of New York

City. This dates back to the early days of the Council in 1927, and the Association has been an active participant ever since.

On February 27th at an official delegate body meeting of the Welfare Council of New York City it was voted unanimously that the Council merge with the Health Council of Greater New York. The merger was formalized on March 27th and the new title of the organization will be the Welfare and Health Council of New York City. The Association's representatives were active in preliminary planning of the merger and our vote was recorded wherever appropriate. With the new merger the organizational structure was changed considerably. Insofar as the Council's correctional activities are concerned it will be one of three sub-committees under the general division of rehabilitation and guidance. It is the expressed desire of the Council to bring into play in all of its endeavors the interest and active participation of lay persons, particularly those who are board members of the various agencies. The new chairman of the correctional group is Mrs. Edwin F. Chinlund, a board member of the cooperating agencies and Mr. Wright of this Association was elected to serve as vice-chairman of the correctional committee.

The merger of the two coordinating agencies mentioned above will extend considerably the influence and scope of the Council and the merger met with the unanimous approval of all member agencies.

COMMITTEE ON ALCOHOLISM—WELFARE AND HEALTH COUNCIL OF NEW YORK CITY

Early in 1952 a committee on alcoholism was formed by the Welfare and Health Council of New York City to give consideration to the many aspects of the broad problem concerned. The Association was represented on the Committee through the membership of Mr. Wright who is also a member of the committee's project sub-committee on "The Penal Aspects of Alcoholism".

The chairman of the committee is Col. Harold Riegelman, an attorney and a well-known and highly respected citizen, and the chairman of the sub-committee is Edmund L. Delaney, partner in the law firm of Sawyer, Delaney, Shaw and Pomeroy. Numerous meetings of the sub-committee have been held and through Mr. Wright the Association contributed extensive comment on the education of correction officer personnel in the problems of alcoholism which was later incorporated into the final report of the sub-committee. This report was later adopted in full and subsequently accepted by the Board of Directors of the Welfare and Health Council.

The full report of the Committee on Alcoholism represents one of the most extensive inquiries into the problem undertaken in New York City. Three major aims characterize the work of the committee:

1. To promote local coordination of policy and action and to prevent and arrest chronic alcoholism.
2. To encourage the rehabilitation of chronic alcoholics and the amelioration of the social and economic consequences of alcoholism.
3. To cooperate with agencies and individuals in encouraging the adoption of measures having similar purposes in neighboring areas.

To carry out this program the Committee formed six project sub-divisions to consider the following aspects:

1. Delineation of the problem of alcoholism.
2. Inventory of local resources.
3. Board of Visitors of Hart Island.
4. Penal aspects of alcoholism.
5. Availability of state-aided clinics for alcoholics in New York City.
6. Educational techniques and materials in prevention of chronic alcoholism.

Some of the high-lights of the sub-committee findings are as follows:

1. Number of alcoholics and excessive drinkers in New York City range from 200,000 to 300,000, found at all economic levels and in all occupations, with females numbering one out of seven.
2. Greatest incidence among men is between age 35 and 55.
3. Life of the alcoholic estimated to be curtailed by 12 years.
4. Home Term Court estimates that 70 per cent of its cases involve alcoholism.
5. Loss of wages estimated at fifty million dollars annually through alcoholism and excessive drinking in varying stages.
6. Relief costs in New York City directly due to alcoholism run into millions of dollars and further study will arrive at a more specific appraisal of this aspect of the problem.
7. Alcoholism is a major factor in many of the Aid to Dependent Children and Foster Home Placement cases.
8. Two-thirds of the 15,000 commitments to Rikers Island Workhouse due to alcoholism.
9. Probable over-all cost to the victims and community is estimated at two hundred million dollars (\$200,000,000).

A number of major recommendations were submitted in too great length to discuss here but the following are representative:

1. Development of adequate statistical organization relative to incidence, cost, care and treatment of alcoholism.
2. Alcoholism should be made public health problem and removed completely from the penal aspect.
3. Need for emphasis on the interpretation of the problem to the public, together with the development of educational program.
4. Development of treatment facilities (only a handful of local hospitals will accept alcoholics as such), and aside from Alcoholics Anonymous facilities and programs are generally unavailable. Among the gains thus far are creation of the facility at Hart Island and development of a better treatment program at the Workhouse. Also establishment of clinic on alcoholism at University Hospital under the sponsorship of the Consolidated Edison Company.
5. Expansion of cooperative relationships between Hart Island and Yale School of Alcohol Studies.
6. State Mental Health Commission should proceed with all possible dispatch to establish at least two alcoholic rehabilitation clinics in New York City under the terms of the Mitchell-Ten Eyck bill of 1952.
7. Establishment of adequate screening facilities to determine which defendants are in need of medical care and institutionalization, and which defendants should be otherwise disposed of.
8. Training of correction officer personnel on problems of the alcoholic.
9. Recognition of alcoholism as a disease and a public health problem rather than a penal or corrective problem.
10. Board of Education should be urged to undertake establishment of courses dealing with alcoholism.

At a meeting of the Committee on December 3rd, the chairman requested that all of the project sub-committees continue, with a view to submitting a full report on July 1, 1953. While there has been an unusual display of speed in the work thus far this was occasioned on the premise that the public can not be kept waiting for long periods for information on a problem as serious as this one.

ESTABLISHMENT OF HOMELESS MEN'S COURT

As a direct outgrowth of the sub-committee on the penal aspects of alcoholism of the Committee on Alcoholism of the Welfare and Health Council of New York City, Chief Magistrate John M. Murtagh announced to the December 3rd meeting of the Committee that there would be established at Rikers Island on December 11th a new Homeless Men's Court. This will be a division of the Magistrates'

Court and it is hoped that eventually, by legislation, it will be transformed into a civil rather than a criminal court, as is the case with the Girls Term Court. At the invitation of the Chief Magistrate the Prison Association was represented by Mr. Wright at the inaugural ceremonies of the court on December 11th. This is a definite and extremely hopeful move to develop the use of the Hart Island facility under the Department of Welfare. Men arrested for vagrancy will be sent to Rikers Island where they will be screened by Department of Welfare social workers. Those qualifying for Hart Island will be given a choice by the presiding magistrate of transfer to Hart Island or commitment to the Workhouse. It is anticipated that sentences to the Workhouse for vagrancy will be much longer than usual and this was borne out by Judge Murtagh's sentences of six months to those who would not accept transfer to the Hart Island facility on the opening day of the Court. The new court was made possible through the cooperation of the Commissioners of Welfare and Correction and will convene on Tuesday and Thursday afternoons.

ST. LAWRENCE UNIVERSITY INSTITUTE

The annual St. Lawrence University Institute, sponsored jointly by the University and the State Departments of Correction, Mental Hygiene and Social Welfare and Youth Commission was held at the University, Canton, New York during the week of August 10th. We again were identified with this conference which was attended by nearly 300 staff personnel from the various departments noted. Mr. Wright, together with Mr. Will C. Turnbull, Executive Director of the National Probation and Parole Association, conducted a daily workshop, pointing up the relationships between correctional departments and the community and Mr. Wright also acted as a faculty consultant and conducted an evening general session which summarized the findings of the conference as a whole. It was through our suggestion and assistance that the main speaker at the conference dinner, Major-General Ralph B. Gibson, the Canadian Commissioner of Penitentiaries, was secured. The Institute received considerable publicity, particularly in the *New York Times*, with one article relating to Mr. Wright's comment on the riot situation. A follow-up editorial was also published by the *Times*. Further reference to the Institute is made in our statement of Recommendations in another section of this report.

NEW YORK CITY YOUTH BOARD

On November 10th a dinner was held at the Waldorf-Astoria Hotel in celebration of the 5th Anniversary of the establishment of the New York City Youth Board. Over 1,000 persons attended and Messrs. Auchincloss, Mulrooney, Cass and Wright were among the

sponsors, at the invitation of Mayor Impellitteri. Commissioner Mulrooney attended, as did Mr. Wright. The dinner publicized the value of the Board's work, looking toward continuance of the New York State Youth Commission through legislation early next year. The State Youth Commission expires as of June 30, 1953 unless the Legislature extends its life or makes provisions for its permanency. The Association is glad to give its support to the activities of both the Youth Board and the State Youth Commission in their efforts to reduce juvenile delinquency.

FREDERICK A. MORAN

On February 9th Frederick A. Moran, Chairman of the New York State Board of Parole died in Albany as a result of a heart attack. Commissioner Moran had been in ill health for several months. His untimely passing is a serious loss to the cause of parole and it will be difficult to fill his place. It will be recalled that he has worked closely with us on many projects and has always been a close friend of the Association as well as a personal friend of both Mr. Cass and Mr. Wright. He was identified with the Board of Parole since its inception in 1930 and was Chairman the past ten years.

Mr. Cass forwarded a letter of condolence to Commissioner Moran's sister, Miss Winifred Moran, on behalf of the Association. He likewise forwarded a copy of this letter to Governor Dewey in order to acquaint him with our viewpoint as to the urgency of his replacing the Commissioner with the best possible replacement. In the Governor's reply he indicated that he too had lost a close personal friend in the death of Commissioner Moran.

APPOINTMENT—BOARD OF PAROLE

On January 14th Governor Dewey appointed Alfred R. Loos, New York City, District Area Director of the State Division of Parole, to membership on the Board of Parole to complete the term of Edward J. Donovan, who was appointed Commissioner of Correction late in 1951. This is an excellent appointment and the Governor is to be commended for designating a career man from the Parole Division. Mr. Loos has had extensive experience with the State Parole unit and it is regarded in correctional circles as one of the best possible appointments the Governor could make. At the same time the Governor re-appointed Donald Grant to fill the vacancy on the Board in the Albany area.

ALFRED R. LOOS, NEW PAROLE BOARD CHAIRMAN

It was announced on February 19th that Mr. Loos had been elected by the Board as Chairman to fill the vacancy caused by the death of Commissioner Moran. At a testimonial dinner on Feb-

ruary 19th attended by Mr. Cass and Mr. Wright, given by the Division of Parole for Mr. Loos in recognition of his appointment as a member of the Board by Governor Dewey. Mr. Cass was invited to make brief comment. He reviewed the background of parole in this State and the early pioneering of The Prison Association of New York in introducing parole and probation in New York. He pointed out that our interest helped set the cornerstone of good parole, not only in this State but throughout the country. Congratulations were extended to Mr. Loos and Mr. Cass pledged the support of the Association. Mr. Loos is a graduate of Fordham University and holds a Master's Degree in Social Work, and has twenty years' experience with the Division of Parole, serving both in the field, as well as the parole representative at Wallkill Prison. We have worked closely with him over the years and he is fully acquainted with the purposes and functions of the Association.

On motion by Mrs. Adler it was voted unanimously to request the General Secretary to write a letter of congratulations to Mr. Loos. In our letter of February 25th we reviewed our interest in the success of parole in this State and pledged our cooperation always to that end. In reply, under date of March 18th Chairman Loos stated, in part, as follows:

"May I express to you my sincere appreciation for the fine comments you have made and may I ask that you extend to the members of your Executive Committee my appreciation for their good wishes.

"I believe it is hardly necessary for me to assure you that it is my desire to carry on the spirit of cooperation which has existed between the Prison Association and the Division of Parole."

LETTER TO BOARD OF PAROLE CONCERNING RIOTS

Following Mr. Wright's personal observation of some of the institutions wherein riots occurred last spring, a detailed account was forwarded to Alfred R. Loos, Chairman of the State Board of Parole, pointing up reference to the relationship of parole procedures to the various riots. It was pointed out that inmates, generally, were not aware of the parole procedures in some of the states, and this fact led to much of the misunderstanding and trouble. Under date of May 9th Mr. Loos replied, expressing appreciation for the detailed comments. He pointed out that the Division of Parole "has always been aware of the importance of individualizing our treatment. We feel that the service units are a step in the right direction and have done much to relieve some of the basic causes of prison riots". Mr. Loos also noted that Commissioner Donovan of the Department of Correction is giving personal attention to the development of additional service units as well as the establishment of so-called orienta-

tion classes for inmates; This correspondence is cited to indicate the relationship between the Association and the Division of Parole and our mutual interest in preventing unfortunate occurrences in any of the institutions in this State.

APPOINTMENT OF COMMISSIONER EDWARD J. DONOVAN

On December 18th, 1951 the General Secretary wrote a congratulatory letter to Commissioner Donovan on his appointment by Governor Dewey to head the New York State Department of Correction. In the letter our assurance of cooperation in the interest of progress was given. Under date of January 3rd, 1952 Commissioner Donovan replied. In addition to expressing thanks for our letter he stated "Your assurance of a continuance of your interest and extension of your helpful cooperation in the affairs of this department is a source of consolation to me. While the future policies of the Department are still in the formative stage, you may be sure it is my intention to closely ally myself with the problems of all the institutions, their personnel and population, to the best of my ability at all times."

WESTCHESTER COUNTY MAGISTRATES ASSOCIATION

Mr. Wright attended the April 24th meeting at the Westchester County Penitentiary of fifty judges from Westchester County, all of whom are members of the Westchester County Magistrates Association. Judge Edward A. Scott, Jr. of Pelham is President of the Association and the dinner and tour of inspection, including a discussion period, was arranged by Judge Scott and Warden Paul R. Brown. Mr. Wright was invited to represent The Prison Association of New York and extended greetings on behalf of the Association. This was a notable event, especially in view of the number of prison disturbances taking place at the same time in various sections of the country. The judges roamed about the Penitentiary at will and without accompaniment of guards. We heartily recommend this type of enterprise which is in the best interests of the judges and offenders as well as the people of Westchester County.

In company with Mr. Roger Starr who was a guest at one of our Executive Committee meetings last year, Mr. Wright attended one of the weekly meetings of Alcoholics Anonymous at the Westchester County Penitentiary. The meetings are of considerable interest and are encouraged by Warden Paul R. Brown. One of the speakers was a recently released parolee from Wallkill Prison who had completed twenty years for homicide committed while intoxicated. For the last four years the man has made a satisfactory readjustment.

PROPOSED SURVEY OF CORRECTIONAL PERSONNEL

In cooperation with the National Civil Service League, the Association, together with The American Prison Association, will conduct a nationwide survey to determine the extent of civil service provisions affecting correctional personnel, and in addition will gather other desirable data relating to personnel practices. The survey was in preliminary planning stage at the end of the year.

GREATER NEW YORK FUND PROPOSAL

During the early part of the year the Board of Directors of The Greater New York Fund gave consideration to a special report prepared by Mr. Henry Brunie which recommends that its annual campaign be limited to publicly owned corporations, mutual institutions and the employee groups of those units, together with the labor unions and the employee groups of public bodies. The report indicates that the cost of soliciting small business groups is wasteful and constitutes an unwarranted expense. For example, the report indicates that it costs the Fund \$214,000 to raise \$880,000 from the latter group. At the same time statistics indicate that contributions from publicly owned corporations have increased continuously during the past ten years.

Sentiment concerning the proposal is divided and we have been requested to state our opinion. Some of the larger social welfare federations, including various sectarian interests, apparently, will stand to lose their grants by the Fund if the change goes through. The great majority of agencies, however, will receive the same amount and probably more if the change is approved.

Under date of March 27th we were requested by the President of The Greater New York Fund, Mr. Earl B. Schwulst, to voice our opinion on the report prepared by Mr. Brunie's Committee. This matter was discussed by several of the Executive Committee members and it was voted and carried that The Prison Association of New York approve the report under discussion. Mr. Cass was requested to so notify the President of The Greater New York Fund.

FOREIGN VISITORS

We continue our cooperation with the United States Departments of State and Justice in planning itineraries and otherwise assisting visitors from foreign countries. As an indication of the value of the type of service the Association extends distinguished visitors, the following quotation is taken from the Annual Report of the Indeterminate Sentences Board of the government of Victoria in Australia:

"Following a visit abroad to inquire into penal systems in England, Europe, and America, the Inspector General, Mr. A. R.

Whatmore is advocating far-reaching changes in methods of treatment in Victoria to bring this state into line with the most modern methods."

We worked in close range with Mr. Whatmore during his visit to America in 1951 and it is encouraging to note that his observations and experience in this country is proving of value in his home area. Frequently time spent with visitors leaves one with doubtful feelings but when official documents indicate the value of their visit the time spent turns out to be worthwhile.

During the year we were host to a number of distinguished foreign visitors from such countries as the Philippines, Puerto Rico, Japan, Germany, England, Holland, Norway, Italy, Sweden and Venezuela.

CHICAGO HOUSE OF CORRECTION SURVEY

In response to the special invitation of Mayor Martin Kennelly of the City of Chicago, the Association, in cooperation with The American Prison Association, was requested to conduct a survey of the 75 year old House of Correction, operated by the City of Chicago. Mr. Wright spent two weeks in June and July in the Chicago area, observing the operations of the institution and conferring with various Chicago public officials and others concerned. The survey, conducted also in cooperation with the United States Bureau of Prisons, was designed to advise the Mayor's Commission on the House of Correction on the expenditure of a four million dollar bond issue which was voted by the people in June.

Following lengthy observation and several discussions with the Mayor's Commission on the House of Correction, plans for the expenditure of the money have now been approved. Mr. Wright's and Mr. Alexander's report was followed closely with the exception of their recommendation for the transfer of the majority of the institution's activities to a farm site. The Commission has decided to expend the money in the building of a new Youth Center and a new dormitory for vagrants at the present site within the City of Chicago. In addition to the two projects noted funds will be expended for the renovation of existing facilities and other incidental necessities.

ESSEX COUNTY, NEW JERSEY, SURVEY

In cooperation with the National Probation and Parole Association we are cooperating in a survey of the Essex County, New Jersey, Penitentiary and Jail, the former located in Caldwell and the latter in Newark. This survey is attempting to discover the reasons behind the sudden increase in institution population and final report will be made to the Board of Chosen Freeholders of Essex County.

NATIONAL JAIL ASSOCIATION FORUM

The National Jail Association, of which Mr. Wright is completing his fourteenth year as Executive Secretary, conducted its sixth regional forum on jail problems in Pittsburgh on May 22nd and 23rd. Attending were more than 125 administrators of local jails from Pennsylvania and surrounding states. We cooperate with this Association in endeavoring to promote improved standards and procedures in the operation of local confinement units.

MIDDLE ATLANTIC STATES CONFERENCE ON CORRECTION

On March 21st and 22nd Mr. Wright represented the Association and the The American Prison Association at the annual Middle Atlantic States Conference on Correction in Atlantic City. He participated in the discussion and our attendance makes possible the continuance of a long standing relationship with various regional groups.

NORTH-WEST-CENTRAL WARDENS' ASSOCIATION

At the expense of The American Prison Association Mr. Wright attended this annual regional meeting of approximately thirty prison wardens from the North-Central area on May 1st and 2nd at Butte, Montana. Opportunity was afforded to visit the Montana State Prison and on request the Association recorded with the Governor of Montana suggested changes and improvements. Either Mr. Cass or Mr. Wright attend this meeting each year and it affords an opportunity for acquainting the delegates with the activities of The Prison Association of New York and The American Prison Association and makes possible our services in the form of general advice and guidance.

CENTRAL STATES CORRECTIONAL CONFERENCE

In connection with the above mentioned trip Mr. Wright attended the Central States Correctional Conference at the Hotel Sherman in Chicago on May 4th, 5th, and 6th, and participated as a speaker at one of the general sessions. At that time he discussed in detail some of the findings resulting from an investigation of the New Jersey Prison riot and was enabled to spend two days at the Illinois State Penitentiary, Joliet. He also had opportunity to confer at length with various correctional administrators.

NEW ENGLAND CONFERENCE ON CRIME PREVENTION

The Association was represented at the 13th Annual New England Conference on Crime Prevention which was held at the Hotel Wentworth, Portsmouth, New Hampshire, September 18th, 19th, and 20th. Mr. Wright attended on behalf of the Association.

JUVENILE DELINQUENCY IN ENGLAND

Information came to the attention of the Association as of December 1st, 1952 relative to the marked increase in delinquency rates in England and Wales. Insofar as juvenile delinquency itself is concerned, the total offenses in 1951 numbered 75,857 as compared with 55,511 in 1938. It should be noted that within the British court structure persons under 17 qualify as juveniles. Likewise, it was pointed out that the daily average of prisoners in jail in England and Wales has nearly doubled in the same period. In 1938 there were 11,086 persons in prison on an average day, with this figure jumping to 20,474 in 1951.

NEW BALTIMORE CITY JAIL

As a result of approval by the voters of the City of Baltimore on November 4th of a bond issue amounting to \$6,000,000, a new City Jail will be constructed to replace the inadequate and outmoded structure now in use. An official committee composed of Baltimore and Maryland residents has been appointed by the Mayor of Baltimore. We have been asked by two different sources; namely, one representing the Mayor's Committee, and another representing a private organization in Baltimore, to give general advice and counsel on some of the basic problems involved. This service on our part will be conducted through conference and correspondence.

COMPENSATION—WOMEN PRISONERS

For about 12 years Commissioner Schoenfeld, acting for the State Commission of Correction, urged that the pay for women in the Prison Division of Westfield State Farm should be equal to that of men in industries in the other prisons. This recommendation has also been carried by The Prison Association for legislative consideration. At the Commission meeting on January 15th it was stated by the Deputy Commissioner, Mr. Leonard, that arrangements had been made, and Executive Order by the Governor issued, permitting compensation to the women at the rate of a minimum of 5¢ and a maximum of 30¢ a day with an average payment not to exceed 20¢ or 25¢. This is a decided step forward.

PAROLING OF SELECTED CASES

In the New York Times of July 5th there appeared a letter from a Harlem clergyman relative to the law requiring that parolees have certified employment prior to release. The letter indicated that requests for job assistance received by this clergyman were always referred to The Prison Association of New York. Mr. Cass later discussed this matter with officials of the Division of Parole located in the New York office and also in communication with Commis-

sioner Loos, Chairman of the Board. Mr. Cass' letter made note of our long interest in parole in New York State and referred also to legislation introduced in 1941, at our request, by Senator Desmond, which would have amended the correction law so as to provide that the Parole Board could use discretion in the release of inmates without specific employment. The bill passed both houses but was not approved by the Governor. Commissioner Loos replied under date of August 5th, stating that representatives of the Board of Parole had been in personal conversation with the clergyman in order to explain the situation in detail. He also noted various projects over the past few years which were geared to widening the area of employment contacts for inmates. Commissioner Loos is particularly anxious to secure funds for additional employment officers.

SLOANE HOUSE—YMCA FORUM

On August 7th Mr. Wright addressed the weekly forum at the Sloane House YMCA on West 34th Street. He was asked particularly to comment on the prison riots and this was covered in considerable detail.

VISIT TO GREAT MEADOW PRISON

On September 15th Messrs. Shaw and Cass visited Great Meadow Prison at Comstock, New York, for purposes of observation and interviews with certain prisoners. While the general housekeeping of the institution was found to be in good order Mr. Cass noted that the degree of idleness was of concern to himself as well as to the institution officials.

READER'S DIGEST

During the summer we were requested to consult with several writers on the staff of the *Reader's Digest* engaged in compiling material in the correctional field. It will be recalled that we have cooperated in this manner over the years with this publication.

As previously reported, the Association continues to give its services to the staff of the *Reader's Digest* and on December 8th further conference was held with one of their officials. This cooperation is desirable on our part because of the tremendous circulation of this magazine together with their proven desire to treat the problem of correction in a truthful manner.

MICHIGAN PROBATION AND PAROLE ASSOCIATION

At the special invitation of the Michigan Probation and Parole Association Mr. Wright addressed a luncheon meeting on September 26th at Detroit. This trip was made without expense to the Association. The topic of his remarks was "Some Pot-shots at Penology".

NEWS WEEK MAGAZINE—SPECIAL ISSUE

In June, officials of *News Week Magazine* approached us requesting assistance in the compilation of a special issue of their publication entitled *Platform* which is published by the News Week Club and Educational Bureaus and which serves as a basis for group discussion by various organizations. It was their desire to publish an issue dealing with the whole prison riot picture and in September the edition was released under the title "U. S. Prisons, How Well Do They Protect Us?". We spent considerable time with the research people of *News Week Magazine* and later checked over the final typewritten draft. Numerous suggestions and corrections were made and, following the release for publication, the mailing list of The American Prison Association was opened to them for circulation of the publication. Since its release we have received a number of favorable comments, both within and without the correctional field. The American Prison Association and The Prison Association of New York are both noted in the publication, together with quotations by Mr. Cass and Mr. Wright.

TELEVISION PRODUCTION

We cooperated with the producers of the American Broadcasting Company's TV production "Four Square Court" which was shown coast to coast Sunday evenings at 7:30 P.M. We prepared a list of panel discussants and secured participants for the producers. Mr. Wright appeared as a panel discussant on several occasions. The purpose of the production is to provide a means of discussion of problems relating to crime and its prevention, and the program was very well received. We are cooperating with the producers in view of their desire to present a public information type of program devoid of the type of dramatics that characterize so many similar programs on radio and television.

PROTESTANT MOTION PICTURE COUNCIL

Mr. Wright was invited to become an official motion picture reviewer for the Protestant Motion Picture Council. Films, especially those within the correctional field, were pre-viewed and reviews prepared for dissemination throughout the country. These included such films as "MY SIX CONVICTS" and "WALK EAST ON BEACON".

NATIONAL COUNCIL OF CHURCHES

Mr. Wright was elected chairman of the Commission on Ministry in Institutions of the National Council of Churches of Christ in the U. S. A. This Commission has as its primary function the nomination of Protestant chaplains in the Federal prisons, and is gradu-

ally extending its work to the state council of churches. The office is for a two year term. Mr. Wright has been a member of this Commission since 1937.

CO-OPERATION WITH SOCIETY OF FRIENDS

At the request of two representatives of the Prison Committee of one division of the New Jersey Society of Friends we conferred at length on problems relating to several New Jersey jails and gave guidance as to how the Quaker group could be of service.

MOTION PICTURE FILM—"MY SIX CONVICTS"

On February 21st Mr. Wright pre-viewed a motion picture film "MY SIX CONVICTS" based on the book of the same title. Since the book was published early in 1951 the Association has given considerable time to discussion of its content and registering our opposition to it as a statement of fact. This matter was reviewed in our report for 1951. In his review of the film Mr. Wright indicated that the best thumbnail review that could be given would be in six words; namely, preposterous penology, ridiculous rehabilitation, and impossible imprisonment. While the film has a certain entertainment appeal it is unfortunate that the great body of motion picture public will, naturally, interpret it as a factual account of present-day penology rather than considering it as based on practices in vogue more than twenty years ago.

REMARKS OF GUEST SPEAKERS

To add to the interest and knowledge of our Executive Committee the practice of inviting a guest speaker to the monthly meetings was again followed. The knowledge and experience of these outstanding guests identified with various activities intended for the public welfare is definitely helpful.

Remarks of Ralph W. Whelan, Executive Secretary, New York City Youth Board

In introducing the speaker, Mr. Holter pledged the full support of The Prison Association of New York to Mr. Whelan in his efforts to provide a practical program of delinquency prevention in New York City. Noting that Mr. Whelan is a graduate of the Boston College School of Social Work and formerly with the National Conference of Catholic Charities, and Catholic Charities of the Archdiocese of New York, Mr. Holter indicated that he has been Executive Secretary of the New York City Youth Board since November, 1947.

Mr. Whelan outlined the conditions prevailing in New York

City at the time of the establishment of the Youth Board, noting that impetus for its establishment had resulted from various studies initiated by the Governor of the State and carried on by inter-departmental committees. The Elmira Reception Center and the New York State Youth Commission also resulted from these studies. The post-war problem of increasing juvenile delinquency and the anticipation that the problem might get out of hand was largely responsible for this wave of interest in the youth of New York State. The basic purpose of the State Youth Commission was to provide funds and devise ways and means to prevent delinquency. With some eight hundred communities now receiving funds from the Youth Commission, the New York City Youth Board is, of course, operating the most extensive delinquency prevention program in the State. The Board receives \$2,350,000 per year on a matching basis; that is, one-half is received from the State through its Youth Commission, and the City, through authorization of the Board of Estimate, provides the other half. There is a rather complicated formula for the allocation of funds by the State and is, roughly, on the basis of 25¢ for every person under twenty-one years of age residing in the community. A thirteen man Board controls the policies of the New York City Youth Board and seven of its members are public officials (heads of departments concerned in one way or another with youth) and six lay members. Complete focus is on the prevention of delinquency and the general philosophy of the program is to reach out and help children before they become delinquents, or serious behavior problems.

Mr. Whelan outlined several early projects which were carried on by the New York City Youth Board as demonstrations of what could be done in high delinquency rate areas. In the summer of 1948 two such projects received considerable notice, one a concentrated recreational program operating through fifteen police precincts, and the other known as the Bronx Pilot project. The latter was participated in by many citizens in the Bronx area and it will be recalled that The Prison Association of New York assisted materially in the planning and organization of this project.

At the present time the Youth Board's program is directed to eleven areas of high delinquency in Greater New York. The funds of the Board are concentrated in these areas through the operation of so-called referral units or what might be termed direction centers. These centers, staffed by professional personnel, operate in public and parochial schools. Youngsters presenting symptoms of misbehavior or who commit overt acts of delinquency are immediately reached by the units and their cases carried through for treatment. The Board has stressed the importance of home visits and insists that such visits be made on the part of its workers. They have contracted with various private agencies located within these eleven

areas to process each such case. In addition, group work services are available in each area with the recreation programs carried on largely by the Board of Education.

Another of the Board's projects is the continuance of the street club project administered originally by the Welfare Council of New York City and conceived by The Prison Association of New York. The Board now underwrites the expenses of forty street club workers and is following the recommendations of the Welfare Council's Street Club project as published in report form several years ago.

In conclusion Mr. Whelan made reference to another important service of the Board known generally as protective casework services. Through this project workers go into the neighborhood areas and make home visits where it is deemed necessary. The thinking behind this is that a great many families have serious problems relating to the conduct of their children but are hesitant to secure professional advice. Through the Department of Welfare these families are reached, and while it takes considerable time to secure desired results the Board is convinced that the project is worthwhile.

A sixteen page mimeographed progress report of the activities of the Youth Board was made available to those present.

Remarks of Herbert A. Philbrick, Former Undercover Agent for the Federal Bureau of Investigation

In introducing Mr. Philbrick to the Executive Committee Mr. Holter paid him compliment for his services to the country over the past ten years, noting that he had been a counter-spy for the Federal Bureau of Investigation during that period as a member of the Communist Party.

Mr. Philbrick, in opening the discussion, indicated that he had known of The Prison Association of New York for the past fifteen years, having first become acquainted with our work through his affiliation with the Boston Council of Social Agencies.

The remainder of his discussion which was considered as "off the record" remarks was devoted to a résumé of his activity in a dual role as a member of the Communist Party and an attaché of the Federal Bureau of Investigation. He was careful to make note of the fact that he was never a full time paid FBI agent. He was completely on his own, and while the government paid his expenses, his was a voluntary service. During the nine year period from 1940 to 1949, he held employment as an advertising man for a motion picture company in New England and at the same time attempted to live his personal life and a third life as a member of the Communist Party. Mr. Philbrick stated that he rose higher within the party organization than any other non-Communist yet disclosed. He first became suspicious of Communist undercover

activities in 1940 when he had contact with what was then known as the Cambridge Youth Council. When his suspicions were well founded he immediately reported to the FBI and they, in turn, urged him to continue his affiliation with the party. Toward the end of his career, in 1947 or 1948, he was elevated as a member of the "Pro-4" group which is one of the top policy-making units of the Communists. His identity was not disclosed until he was literally in the witness chair as a government witness in the trial of the eleven top Communists before Federal Judge Harold Medina in April, 1949. His testimony and surprise appearance did more than anything else to bring about the conviction of these persons.

In 1952 Mr. Philbrick wrote a series of articles which appeared in the New York *Herald Tribune* and which, in turn, were based on a book of the same title; namely, "I Led Three Lives," published by McGraw-Hill Book Company of New York. The book rose to No. 5 position in the national best seller class and has been accepted by two book clubs, including the nationally known Book-of-the-Month Club. He is now on the staff of the Advertising Department of the New York *Herald Tribune*.

Remarks of Hon. James B. Nolan, Sixth Deputy Commissioner, Police Department, City of New York

In introducing Deputy Commissioner James B. Nolan, Police Department of the City of New York, former Police Commissioner Mulrooney indicated that he had known our guest for more than thirty years and had observed him in various capacities as a police officer. Commissioner Nolan rose through the ranks to his present high position and Commissioner Mulrooney pointed out that he was particularly interested in the speaker's present assignment as commanding officer of the Juvenile Aid Bureau and Police Athletic League because it was in his own period as Police Commissioner in 1930 that the Juvenile Aid Bureau was inaugurated.

Commissioner Nolan expressed his pleasure at the opportunity of discussing the work of the Juvenile Aid Bureau with the members of the Executive Committee. He proceeded to point out that police administration generally is divided into two aspects; namely, the repressive aspect and the preventive aspect. He also noted that during the years the most notable changes in police techniques occurred under the repressive aspect heading. In other words, such well known advances as the use of the two way radio, scientific methods of crime detection, personnel training, the use of police laboratories, etc. are generally known to most taxpayers. The police departments, generally, according to Commissioner Nolan, have been slower to accept the principles that crime prevention is a definite and extremely important function of any modern police

department. He illustrated his point by making reference to a discussion which he had at a recent police chiefs' conference at which he urged his colleagues in other areas to inaugurate crime prevention units.

Sketching briefly the development of the Juvenile Aid Bureau in this City, Commissioner Nolan noted that the record indicates that there was definite interest in crime prevention techniques as far back as 1902 when a California police department set up a so-called crime prevention unit. In 1910 the New York Police Department brought about a radical change in the method of recording juvenile arrests, followed, in 1914 by the development of what was then known as Junior Police. He also stated that in 1929 the then Police Commissioner, Grover Whalen, authorized a study by a citizens' committee which resulted, in 1930, in the establishment of the Juvenile Aid Bureau. Mr. Nolan made particular reference to the fact that Commissioner Mulrooney was largely responsible for the establishment of the Juvenile Aid Bureau. Without Mr. Mulrooney's wholehearted support the Bureau would not have been developed.

Mr. Nolan proceeded to discuss the general function of the Juvenile Aid Bureau and made reference to the fact that every police officer needs to be a crime prevention officer. All police officers in New York are equipped with Juvenile Aid Bureau referral forms and have instructions as to how to make use of them in the event that they are required to arrest or detain juveniles. The Bureau itself is staffed by 210 male and female police officers, all of whom have college degrees in the social sciences. A good part of their activity is in the realm of social service and the Commissioner stated that it is their policy to make home visits in order to determine the various problems that may exist insofar as their cases are concerned. At the same time he pointed out that they are not set up to do a professional social casework job and they do not attempt to. However, they act as a referral agency and the first-hand relationship of their officers, with children, has brought out many benefits.

Commissioner Nolan noted that the Police Athletic League serviced some 110,000 youngsters last year through various recreational and settlement facilities. This program is administered by a paid staff and operates on a budget of \$800,000 annually. The paid officials of the PAL are not members of the Police Department as such. He stressed the point that the purpose of the Police Athletic League is to reach the unaffiliated youngster and that recreational facilities are used as a means of contacting children.

The Juvenile Aid Bureau and the Police Athletic League have become integral parts of the whole police program in Greater New York and have won the respect and admiration of citizens and social agencies in the area.

In concluding Mr. Mulrooney expressed the thanks of the Executive Committee for Mr. Nolan's presentation and offered the services of the Association at any time he felt we could be of assistance.

Remarks of Hon. Rudolph Halley, President of New York City Council

Mr. Holter, in introducing the speaker, made note that Mr. Halley was formerly counsel to the Truman Investigating Committee and was also chief counsel in the recent so-called Kefauver hearings.

The speaker opened his remarks by indicating that the one problem on his mind at the present time, with relation to the City government, involved money. The scarcity of funds for the operation of a City the size of New York and particularly the small amount available for crime prevention is of great concern. Mr. Halley pointed out that, for example, prison guards of the New York City Department of Correction were receiving a minimum wage and that it was necessary for higher salaries to be paid before the City could expect to attract trained and competent personnel.

He indicated that the current budget is in the neighborhood of \$1,469,000,000 and noted that the 1953-54 budget would be increased by several million dollars without any noticeable change in the calibre of services resulting therefrom. In other words, the budget of the future will total much more for exactly the same services that are available under the present budget. Mr. Halley discussed at length the main problems of administering the City government, and indicated by way of example that the only starting point, or "par for the course" in setting up the annual budget, is the preceding year's budget. He attempted to point out that there was no method available by which trained analysts could be brought into the picture and no time available for a complete analysis of the budget itself. The best that can be done, he indicated, was to take last year's budget as a standard and this, it can be seen, is not a scientific method of approaching the problem.

The Council President also pointed out that the organization of responsibility within the City government left much to be desired. For example, there is complete lack of coordination between the various City departments and agencies and far too many demands upon the time of the Mayor. Each commissioner and department head is responsible solely to the Mayor when, as a matter of fact there should be Deputy Mayors or other professional persons between the Mayor and his department heads.

Following a general discussion of fiscal problems and a number of off-the-record comments, Mr. Halley answered questions.

In adjourning the meeting Mr. Holter again expressed appreciation and gratitude for Mr. Halley's presence.

**Remarks of Hon. Charles Horowitz, Deputy Mayor
of the City of New York**

In presenting the Deputy Mayor, Mr. Holter noted the pleasure of the Executive Committee in having the honor of his presence and offered the full cooperation and backing of the Association in the interest of improved correctional procedures within the New York City Department of Correction.

The Deputy Mayor extended the greeting and felicitations of Mayor Vincent R. Impellitteri and extended his regrets at not being able to be present himself. The press of official business and the state of the Mayor's health makes necessary the curtailment of a number of engagements. However, Mayor Impellitteri personally made known to Commissioner Schoenfeld that he will make every effort to meet with us at a later date.

Mr. Horowitz recognized and praised the work of the Executive Committee and the Association generally in the interest of correction in this area. He also paid compliment to Commissioner Schoenfeld for his helpful cooperation with the Mayor's office.

Mr. Horowitz reviewed briefly the function and scope of the New York City Department of Correction, noting especially the close relationship of The Prison Association with Commissioner Albert Williams and others in the Department of Correction. According to Mr. Horowitz, the Department of Correction of the City has jurisdiction and control of 38 places for the detention of persons awaiting trial or serving sentence. Eleven of these are major institutions, such as the Penitentiary of the City of New York and New York City Reformatory. He also pointed out that the Department has charge of detention pens adjacent to the various courts at 27 different locations throughout the City. These detention pens serve 84 separate tribunals. Mr. Horowitz further noted improvement in the personnel situation within the Department, pointing out that in 1945 the total of correction officers was 699 and that as of October 1, 1952, the total was 1,030. The over-all total of employees jumped from 1,124 as of January 1, 1946 to 1,534 on October 1, 1952. Furthermore, the forty hour work week will soon be in process within the Department. The budget allowance for personal services has increased three million dollars between 1945 and 1952.

Mr. Horowitz reviewed the status of plans for the City Prison Remand Shelter in Brooklyn, pointing out that this project was ready to commence as soon as capital outlay funds were available. Plans are also in process for a new City Prison and Court House for the Borough of Queens, in addition to revision and expansion of facilities at the Women's House of Detention and the New York City Penitentiary.

In adjourning the meeting Mr. Holter again expressed the gratitude of the Executive Committee to Mr. Horowitz and renewed

the Association's offer of continued cooperation with the City officials.

**Remarks of Hon. Irving Ben Cooper, Chief Justice,
Court of Special Sessions**

During the introduction of Judge Cooper, Commissioner Mulrooney made note of his long identity with Judge Samuel Seabury in the investigation conducted in the early '30s. The Commissioner pointed out that the Judge was responsible for the preparation of many of the more difficult cases involved in the investigation. He further noted that Mayor LaGuardia appointed him a Magistrate and, subsequently, designated him a Justice of the Court of Special Sessions. He was re-appointed by Mayor O'Dwyer and Mayor Impellitteri appointed him as Chief Justice of this Court. Commissioner Mulrooney further indicated that Judge Cooper is widely known for his interest in community affairs, and has long enjoyed an excellent reputation in court and civic circles. He is particularly interested in probation and has done much to advance the cause of good probation generally and especially in his own court. He is recognized as one of the leaders in the probation field and has appeared at a number of meetings of professional probation personnel in various sections of the country.

In opening his remarks Judge Cooper paid high compliment to the achievements of Commissioner Mulrooney. He pointed out also the great need for citizen participation on the part of people of the City of New York and indicated that he was much encouraged by the activities of The Prison Association in the interest of improved institutional and court procedure.

Judge Cooper, on the basis of his fourteen years on the bench, emphasized that, generally speaking, the public is laboring under the misconception that those in criminal courts are performe anti-social, insofar as their attitudes are concerned. To the contrary, the Judge remarked, the great majority are decent law-abiding human beings who, for one reason or another, now find themselves in the court charged with all types of crimes except homicide. He stressed the lack of attention to youthful offenders that come before his court and contrasted court services with those given by hospitals. In a vivid description of the individual before the court the Judge pointed up the analogy between the surgeon who performs an operation and the elaborate post-operative care, with the services of the court that fails to give adequate follow-up attention. He pointed out that the service of the court was equivalent to the application of a hand-aid in medical terms.

The probation staff of the Court of Special Sessions is so overloaded that each officer is required to handle at least fifteen times more than the accepted standards provide. He noted that some of

these officers were receiving \$2,900 per year and were required to have an extensive educational background, in addition to a period of practical experience prior to their employment on the probation staff.

He further noted that there were no psychiatrists and no medical officers attached to his Court.

He noted also that the current practice of courts to grope in the dark must cease before the courts can be of real service to the community.

Addressing his remarks to the effectiveness of probation he voiced an unqualified "yes" to the question — Does probation work? Unfortunately, however, Judge Cooper stated, 75% of those coming to the court are untouched by its services because of an unbelievable inadequacy of facilities and personnel. In conclusion he noted that "the day to day confrontation of limitations of the court were enough to try the soul of greater men than your speaker." He pointed out that the frustration in the feeling that the community cared little about the services of the court made the task of the justices that much more difficult. In 1942 he noted that there were approximately 11,000 cases before the Court of Special Sessions and ten years later, in 1952, that number increased to 40,000.

Commissioner Mulrooney, in extending his thanks to Judge Cooper, pledged the wholehearted support of The Prison Association of New York.

Remarks of Dr. Ralph Brancale, Director Diagnostic Center, Menlo Park, New Jersey

Mr. Holter pointed out in his introduction that Dr. Brancale was for many years director of classification and senior clinical psychiatrist at Attica Prison, Attica, New York. Later, according to Mr. Holter, Dr. Brancale joined the staff of the Elmira Reception Center and was its senior psychiatrist for some years. Dr. Brancale was educated at Columbia University and the Long Island College Medical School, where he received his medical degree in 1928. He was formerly on the staff of Kings County Hospital, Brooklyn; Bellevue Hospital, New York, and was a consultant in neuro-psychiatry at two hospitals, in Elmira and the United States Veterans Hospital at Bath, New York. He holds membership in the American Psychiatric Association and the American Board of Psychiatrists. Mr. Holter stated that he was recognized as a well balanced psychiatrist, having an extremely sensible point of view, and that the Association was fortunate to have him as a guest speaker.

Dr. Brancale acknowledged the value of the work of the Association and then proceeded to develop briefly a general review of the

development of psychiatry in this country over the past half century. Following this he pointed out some of the lacks in psychiatric development which could be placed at the doorstep of the field of psychiatry itself.

He indicated that, in his opinion, 30% of the average prison population could be classified as psychopathic and noted that at least 10% if not more, surrounded their psychopathic behavior by criminal acts. In other words, the criminal act masks the psychopathic traits. He put much emphasis on the need for competency and training in the field of psychiatry and noted the urgency for the broadening of the concept that psychiatry must relate its service to other agencies in the community and reduce its terminology to the level of understanding by the lay public.

He raised such questions as — "Does an individual's criminal offense represent a pathological symptom?", "If so, what does the criminal act represent?", "What is the inner process of a compulsion that drives an individual to commit a certain crime?", "What is the force or impulse that brings this about?"

He said that psychiatry, as such, has failed in educating various allied agencies and particularly pointed out the courts.

Dr. Brancale then discussed much of the work that he is directing at the New Jersey Diagnostic Center, indicating that he was given broad authority to conduct experimentation in new techniques relating psychiatry to correctional treatment. He pointed out that the war period developed a number of new procedures, including the use of hypnosis, various forms of drug analysis, projected art, the use of carbon dioxide gas and a new drug known as methedrine. In using these, the speaker pointed out, reactions resulting therefrom are much different than reactions to usual oral therapy. He pointed out that through the use of drugs and other new techniques information could be secured within a brief period of time that would otherwise take at least a six month or longer period. In this respect he displayed caution, indicating that the new techniques should be used only as helps for the individual and never as police measures. He stressed the fact that a unit such as the New Jersey Diagnostic Center is open to all forms of community agencies and is not regarded necessarily as a correctional or a mental hygiene unit alone. While it is used as a screening center for the State's public institutions, its broader use as a unit of service to the community is its primary function. Dr. Brancale noted that in New Jersey it is mandatory for all sex offenders, including misdemeanants, to be processed by the Center and that the findings of the Center, insofar as sex offenders are concerned, are binding on the courts. This makes possible the substitution of hospitalization for imprisonment in those cases where mental defects have brought about the commission of

the crime. Some 200 men are now in State hospitals in New Jersey as a result of sex offenses, rather than confined in prison cells. He added the fact that there had been no complaints received from the courts in the three year life span of the Center was high compliment to its work.

In closing Dr. Brancale extended an invitation to visit the Center.

THE ASSOCIATION'S BUREAU OF SERVICE

Employment and Relief Bureau

It is not too imaginative to assert the strong belief that the newly discharged prisoner who has just been awarded his precious freedom has won but a minor victory. The difficult struggle which began for him on the day of his incarceration will unfortunately project itself over and beyond his ultimate release, dogging him as he continues to meet rejection and scorn at every turn, beset by skepticism and prejudice. Much of the responsibility falls to the employer who finds himself in the hapless position of having to formulate a grave decision that must in one way or another affect the long rough road to rehabilitation. Doubt and fear on his part can quickly give rise to an unsurmountable wall, instantly separating him from the individual who is seeking his aid, but the very instant the employer will extend a friendly hand the wall will crumble, laying wide open the long road ahead. From there the individual can feel perfectly free to go on, soon to establish himself in the community, assuming his rightful status as a self-supporting citizen, both respectful and respected. To this employer we wish now to express our heartfelt appreciation while to that other, may we be permitted to express the hope that he may one day find it within himself to extend his own friendly hand, thus furthering the efforts of The Prison Association of New York in its dedication to parolees, discharged prisoners, and those men in various institutions awaiting release.

For the past eleven years the Employment and Relief Bureau has been under the able supervision of Mr. Harry Schwartz, who is credited with nearly forty years' experience in the field of crime treatment and prevention in New York City. Mr. Schwartz' activities include personal contact with employers, comprised of innumerable visits extending over a widespread area and representing equally widespread fields, including commercial houses, factories, mills, garages, laundries, stores, et cetera. We are pleased to report that even where no actual employment materialized our representative nonetheless was accorded heartening welcome and co-operation.

Employment, however, is but one service out of the many to which the Bureau dedicates itself. Hundreds of applicants come to us every year, each seeking the proper solution to his singular problem, while nearly the same number present problems which require individual analysis and treatment, all in addition to personal advice and guidance. The more frequent problems which confront us include financial stress; inadequacy of proper clothing; lack of shelter; the need for transportation fees to job locations; proper tools; union dues, fees, et cetera. Where necessary, the Bureau will grant tem-

porary financial assistance and meanwhile will outline a plan for the applicant's immediate future. In other cases, where the applicant has been deprived of means of self-support either by temporary ill health or permanent infirmity, the Bureau will lend its best assistance right through the critical period of readjustment. Our other services include the contacting of families and friends of applicants, together with referrals to the proper welfare agencies equipped to accept cases requiring permanent and long range financial support.

The Bureau receives a number of requests for employment from men in various institutions who are eligible for parole or who are to be considered for parole and who require a bona fide job offer to be approved by the Board of Parole after careful investigation. We make determined efforts to secure jobs for as many as possible.

The following cases are indicative of the type that meet our best expectations.

B. K. Although only twenty-five years of age this young man had been arrested upon six different occasions. At the time of his parole it was imperative that he be granted a job with salary adequate to support his wife and two children. Our representative was fortunate enough to locate just the right job for B. K. who has been happily employed in the same place of business for nearly one year now and doing excellent work.

W. R. A second offender, this young man had been committed for 3rd degree robbery and sentenced to a term of two years, which he served in exemplary fashion. During his incarceration his wife appealed for employment whereby she would be able to care for their young child. Our representative immediately obtained a job for this grateful young woman, an act which was deeply appreciated by W. R. who found it easier to serve his sentence once this responsibility had been lifted. Upon his release our representative was able to place him with a reliable firm where he has proved himself most conscientious and willing. His wife has left her job and now has resumed her household duties and all three members of this family are enjoying a normal, well adjusted life.

Visits to New York City Prison

The Association is proud of its long standing practice of making contact with those confined in the City Prison, Manhattan, charged with or convicted of crime. Prisoners who are troubled or otherwise out of contact with friends and family very often write and request an interview. In this segment of our work we are proud to acknowl-

* All names and initials are fictitious.

edge the excellent co-operation of Warden Herman J. Ruthazer of the City Prison and members of his staff.

This form of service has proved invaluable in protecting prisoners from designing persons and preventing exploitation in time of trouble. This is particularly true regarding legal services and it has been our privilege to refer to the Criminal Courts Branch of the Legal Aid Society those prisoners who are without funds, thus feeling confident that they will receive the best legal guidance and service.

It is our practice and custom to present a few excerpts from the interesting letters submitted by applicants in expression of appreciation for the aid they have received. There are a great number of these letters, all varying widely in appearance and composition. However, they are universal insofar as sincerity and depth of gratitude are concerned.

From *L. P.'s wonderful letter . . . "mere words cannot express my feelings how very grateful I am to you for your help and kindness when I needed it most. . . . If it weren't for you I would probably be in—— again."

*N. L. writes . . . "Thank you for what you did for me when I was down. May God bless you and yours. Things are working out very well."

*B. G.'s mother says in part . . . "I wish to thank you for your help and concern in regard to my son. You have made it possible for him to come home sooner. I guess you know what this means to me, his mother. I sincerely appreciate what you've done for us. May God be with you in all you undertake."

*F. R. . . . "Please allow me to express my gratitude, and also say that your consideration and actions in my behalf are greatly appreciated and that it is my sincerest desire to prove that your endeavors in my behalf were not wasted."

From *R. E. . . . "I received your letter in which I was informed of your success in obtaining a position for me. I am therefore writing this letter to thank you for your haste in coming to my aid. Truthfully speaking, I really do not know how to begin. I do know, though, I shall always be indebted to you and your organization. . . . Being that I am unable to find sufficient words to express my exact appreciation I leave my thanks to your imagination."

And from an official of the New York City Youth Board we received this heartwarming letter: "I would like to express this agency's appreciation for your co-operation, and I hope that we shall be privileged to request the services of your agency in the future."

* All names and initials are fictitious.

Now that we have gratefully accepted the combined thanks of the foregoing persons may we in turn extend our own to all of them and to the many others who have made our efforts worthwhile by their sincere co-operation and continued good faith.

Statistics for Employment and Relief Bureau for 1952

Office interviews	1,793
Telephone consultations*	1,411
Different persons interviewed	1,570
Men released from New York City penal institutions	1,015
Men released from New York State penal institutions	374
Men released from out-of-state penal institutions	63
Men released on probation	32
Relatives of prisoners concerning employment	86
Meals provided	301
Nights lodging provided	3,557
Employment contacts made by personal visits (approximate)	700
Men placed in employment	423
Men given cash relief	954
Total amount spent solely for relief (includes cash, meals and lodgings)	\$4,329.50

* Includes clients, parole and probation officers, agency and institution officials.

FAMILY SERVICE BUREAU

In 1952 the Family Service Bureau has gone through a "face lifting" process. Those who have been emotionally upset, such as the wives, mothers and children of prisoners, need a morale lifter—a psychological refresher! Under the able supervision of Mrs. Marie Lovejoy, director of the Family Service Bureau, the waiting room has been redecorated. The tiny table and chairs have been painted tangerine color and nursery rhyme pictures are at the eye level of the youngsters who are kept busy with toys, games and story books, while their mothers freely relate their problems to the social worker. The door is left open to give security to the tiny tots so they can be in view of their mothers. This had to be a gay, happy place for them as the children are frequently frightened and disturbed over the apparent fear in the mother who is suddenly faced alone with problems beyond her ability to handle. The positive force, her husband, has been removed from her. Many times wives have expressed their deep appreciation of what the Family Service Bureau did after heart-rending and long court experience. It was the initial step, to take alone without the husband, that made it impossible for some individuals to make decisions of any kind.

One of the basic tasks of the Family Service Bureau is to help young wives, to whatever extent possible, to learn how to help themselves. The point of view is important because values are, as Nietzsche said, "Perspectual." They depend on how one looks at things and that depends, in turn, on what the wife is when life has lost its meaning or value. It is because something has happened to

the values, not to life. Values result from valuing and different persons in different social circumstances value different things.

In the different choices which life is constantly offering, men show their order of values by what they are willing to pay or sacrifice for what they consider the greater good. Frequently wives will deprive themselves of food to keep a husband furnished with cigarettes and other needs. Wives will say, "I can't go and visit empty handed." As long as men and women are capable of any desires and satisfactions life has potential value for them. This is the best type of rehabilitation and the greatest service which can be rendered to society.

In the Family Service Bureau one sees in wives and mothers a staunch faithfulness to their men. It seems that regardless of what a prisoner's offense may be, in the eyes of those who love them nothing matters! This is seen in the young as well as in the more mature individuals. Many home fires are kept burning at great sacrifices by the wives and mothers for the sake of the one who some day will return.

The Family Service Bureau aids prisoners' wives and children regardless of race, creed, or color. We feel that everyone's story should be heard. A gap is filled between the court room and the total mental oblivion into what appears, especially to young wives, as a "big void" in space. The social worker becomes a bridge to a place to sleep that night and an assurance of meals until a permanent plan can be worked out for a mother with children. Landlords and merchants take advantage of women, inexperienced and young. When they find that the husband has been imprisoned some have the family either evicted, or embarrassed by unkind neighbors. It may be that a school does not understand why there is a change in the discipline of a worried child.

Mrs. *R, a pregnant and harassed mother, was suddenly given an eviction notice when the landlord heard that the husband had been removed from the home. Several times he shut off the water and gas in the house. With four children and one expected, Mrs. R had found herself a job but this did not help as her salary was too low to pay for care and supervision of her youngsters. The Family Service Bureau made plans for shelter. Money was given to this family for a lengthy period to pay for nursery fees.

Mrs. *T, a stranger in New York City and an orphan who had been in an institution all her childhood, suddenly found herself with a young infant alone. The husband needed funds after coming out of the army and had taken a drink too many and on a dare had held up a hotel. She was living in a wretched furnished room with no daylight and shared a community kitchen with twenty other

* All names and initials are fictitious.

quarrelsome families, most of whom were narcotic addicts or alcoholics. Unable to sleep for many weeks due to a psychotic woman beating on her bedroom wall all night, Mrs. *T became discouraged and attempted suicide. The Family Service Bureau made arrangements for the placement of the infant and the mother was given psychiatric care. Plans were made to have Mrs. *T live under different circumstances and go to work. At night she called for her infant and with the help of the Family Service Bureau was able to get a day off to go and visit her husband. Continued help has been given Mrs. *T.

A fire having destroyed her home, Mrs. *C lost most of her household equipment. She was the mother of ten children ranging in age from two to fifteen years. The older children were in an institution waiting for the mother to find a permanent home. Mrs. *C had been in the City Shelter with the younger children for several months. The Family Service Bureau was instrumental in bringing the family together and rehousing them.

Mrs. *S, unable to feed her two small children, was referred to the Family Service Bureau at the time she decided to abandon them. The mother did not have the capacity to go several days in succession to the Department of Welfare. Her dizzy spells were so frequent that she fainted easily. She had been picked up twice by an ambulance that week and returned-home in need of care. The Family Service Bureau gave emergency assistance and a long term plan was made for the family. The mother was hospitalized and the children were sent to relatives.

Our camp program continues to send mothers and children out of town during the hot weather.

As has been the custom of the Bureau for many years, enough money was given so that a festive Christmas dinner was provided to take place in every prisoner's home on our active list. Toys were given the children. Several families reported that the money given for festivities was used for necessities. One woman sent a letter and said, "You made it possible for me and my children to have a real happy Christmas. We all needed shoes and your generous sum of money even helped so that we could buy overshoes for myself and with the rest of the money we bought a leg of lamb. Thank you again."

The following is a letter received from one of our cases:

Dear Mrs. Lovejoy:

I felt I just had to write you this letter telling you how wonderful your organization is and how speaking to you makes one feel that there is someone who understands. Thank you

* All names and initials are fictitious.

very much for the cash gift you gave me for Christmas. It made me feel that I was not the forgotten woman.

My little girl named her French poodle "Frenchie" and she adores her. My son has visited the moon with his space men and ship many times since I brought it home from your office. You and your organization have helped make this a much happier Christmas for us.

I wish you and the organization a very Merry Christmas and a Happy New Year. I know that I don't stand alone in my best wishes to you. Thank you is in my heart and I just had to write you this letter.

Sincerely,

Mrs. _____

Statistics for Family Service Bureau for 1952

Families under supervision January 1, 1952.....	287
New cases accepted.....	54
Cases reopened.....	15
Total number of cases under supervision.....	356
Cases closed.....	145
Families under supervision December 31, 1952.....	211
Total amount of cash relief given.....	\$7,250.82
Office interviews, home and agency visits.....	941*
Families provided with Christmas dinners and toys.....	309
Children and mothers sent to summer camps.....	30

* This does not include innumerable telephone contacts with agencies, families and institutions.

LEGISLATION—1952

During the 1952 session of the New York State Legislature the Association continued its practice of recording its support or disapproval of bills within its sphere of interest. This would include legislation affecting juveniles, adolescents and adults who are in danger of becoming delinquent or criminal or who are charged with delinquency or crime and who are in custody in one form or another by direction of a court. In other words the Association continues as it has for over one hundred years to be concerned about juvenile delinquency and crime and the effect of such conduct upon the welfare of the community. The Association makes personal representation at Albany, addresses communications to the various committees, and is requested to give its advice concerning legislation to officials and others. It has a legislative service that enables it to know what bills are being introduced and what action is taken on them from day to day during the session. It is gratifying to note throughout the years that the opinions expressed by the Association for or against bills are respected and appreciated by not only members of the Legislature but the Governor's office as well.

It should be of interest to our readers to know that during the 1952 session there were introduced in the Senate 2,975 bills, and in the Assembly 3,339. Many of these bills are duplicates in that it is the common practice to have the same bill introduced in both houses and, as a matter of legislative procedure, it is required that a bill, after consideration by a committee in both houses, must receive the approval of both houses before the bill can be submitted to the Governor for his consideration. There were also introduced in the Senate 143 resolutions and in the Assembly 181. A total of 1,209 bills reached the Governor and of this number he approved 835 and vetoed 374. Of the number vetoed 176 were Senate bills and 198 Assembly bills. There were also proposed amendments to the Constitution to be submitted to the Legislature of 1953. In this group 8 were passed by the Legislature of 1951 and transferred to the Secretary of State. 14 were passed by the Legislature of 1952 and transmitted to the Secretary of State.

The Prison Association of New York gave attention to 87 bills, of which we approved 41 and opposed 46.

APPROVED BILLS

Failed to reach the Governor.....	11
Vetoed by the Governor.....	8
Signed by the Governor.....	22
	<hr/>
	41

OPPOSED BILLS

Failed to reach the Governor.....	44
Vetoed by the Governor.....	2
Signed by the Governor.....	—
	<hr/>
	46

Approved

CHRONIC ALCOHOLICS, Senate Int. 3, Pr. 3: Establishes a program under supervision of Mental Health Commission, in cooperation with the Departments of Health and Mental Hygiene. Includes public and private agencies and authorizes a study in conjunction therewith and also makes an appropriation. *Chapter 354.*

NARCOTICS, Senate Int. 106, Pr. 106: Assembly Int. 15, Pr. 15: Continues study of narcotic problem. Attorney General authorized to continue with the aid of Government departments and private agencies a comprehensive study relating to the evaluation of law enforcement, penal and rehabilitative procedures and the subject of adequate control of narcotics and their use, etc. *Chapter 9.*

NEW YORK STATE CRIME COMMISSION, Senate Int. 201, Pr. 224: Assembly Int. 95, Pr. 211: Budget bill makes deficiency appropriation. *Chapter 1.*

CERTIFICATES OF GOOD CONDUCT FOR PAROLEES, Senate Int. 227, Pr. 229: Assembly Int. 255, Pr. 256: Amends the executive law, in relation to granting certificates of good conduct by the Board of Parole. *Chapter 346.*

SUSPENSION OF SENTENCE, Senate Int. 271, Pr. 273: Assembly Int. 267, Pr. 268: Amends the penal law in relation to suspending sentence, suspending execution of judgment and probation. *Chapter 21.*

NARCOTICS, Senate Int. 273, Pr. 1690: Assembly Int. 266, Pr. 2119: Amends the penal law in relation to violations of public health law with respect to narcotic drugs. *Chapter 414.*

NARCOTICS, Senate Int. 274, Pr. 276: Assembly Int. 265, Pr. 266: Amends the penal law in relation to punishment of third offenders under laws relating to narcotic drugs. *Chapter 22.*

NARCOTICS, Senate Int. 276, Pr. 3485: Assembly Int. 268, Pr. 1141: Amends the public health law in relation to providing for seizure and forfeiture of vehicles, vessels or aircraft used to conceal, convey or transport narcotics in violation of law. *Chapter 415.*

ADOLESCENT DRUG USERS, *Senate Int. 277, Pr. 279: Assembly Int. 270, Pr. 271*: Amends the public health law in relation to providing for the compulsory care, treatment, guidance and rehabilitation of adolescent drug users. *Chapter 8.*

LICENSES TO CARRY PISTOLS, *Senate Int. 288, Pr. 290: Assembly Int. 328, Pr. 329*: Amends the penal law in relation to the expiration date of licenses to carry pistols and revolvers in the City of New York. *Chapter 638.*

CHANGE OF TITLE—PRISON GUARDS, *Senate Int. 315, Pr. 317: Assembly Int. 820, Pr. 825*: Amends civil service law in relation to change of title of prison guards in the Department of Correction. *Failed of passage.*

GIRLS' TERM COURT, *Senate Int. 432, Pr. 1503: Assembly Int. 494, Pr. 495*: Amends Chapter 716 of the Laws of 1951 establishing for the City of New York a court for girls 16 to 21 years of age. *Chapter 548.*

DISCHARGE OR RETURN OF WOMEN, *Senate Int. 437, Pr. 2788: Assembly Int. 330, Pr. 2916*: Amends the New York City Criminal Courts Act in relation to the discharge or return for re-sentence of persons committed to reformatories for women. *Vetoed.*

MATRONS IN COUNTY JAILS, *Senate Int. 713, Pr. 721: Assembly Int. 763, Pr. 768*: Amends the county law in relation to appointment of matrons in county jails. *Chapter 745.*

POLICE RECORDS—DELINQUENT CHILDREN, *Senate Int. 715, Pr. 2787: Assembly Int. 754, Pr. 2922*: Amends the Children's Court Act of the State of New York in relation to police record of arrests and disposition of cases of delinquent children. *Vetoed.*

YOUTHFUL OFFENDERS, *Senate Int. 739, Pr. 747: Assembly Int. 2926, Pr. 3071*: Amends the code of criminal procedure in relation to the age of youths who may be adjudged youthful offenders. *Failed of passage.*

YOUTHFUL OFFENDERS, *Senate Int. 740, Pr. 748*: Amends the code of criminal procedure in relation to deletion of records and destruction of fingerprints of youthful offenders. *Failed of passage.*

YOUTHFUL OFFENDERS, *Senate Int. 741, Pr. 749*: Amends the code of criminal procedure in relation to the effect of an adjudication as a youthful offender. *Vetoed.*

YOUTHFUL OFFENDERS, *Senate Int. 742, Pr. 750: Assembly Int. 2927, Pr. 3072*: Amends the penal law in relation to sealing the record of conviction, fingerprints and photographs of certain rehabilitated youthful offenders. *Failed of passage.*

YOUTH CORRECTION AUTHORITY, *Senate Int. 743, Pr. 751*: Amends the consolidated laws to provide Chapter 67-A to establish a youth correction authority. (*Approved in principle.*) *Failed of passage.*

ALLOWANCES TO COUNSEL, *Senate Int. 834, Pr. 847: Assembly Int. 1149, Pr. 1165*: Amend the code of criminal procedure in relation to allowances to counsel assigned to represent defendants where the offense charged in the indictment is punishable by death. *Failed of passage.*

LIFE SENTENCES, *Senate Int. 1224, Pr. 1274: Assembly Int. 1437, Pr. 1465*: Amends the penal law in relation to the capacity to sue of persons sentenced to imprisonment for life. *Chapter 167.*

SHERIFF'S EXPENSES, *Senate Int. 1282, Pr. 1332: Assembly Int. 1505, Pr. 1539*: Amends county law in relation to payment of expenses of a sheriff in the transportation of prisoners. *Chapter 759.*

SHERIFF'S CUSTODY—COUNTY JAILS, *Senate Int. 1284, Pr. 1334: Assembly Int. 1506, Pr. 1540*: Amends the correction law in relation to sheriff's custody of county jails. *Chapter 400.*

POLICE RECORDS—DELINQUENT CHILDREN, *Senate Int. 1412, Pr. 3125: Assembly Int. 755, Pr. 2921*: Amends the domestic relations court act of the City of New York in relation to police records in cases of delinquent children. *Vetoed.*

NARCOTICS, *Senate Int. 1849, Pr. 1961: Assembly Int. 2918, Pr. 3063*: Amends the vehicle and traffic law in relation to operation of motor vehicles or motorcycles by habitual drug users or while under influence of drugs. *Failed of passage.*

RECIPROCAL ASSISTANCE—FIRE FIGHTING FORCES, *Senate Int. 2036, Pr. 2169: Assembly Int. 2429, Pr. 2554*: Amends the correction law in relation to reciprocal aid and assistance by State institutional and local fire fighting forces in cases of fire and other public emergencies. *Chapter 396.*

SERVICE OF UNEXPIRED SENTENCES, *Senate Int. 2054, Pr. 2187: Assembly Int. 2427, Pr. 2552*: Amends correction law in relation to

service of unexpired sentences following commission of a felony while on parole. *Vetoed*.

ENDANGERING MORALS OF A CHILD, *Senate Int.* 2059, *Pr.* 3454: Amends the penal law in relation to punishment for endangering morals of a child upon conviction for second offense. *Failed of passage*.

ANNUAL REPORTS INVOLVING SEX OFFENDERS, *Senate Int.* 2063, *Pr.* 2196: Amends the correction law in relation to annual report by the Commissioner of Correction in cases involving sex offenders. *Vetoed*.

NARCOTICS, *Senate Int.* 2216, *Pr.* 2368: *Assembly Int.* 2541, *Pr.* 2666: Amends the education law in relation to the teaching of the nature and dangers of narcotics and habit-forming drugs. *Chapter* 413.

NARCOTICS, *Senate Int.* 2313, *Pr.* 2465: *Assembly Int.* 2636, *Pr.* 2763: Amends the public health law in relation to reports by physicians of persons addicted to the use of narcotic drugs. *Chapter* 632.

PRISON OFFICER TRAINING SCHOOLS, *Senate Int.* 2348, *Pr.* 2500: *Assembly Int.* 805, *Pr.* 810: Amends the correction law in relation to the establishment of prison officer training schools. *Failed of passage*.

SUPPORT OF CERTAIN PRISONERS, *Senate Int.* 2652, *Pr.* 2825: *Assembly Int.* 3208, *Pr.* 3367: Amends the correction law in relation to the support of certain prisoners as a county charge. *Chapter* 596.

REHABILITATION OF CERTAIN PRISONERS CONVICTED OF FELONIES, *Senate Int.* 2792, *Pr.* 2981: Amends the code of criminal procedure in relation to the rehabilitation of certain persons convicted of felonies or misdemeanors in the State of New York. (*Approved in principle*.) *Failed of passage*.

COMPENSATION—MEMBERS OF COMMISSION OF CORRECTION, *Senate Int.* 2842, *Pr.* 3031: *Assembly Int.* 3237, *Pr.* 3396: Amends the correction law in relation to the compensation of members of the Commission of Correction. *Chapter* 575.

NARCOTICS, *Assembly Int.* 264, *Pr.* 1716; *Senate Int.* 272, *Pr.* 1148: Amends penal law in relation to sale of hypodermic syringes and hypodermic needles and possession of such instruments and others adapted for the administration of narcotic drugs. *Chapter* 91.

NARCOTICS, *Assembly Int.* 268, *Senate Pr.* 3459: Amends the public health law in relation to providing for seizure and forfeiture of vehicles, vessels or aircraft used to conceal, convey or transport narcotics in violation of law. *Chapter* 415.

POLICE RECORDS—DELINQUENT CHILDREN, *Assembly Int.* 755, *Pr.* 2921: *Senate Int.* 1412, *Pr.* 3125: Amends the domestic relations court act of the City of New York in relation to police records in cases of delinquent children. *Vetoed*.

DISCRETIONARY REDUCTION OF DEFINITE SENTENCES—CERTAIN PRISONERS, *Assembly Int.* 2191, *Pr.* 2279: Amends the penal law in relation to eligibility for parole and discretionary reduction of definite sentences for certain prisoners convicted of burglary or robbery in the first degree or attempts to commit such crimes as second or third offenders. *Vetoed*.

FINGERPRINTING OF ALL CITIZENS, *Assembly Int.* 2519, *Pr.* 2644: Requires all citizens of the State to be fingerprinted, providing the method therefor, establishing the Division of Civilian Identification in the Department of Correction, and making an appropriation therefor. (*Approved in principle*.) *Failed of passage*.

Opposed

CURTAILMENT OF BRUSHMAKING, *Senate Int.* 31, *Pr.* 31: *Assembly Int.* 20, *Pr.* 20: Amends the correction law to prohibit the making of brushes in any State prison, penitentiary or reformatory for the State or any political division thereof or for any public institution owned or managed and controlled by the State or any such political division *except* such brush-making as may be required to supply brushes for use in the State correctional and State charitable institutions. *Failed of passage*.

NARCOTICS, *Senate Int.* 228, *Pr.* 230: Amends the penal law in relation to violations of the public health law with respect to punishment for the barter, sale, or exchange of narcotic drugs. *Failed of passage*.

NARCOTICS, *Senate Int.* 275, *Pr.* 277: *Assembly Int.* 269, *Pr.* 270: Amends the education law in relation to the teaching of the nature and dangers of alcoholic drinks, narcotics, and habit-forming drugs. *Failed of passage*.

NARCOTICS, *Senate Int.* 372, *Pr.* 374: *Assembly Int.* 481, *Pr.* 482: Amends the penal law in relation to the punishment for selling

narcotic drugs to persons actually or apparently under the age of twenty-one. *Failed of passage.*

SALE OF HYPODERMIC SYRINGES AND NEEDLES, *Senate Int. 373, Pr. 2516*: Amends the public health law in relation to the sale of hypodermic syringes and needles. *Failed of passage.*

NIGHT COURTS FOR WOMEN, *Senate Int. 374, Pr. 376*: *Assembly Int. 480, Pr. 481*: Amends the New York City Criminal Courts Act in relation to night courts. *Failed of passage.*

PUNISHMENT FOR MURDER FIRST DEGREE, *Senate Int. 385, Pr. 387*: *Assembly Int. 478, Pr. 479*: Amends the penal law in relation to murder first degree. *Failed of passage.*

REPORTS CONCERNING PERSONS RECEIVING PUBLIC ASSISTANCE, *Senate Int. 429, Pr. 432*: *Assembly Int. 532, Pr. 533*: Amends the social welfare law in relation to reports concerning persons receiving public assistance and care. *Failed of passage.*

CIVIL SERVICE APPOINTMENTS AND PROMOTIONS, *Senate Int. 465, Pr. 468*: *Assembly Int. 607, Pr. 608*: Proposes an amendment to Article V of the Constitution in relation to civil service appointments and repealing Section 6 of such Article relating thereto. (*This relates to veterans' preference and is an attempt to nullify by repeal the approval by the people of Section 6 of Article V.*) *Failed of passage.*

REIMBURSEMENT OF COUNTIES FOR CONVEYING PRISONERS, *Senate Int. 664, Pr. 672*: *Assembly Int. 401, Pr. 402*: Amends the correction law in relation to State reimbursement of expenses incurred by counties and cities in conveying prisoners to State prisons. *Failed of passage.*

NARCOTICS, *Senate Int. 719, Pr. 727*: Amends the penal law in relation to sale of narcotic drugs to minors. *Failed of passage.*

DEATH OR DISABILITY BENEFITS—REFORMATORY AND PRISON PERSONNEL, *Senate Int. 857, Pr. 2514*: *Assembly Int. 1086, Pr. 3453*: Amends the correction law in relation to death or disability benefits paid to guards and employees in State prisons, reformatories and Department of Correction. *Failed of passage.*

LIMITATION OF HAZARD, PRISON OFFICERS, *Senate Int. 859, Pr. 872*: *Assembly Int. 728, Pr. 733*: Amends the general municipal law in relation to providing certain standards for the limitation of hazard

and appointment of prison officers in departments of correction in cities of the State. *Failed of passage.*

CERTIFICATION—QUALIFIED PSYCHIATRIST, *Senate Int. 898, Pr. 1496*: *Assembly Int. 1028, Pr. 1038*: Amends the mental hygiene law in relation to the certification of a qualified psychiatrist. *Vetoed.*

A YOUTHS COURT IN THE STATE, *Senate Int. 919, Pr. 932*: *Assembly Int. 1151, Pr. 1167*: Establishes a youths court in the State of New York for the disposition of cases involving minors between the ages of 16 and 19, defining the jurisdiction, powers and duties of such court and regulating procedure therein. *Failed of passage.*

DEFINITION, YOUTHFUL OFFENDER, *Senate Int. 939, Pr. 969*: Amends the code of criminal procedure in relation to the definition of the term "youthful offender". *Failed of passage.*

STANDARDS OF WORKING HOURS AND DUTIES, CORRECTION OFFICERS, *Senate Int. 940, Pr. 970*: *Assembly Int. 1627, Pr. 1661*: Amends the correction law in relation to providing certain standards for the hours of and duty and overtime duty compensation of penitentiary guards and correction officers employed by the political subdivisions of the State. *Failed of passage.*

PAROLE SUPERVISION, CERTAIN SEX OFFENDERS, *Senate Int. 1008, Pr. 1038*: *Assembly Int. 1157, Pr. 1173*: Amends correction law in relation to extending and providing for continuation of parole supervision over persons hereafter convicted of sex offenses involving children. *Failed of passage.*

WARDEN IN CHARGE, *Senate Int. 1036, Pr. 3372*: *Assembly Int. 1091, Pr. 1105*: Amends the administrative code of the City of New York in relation to requiring that certain penal institutions under jurisdiction of Department of Correction be in charge of a warden. *Failed of passage.*

PUNISHMENT, ARSON, *Senate Int. 1042, Pr. 1072*: *Assembly Int. 1253, Pr. 1272*: Amends the penal law to make the committing of the crime of arson in any degree punishable by death. *Failed of passage.*

INADMISSIBILITY OF CERTAIN CONFESSIONS, *Senate Int. 1152, Pr. 1186*: Amends the code of criminal procedure in relation to the inadmissibility of certain confessions. *Failed of passage.*

COMPENSATION, GUARDS, *Senate Int. 1527, Pr. 1605*: Amends correction law in relation to the compensation of penitentiary guards

and correction officers employed by the civil divisions of the State. *Failed of passage.*

QUALIFICATIONS, APPOINTMENT, GUARDS AND KEEPERS, *Senate Int. 1536, Pr. 3327; Assembly Int. 1623, Pr. 3615*: Amends the correction law in relation to the qualifications to be required for appointment as guard, keeper or correction officer in penitentiaries or departments of correction of municipalities. *Failed of passage.*

NARCOTICS, *Senate Int. 1614, Pr. 1700*: Amends the public health law in relation to providing for the compulsory care, treatment, guidance and rehabilitation of narcotic drug users. *Failed of passage.*

CRIMES OUT OF STATE WHILE ON PAROLE, *Senate Int. 1786, Pr. 1895; Assembly Int. 2063, Pr. 2139*: Amends the correction law in relation to crimes committed outside the State while on parole or in violation of conditions annexed to discharges. *Failed of passage.*

UNLAWFUL POSSESSION BURGLAR'S TOOLS AND FIREARMS, *Senate Int. 1876, Pr. 1988*: Amends the penal law in relation to unlawful possession of burglar's tools and firearms. *Failed of passage.*

TRANSFERRING OF CERTAIN INMATES FROM WESTFIELD STATE FARM, *Senate Int. 2037, Pr. 2170; Assembly Int. 2428, Pr. 2553*: Amends the correction law in relation to the transfer to the Albion State Training School of certain female inmates of Westfield State Farm. *Failed of passage.*

NARCOTICS, *Senate Int. 2544, Pr. 2711; Assembly Int. 3090, Pr. 3235*: Amends the public health law creating a division of narcotics control in the state department of health. *Failed of passage.*

REHABILITATION CENTERS FOR ALCOHOLICS, *Senate Int. 2717, Pr. 2906; Assembly Int. 321, Pr. 322*: Provides regional rehabilitation centers for alcoholics to be under direction of the state department of health. *Failed of passage.*

CENTRAL YOUTH TERM MAGISTRATES COURTS, *Assembly Int. 132, Pr. 132; Senate Int. 937, Pr. 967*: Amends the New York City Criminal Courts Act in relation to authorizing and providing for the establishment of a Central Youth Term of the City Magistrates Courts and with jurisdiction over youthful offenders. *Failed of passage.*

DEFINITION YOUTHFUL OFFENDER, *Assembly Int. 133, Pr. 133*: Amends the code of criminal procedure in relation to the definition of the term "youthful offender". *Failed of passage.*

FELONY, MURDER, *Assembly Int. 134, Pr. 134*: Amends the penal law in relation to recommendation by jury. *Failed of passage.*

NARCOTICS, *Assembly Int. 373, Pr. 374*: Amends the code of criminal procedure in relation to proceedings respecting narcotic users or addicts. *Failed of passage.*

NARCOTICS, *Assembly Int. 375, Pr. 376*: Amends the penal law in relation to the sale of narcotic drugs to persons under 19 years of age. *Failed of passage.*

FELONY, MURDER, *Assembly Int. 414, Pr. 415*: Amends the penal law in relation to recommendation by jury. *Failed of passage.*

SPECIAL GRAND JURIES, *Assembly Int. 589, Pr. 3353*: Amends the code of criminal procedure, the judiciary law, and the executive law in relation to special grand juries in certain counties. *Failed of passage.*

HYPODERMIC SYRINGES AND NEEDLES, *Assembly Int. 637, Pr. 2926*: Amends the penal law in relation to the sale of hypodermic syringes and hypodermic needles. *Failed of passage.*

NARCOTICS, *Assembly Int. 642, Pr. 1717*: Amends the penal law in relation to prohibiting the growing, possession or sale of the narcotic plant known as marihuana by unlicensed persons. *Vetoed.*

ESTABLISHMENT OF ADOLESCENTS' COURT, *Assembly Int. 980, Pr. 989*: Amends the New York City Criminal Courts Act in relation to the creation to the establishment of an adolescents' court for the City of New York. *Failed of passage.*

USE OF COUNTY JAILS, *Assembly Int. 1351, Pr. 1370; Senate Int. 1234, Pr. 1284*: Amends the correction law in relation to providing for the detention of persons awaiting arraignment as well as for the detention of persons awaiting hearing or trial, charged with offense or traffic infraction. *Failed of passage.*

CIVIL SERVICE STATUS, COUNTY JAIL EMPLOYEES, *Assembly Int. 1041, Pr. 2109*: Amends the county law in relation to providing civil service status for county jail employees in counties outside the City of New York. *(The general objective of this bill is to be commended but we disapprove of the blanket inclusion of all incumbents when the bill is intended to become effective). Failed of passage.*

SHERIFFS IN COMPETITIVE CLASS OF CIVIL SERVICE, *Assembly Int. 2042, Pr. 2110*: Proposes an amendment to Section 5 of Article IX

of the Constitution in relation to placing the office of sheriff in certain counties in the competitive class of the civil service. (*The general objective of this bill is to be commended but we disapprove of the blanket inclusion of all incumbents when the bill is intended to become effective.*) *Failed of passage.*

CLASSIFICATION OF PRISONERS, *Assembly Int. 2436, Pr. 2561*: Amends the correction law in relation to classification of prisoners. *Failed of passage.*

REDUCTION OF CRIMINAL CHARGES AGAINST SEX OFFENDERS, *Assembly Int. 2687, Pr. 2814; Senate Int. 2105, Pr. 2257*: Amends the code of criminal procedure in relation to the change or reduction of criminal charges against sex offenders. *Failed of passage.*

REGISTRATION OF SEX AND MORAL OFFENDERS, *Assembly Int. 3195, Pr. 3340*: Amends the correction law in relation to establishment of register of sex and moral offenders. *Failed of passage.*

COMMISSION TO STUDY PROBLEM OF SEX DEVIATION, *Assembly Int. 3198, Pr. 3343*: Creates a temporary State Commission to study the problem of sex deviation. *Failed of passage.*

FINANCIAL STATEMENT

THE PRISON ASSOCIATION OF NEW YORK
GENERAL FUND
STATEMENT OF INCOME AND EXPENSES
YEAR ENDED DECEMBER 31, 1952

INCOME

Donations—special purposes			
The Greater New York Fund	\$2,133	00	
Other funds	6,017	34	
Donations—unrestricted		\$8,150	34
		24,736	04
Endowment Income			\$32,886 38
Dividends on stock	\$26,464	95	
Miscellaneous		11	85
			26,476 80
Total Income			\$59,363 18

EXPENSES

General administration	\$24,063	76	
Relief—prisoners and families (cash, food, clothing, etc.)	11,545	62	
Relief—administration	4,731	05	
Employment—administration	5,020	10	
Appeal—administration	4,534	70	
Traveling expenses	139	38	
Printing and stationery	1,050	27	
Postage	471	16	
Telephone and telegraph	290	88	
Auditing, legal and legislative services	473	00	
Periodicals, custodians fees and miscellaneous	823	18	
House maintenance	2,623	69	
U. S. Old Age benefits tax	411	04	
Total Expenses			56,177 83
NET GAIN FOR THE YEAR			\$3,185 35

AUDITORS' OPINION

We have audited the books, accounts, minutes and other records of The Prison Association of New York for the year ended December 31, 1952. In our opinion the statement of income and expenses shown above presents fairly the results of the operation for that year.

(Signed) WEBSTER, HORNE & ELSDON
Certified Public Accountants

New York, N. Y.
March 24, 1953.

CONSTITUTION AND BY-LAWS

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

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

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

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

ARTICLE FIRST

The objects of the association shall be:

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

ARTICLE SECOND

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

ARTICLE THIRD

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

ARTICLE FOURTH

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

ARTICLE FIFTH

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

ARTICLE SIXTH

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

ARTICLE SEVENTH

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

ARTICLE EIGHTH

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

ARTICLE NINTH

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

ARTICLE TENTH

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

ARTICLE ELEVENTH

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

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

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

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

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

§ 5. The said executive committee shall have power, during the minority of any of the persons so committed to the said workhouse,

to bind out the said persons so being minors, as aforesaid, as apprentices or servants, with their consent during their minority, to such persons and at such places, to learn such proper trades and employments as in their judgment will be most conducive to their reformation and amendment and future benefit and advantage of such persons.

§ 6. The said executive committee by such committees as they shall from time to time appoint, shall have power, and it shall be their duties to visit, inspect, and examine, all the prisons in the State and annually report to the Legislature their state and condition and all such other things in regard to them as may enable the Legislature to perfect their government and discipline. And to enable them to execute the powers and perform the duties hereby granted and imposed, they shall possess all the powers and authority that by the twenty-fourth section, of title first, chapter third, part fourth of the Revised Statutes, are invested in inspectors of county prisons and the duties of the keepers of each prison that they may examine shall be the same in relation to them, as in the section aforesaid, are imposed on the keepers of such prisons in relation to the inspectors thereof; provided, that no such examination or inspection of any prison shall be made until an order for that purpose to be granted by the chancellor of this State, or one of the judges of the Supreme Court, or by a vice-chancellor or circuit judge, or by the first judge of the county in which the prison to be examined shall be situate shall first have been had and obtained, which order shall specify the name of the prison to be examined, the name of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

BY-LAWS*

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

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

† At the February, 1933, meeting of the Executive Committee, section 1 of the By-Laws was amended to provide that the monthly meeting of the committee be held on the second Monday of each month, and that the annual meeting of the Association be held on the second Monday in January of each year. However, at the November meeting the By-Laws were again amended to provide that the monthly meeting be held on the third Thursday of each month, as heretofore, and that the annual meeting of the Association be held on the third Thursday in January of each year.

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

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

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

1. Election of chairman and secretary.
2. Reading of minutes of the last meeting.
3. Report of committee on nominations.
4. Election of officers.
5. Report of corresponding secretary on work of year.
6. Annual report of the treasurer.

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

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

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

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

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

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

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

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

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

It shall be the duty of the committee on detentions to inquire as far as may be practicable or necessary into the causes of commitment of persons held in institutions of the Department of Correction of the City of New York, and, when deemed desirable, to adopt available measures for procuring the discharge or providing for the defense of such as shall appear to be entitled thereto. It shall further be the duty of the committee, when arrangements are made therefor, to extend its work to jails, penitentiaries, reformatories and prisons outside of the City of New York and within the State of New York.

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

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

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

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