
STATE OF NEW YORK

THE ONE HUNDRED AND EIGHTEENTH
ANNUAL REPORT

OF THE

Correctional Association of New York

135 East 15th Street, New York

1962



ONE HUNDRED AND EIGHTEENTH ANNUAL REPORT
OF THE CORRECTIONAL ASSOCIATION OF
NEW YORK*

January 31, 1963

HON. MALCOLM WILSON

Lieutenant Governor and President of the Senate:

HON. JOSEPH F. CARLINO, *Speaker of the Assembly:*

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

Respectfully,

THE CORRECTIONAL ASSOCIATION OF NEW YORK

By MELBER CHAMBERS, *President*

DONALD H. GOFF, *General Secretary*

* The name of the Association was changed from The Prison Association of New York to The Correctional Association of New York on February 16, 1961 at a special meeting of the members.

PREFACE

This is an official report of the Correctional 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 eighteenth of the series.

Paragraph 6 of Article XI of the act incorporating the Correctional Association of New York provides that "the said executive committee" (of the Correctional 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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THE CORRECTIONAL ASSOCIATION OF NEW YORK
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¹ Deceased July 22, 1962

² Elected October 25, 1962

STANDING COMMITTEES FOR 1962

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COMMITTEE ON FINANCE
LEE, HOCHSCHILD, CROSS, MEYER, SMITHERS, WHITE

COMMITTEE ON DETENTIONS
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HOCHSCHILD, MRS. ADLER, ALDRICH, BAKER

COMMITTEE ON PROBATION AND PAROLE
MRS. ADLER, CUTTING, POWELL, WILMERDING

COMMITTEE ON PRISON ADMINISTRATION
SCHULTE, ALEXANDER, BARCOCK, MRS. BALLANTINE, CROSS

"You cannot maintain democratic institutions by mere forms of words or by occasional patriotic vows. You maintain them by making the institutions of our Republic work as they are intended to work."

(Charles Evans Hughes)



THE EDWARD R. CASS YOUTH REHABILITATION CAMP

Rensselaerville, New York

of the

New York State Division for Youth

IN MEMORIAM

Burton J. Lee, Jr.

1907 - 1962

Sincere and sympathetic, straight and stalwart friendly and open, devoted to his family and his work, beloved by all who knew him.

Burton J. Lee, Jr.—the man.

Burton J. Lee, Jr., banker and humanitarian sincerely concerned and with a strong sense of obligation to those less fortunate, became a member of the Executive Committee of The Correctional Association of New York in 1945 and was elected its Treasurer in May of 1961 following in the footsteps of his devoted friend, Charles C. Auchincloss.

Well prepared at Yale University for the leadership role he was to assume, Mr. Lee moved into the banking world where he ascended to the position of Vice-President in one of the largest banking establishments in the world.

During World War II he served his country with distinction with the Army Air Force in North Africa, Persia and in the China Burma India theatre of operation rising to the rank of Lieutenant Colonel.

Mr. Lee's propensity for a physically active life led him to be an enthusiastic member of the Racket and Tennis Club, the Links and the Cold Spring Harbor Beach Club where he was for a time President.

The loss of Burton J. Lee, Jr. is deeply felt by The Correctional Association of New York. His kindness and astuteness, his forthrightness and devotion are greatly missed.

**THE CORRECTIONAL ASSOCIATION'S
RECOMMENDATIONS
TO THE 1963 LEGISLATURE
STATE OF NEW YORK**

OBSERVATIONS AND RECOMMENDATIONS

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WHAT DOES THE PUBLIC EXPECT?

When an ex-inmate is involved in a new crime, a hue and cry is raised by the general public over the failure of the correctional institution to adequately protect the community. And when the new offense is of a sensational nature demands are made to replace the warden, dismiss the correction officers and even oust the governor. The correctional institution, it is claimed, has failed to perform its function and the community has suffered.

But what is it that the public expects from its correctional institutions? This is a question legislators and other public servants often ponder.

Time was when imprisonment was sought solely to punish the offender with no effort made to correct him. Imprisonment meant being chained in dark, damp cells unfit for human habitation and being subjected to periodic beatings. There was no regard paid nor thought given to the embittered vengeance filled individual made even more hostile and dangerous to the community by the harsh brutal handling he received while in prison.

As the level of civilization was raised, enlightened people realized that the real function of imprisonment carried with it the exercising of every effort to release to the community individuals who had been reformed and rehabilitated—persons capable of contributing to the common good as an asset rather than imposing a threat to community welfare. Thus the primitive urge for "blood letting" gave way to a more intelligent, sound humanistic approach to the offender. No less a person than Mr. Winston Churchill stated "the mood and temper of the public with regard to the treatment of crime and criminals is one of the most unfailing tests of the civilization of any country".

Great strides have been made over the last century in abolishing the cruel treatment of prisoners. No longer are they held in chains nor routinely subjected to merciless beatings. Yet is this sufficient?

In more recent years the recognition of the reform or correctional aspect of imprisonment has been reflected in the names of institutions, titles of personnel, and commissions. Many states now have "correctional institutions" rather than prisons; "correction officers" rather than guards or keepers. Prison Commissions have become "Commissions of Correction" and prison departments have become "Departments of Correction". All of these name changes reflect the recognition that imprisonment to be effective requires corrective efforts. They reflect the recognition that schools for crime must become schools against crime and that all the resources of medicine,

psychology, psychiatry, penology and instruction in social living must be utilized in order to return as many social beings to society as possible. To object to such a program is at once to deny society receiving such protection, and to deny that psychiatry, psychology, religion and education lead to the understanding and reclamation of character.

Yet has a change from a primitive, punitive philosophy to a more enlightened sound one been more than verbal? Do the people really want to protect themselves by correcting offenders or do they want to delude themselves that correction and rehabilitation occur solely by abolishing beatings and the use of chains and by changing the names of institutions, personnel and commissions to include the word "correction"?

THE COMPLEXITY OF HUMAN BEHAVIOR

The human body is a complex organism requiring the skills of trained doctors when it functions incorrectly. Human behavior is even more complex yet have those charged with the responsibility of operating correctional departments and institutions been provided with the necessary tools in the way of skilled trained personnel and with the facilities adequate to carry out an intensive program to redirect offenders? No!

They are expected by the public to work on the very involved phenomena of human attitudes and behavior supplied with little in the way of modern facilities and expert personnel trained in the various aspects of the social and behavior sciences. Correctional administrators are expected to take offenders with little or no vocational skills and train them to become employable after their release. Yet the institutions are not provided with the number of trained vocational teachers which they need. Nor are they provided with sufficient productive employment for the inmates where on-the-job training can be carried on. Many inmates must be held in enforced idleness, engaged in grossly overmanned jobs or given "made work" because of lack of work for them. In this day and age of great emphasis on education and training, it is a well known fact that a person with no vocational skills and lacking in good work habits is likely either to become a public welfare charge or turn to crime in order to live. In either event the community is not adequately protected and it is the community that is adversely affected.

In this day and age of an emphasis upon emotional stability and mental health, offenders with psychiatric conditions are expected to be released cured and safe for community living yet psychiatric and psychological personnel are not provided for in sufficient number to do more than scratch the surface of the serious psychiatric problems many offenders have. Nor are psychiatric and psychological

personnel provided for in sufficient number even to demonstrate the efficacy of their operation.

Counselors and case workers who are trained in the art of helping individuals to help themselves to become better citizens and lead a more socially acceptable life are sorely needed in the field of correction. Yet in the county correctional institutions of the state to which over 25,000 individuals are sentenced in the course of a year there are pitifully few social work positions.

And on the State level, while the personnel picture is not quite as black, the number of psychiatrists in the State Department of Correction with a resident population of about 20,000 inmates which includes Dannemora State Hospital and Matteawan State Hospital for the Criminally Insane totals 15. Since the largest percentage of these must of necessity be assigned to the two State hospitals under the Department of Correction, the number of psychiatrists available to work with the thousands of inmates in the regular prisons and correctional institutions in the Department of Correction allows for only the most superficial treatment.

Even the most cursory look at the statistics shows the complete ineffectiveness of incarceration without adequate training and treatment. The county penitentiaries to which over 10,000 individuals are annually committed have approximately 3 times as many inmates who have been previously confined as there are in the institution for the first time. In two of the county penitentiaries there were more commitments of individuals who had been in the institution ten or more times than there were of individuals who were committed for the first time. The sheriff of one upstate county reported that about $\frac{1}{3}$ of his inmate population have had 100 or more arrests. This is neither protection for the community nor economical.

The public wants and should be protected from assaults and the loss of property. To the extent that it is during the period of incarceration of offenders in New York State cannot and is not questioned. It is not, however, protected to the degree that it might be if the public was willing to provide the administrators with a sufficient number of trained qualified personnel who could work intensely on modifying the attitudes and philosophy of the offenders during their period of incarceration.

Security involves more than safely maintaining an individual in an institution during his period of incarceration. Security involves making every effort to protect the community after the offender is released. This requires correction officers of ability who have been trained and are adequately paid. This requires educators, psychiatrists, psychologists and social workers. Until such time as correction becomes more than a euphemistic phrase and those charged with the responsibility of operating correctional institutions are provided with the necessary personnel in adequate numbers, the state and

counties will continue to be plagued with individuals who have been released from correctional institutions having only served time and who are not "corrected".

THE HIGH COST OF CRIME

Correction is costly but the cost of crime is a thousand fold greater. The budget for the State Department of Correction is well over fifty million dollars a year. For the Department of Correction for the City of New York it is \$23,000,000. In addition in the State there is the cost of maintaining the five county penitentiaries and the 62 county jails. Compare this to the estimated cost of crime in the United States of twenty billion dollars a year.

New York State has a tremendous problem facing it today. To adequately cope with the problem and aim directly toward accomplishing the true purpose of correction, namely to release from institutions, probation and parole supervision, individuals who are self sustaining and more likely to be an asset than a liability to the community the above statement regarding the necessary tools and facilities together with the following recommendations are recommended to your serious consideration study and action.

Throughout the 118 years The Correctional Association of New York has been vitally active in the field of crime prevention and striving for improvements in the administration of justice in the State, the legislators of New York have looked favorably many times upon our recommendations and enacted the legislation necessary for their implementation. The Association throughout its years of existence has maintained as its constant focus the protection of the community. It is not and has not been sentimental in its approach to the problems of crime but rather extremely practical minded.

WELL DESERVED PRAISE

The 1962 Legislature in its great wisdom was one of the most progressive in its efforts to improve the administration of justice in the State of New York the Association has ever known. The Correctional Association of New York is both grateful and pleased at the attention and action its recommendations, contained in its 117th Annual Report, received at the hands of the Legislature and Governor. Some of the areas reflecting progressive legislation related to our recommendations on bail bond abuses and limitations, the court reorganization program which the Association has been urging for a number of years, our recommendation on the establishment of an institute on sentencing, our recommendation on the discretionary reduction of sentence of state prison inmates, our recommendation regarding programs of the Division for Youth, our recommendation related to the problems of persons addicted to narcotics.

We are also much encouraged by the Study of Youth Needs being undertaken by the Inter-Departmental Committee on Youth Needs. This is a forward step toward practical crime and delinquency prevention.

These indicate some of the many progressive acts taken directed toward improving the administration of justice of the State by both the Legislature and Governor. The Association cannot rest, however, until the great economic cost of crime and the utter waste of human beings has been reduced to an irreducible minimum.

We are again pleased to record our praise and recognition of the tireless efforts of Commissioner Paul D. McGinnis, State Department of Correction and Commissioner Anna M. Kross, New York City Department of Correction, in their daily application of their official responsibilities and the forward looking plans and actions in their respective departments.

RECOMMENDATIONS TO THE 1963 LEGISLATURE of the STATE OF NEW YORK

RECOMMENDATION NO. I. ADDITIONAL PERSONNEL TRAINED IN THE BEHAVIOR SCIENCES FOR STATE CORRECTIONAL INSTITUTIONS

That, based on the sound principle that the process of correction requires the accumulated skills and knowledge of many disciplines such as education, psychology, sociology, psychiatry and social work in addition to custodial specialists, legislative support be given and funds provided to the State Department of Correction to allow the State correctional institutions to employ a sufficient number of personnel trained in the behavior sciences indicated above to work more vigorously toward protecting the community.

Comment: To assume that incarceration of an individual without training and treatment is an adequate protection for the state is an extremely short-sighted view. Individuals do not develop work habits by being held in enforced idleness because of lack of work available in institutions, nor do people learn to be self sufficient and develop vocational skills without adequate vocational training. Inmates do not become educated except along criminal lines unless a sufficient number of teachers are employed both to motivate them towards education goals and to conduct the instruction.

Inmates with serious psychiatric problems do not have their problems solved and their mental illness cured simply by incarceration. They require the diagnosis and treatment by both psychiatric and psychological personnel.

The New York State Department of Correction is responsible for almost 20,000 individuals housed in its prisons, reformatories, conservation-correction camps, its institutions for the criminally insane and the insane criminal and the institutions for the mentally handicapped offender. The State Department of Correction as its name implies is expected to correct individuals who in every instance have failed in the community. It is dealing with a population of 100% failures. Yet to accomplish the monumental task of correcting, the Department of Correction is provided with only 206 teachers or only one teacher for each 97 inmates: 15 positions of psychiatrists or one position for each 1,333 inmates, 42 counselor positions or one counselor position for each 476 inmates; one psychiatric social worker position, two psychological positions.

It will only be after a serious and concerted effort has been made applying the knowledge of human behavior which has been gained in the past few decades with a sufficiently intense treatment program conducted by trained psychiatrists, psychologists, educators and social workers that the State will be able to begin to unsnarl the very knotty and serious problem of a dangerous and costly crime rate.

RECOMMENDATION NO. II. SELECTION OF JUDGES

That a study and examination in depth be made of the present procedure whereby judges are selected to insure the highest level of criminal and civil justice in the State.

Comment: Only part of the task of providing the State of New York with a modern court system was accomplished with the approval in November of 1961 of the Court Reorganization Amendment to the State Constitution. The judicial branch of the State government needs not only a sound administrative organization and the oversight of a central administrative body but also requires the very finest public servants in judicial positions.

New York is one of the States which has elective judiciary. The elective method appears to work without much complaint in upstate New York where a voter may have a pick of a new judge only in several years and can give the candidate ample scrutiny. But in the hurly burly of a metropolis where the number of judges elected is much greater, the voters have little to go by except a blind and confident faith in the party label which is there on the voting machine to guide their uncritical thinking. A canvas of any 100 voters as they hurry away from the polls would disclose 90% of them could not offer any reason for their vote for a judge beyond the party

label! And they would indeed have difficulty recalling the names of the candidates they have just voted for the judicial posts.

In an editorial of the New York Times of September 24, 1962 referring to specific "judgeship deals" the editorial states "the whole episode reenforces the strong arguments for applying to all judgeships a selection process in which nominations would be made not by political cabalists but by screening committees of distinguished lawyers and laymen. If public resentment against the traffic in high judicial posts forces such change, the courts will grow in effectiveness and in public respect".

Another editorial appearing in the same newspaper December 3, 1962 stated: "And the time has come to give it a new objective: to do away with the election of judges. Popular voting was proved again last November to be a poor way to pick judges—except as a means to distribute political plums. All judges should be appointed by the Governor or Mayor in the light of expert, non-partisan advice. How this might best be done is a challenge to the Committee for Modern Courts and other nonpartisan court reform leaders."

In New York City getting judges by election does not appear to work—it fails to obtain any real verdict from the voters.

For the reasons stated above the Correctional Association of New York strongly urges that a study of the selection process of judges be made and that serious consideration be given to some of the proposals which have been developed by such groups as the Citizens Union of New York City and of the practices in other states wherein the contest is not between political parties but is based upon the qualifications of the individuals.

RECOMMENDATION NO. III. HANDLING THE LESSER OFFENDER

That the Legislature direct an examination into the effectiveness of the present methods available to handle the lesser offender particularly as they relate to short commitments to local jails and penitentiaries.

Comment: The county jails and penitentiaries of the State and the institutions under the jurisdiction of the New York City Department of Correction have committed to them annually upwards of 40,000 persons to short sentences ranging from one day. By and large these individuals constitute a heterogeneous group of socially, mentally and emotionally inadequate people for whom the commitment is often completely ineffective. The jails as a repository for the social ills of the community have failed to keep abreast of the progress being made in the general field of correction providing little in the way of psychological, educational and spiritual training and in so

doing have failed to provide the community with the protection it deserves.

A. INDIGENT ALCOHOLICS

We would propose that such an examination study the present practice of committing indigent alcoholics to institutions under the control of the New York City Department of Correction or county institutions within the state.

The futility of jail commitments of alcoholics is quite apparent. A talk with the sheriffs or other correctional people will quickly uncover the complete ineffectiveness of this approach. A visit to any of the institutions for the lesser offender is sufficient to point up even to the casual observer the scope of the problem. It is estimated that well over 50% of the population of the local jails is composed of individuals with whom alcohol is a problem. In 1960 the County Penitentiaries of the State received 4,627 individuals committed for public intoxication alone out of a total of 9,857 commitments. In addition there was a large number of disorderly conduct and vagrancy commitments of which a large percentage were cases involving alcohol problems.

Deliberations should consider whether alcoholics should be placed in the custody and under the control of medical, health and welfare authorities or whether there should be a multi discipline approach to this problem through the creation of diagnostic centers under the health and welfare, authorities, staffed by professional personnel in the fields of medicine, psychology and social work, utilizing existing treatment techniques and resources.

Alcoholism is a medical problem designated as such by the American Medical Association requiring medical and social not penal treatment.

This examination of the practice of committing alcoholics to correctional institutions is urged as a step toward seeking a solution to the human and economic waste to the community of alcoholics who because of lack of effectiveness of present futile handling are "serving life sentences on the installment plan".

B. WORK-FURLOUGH PLAN

We would suggest that such an examination of effectiveness of the present method available to handle the lesser offender should consider the possibilities and desirability of legislation enabling the courts to permit selected individuals to leave the institutions to which he had been sentenced during necessary and reasonable hours to work at their employment or to seek employment.

The sentencing of an individual to a jail imposes many hardships in addition to the loss of liberty to the individual not only upon the individual but upon the community. During the period of incarceration

the community is required to maintain this person providing food, clothing and shelter and the family of the individual incarcerated often becomes a public welfare charge. In addition during the incarceration the state and community loses the taxes paid by this individual on the income he was earning.

We feel that in selected cases the court should be enabled and encouraged to extend to the person sentenced to incarceration of more than 60 days (present Statute 2138a of the Penal Laws, allows such a procedure up to 60 days) in a jail the privilege of continuing his outside work, returning to the jail in the evenings and on weekends. From earnings the county could deduct the cost of maintaining the individual in a jail, installments on fines and if he had any dependents, toward their support.

The American Law Institute in its Model Penal Code adopted in May of 1962 after years of work by an impressive staff and Criminal Law Advisory Committee on which a number of outstanding New York jurists served contains such a provision.

The work-furlough commitment would, we feel, not only relieve the community of the economic burden of maintaining the individual during his incarceration and relieve it of the support of his dependents during the same period but would also be a step forward in the rehabilitation of the individual thereby contributing directly to the protection of the society.

C. INSTALLMENT PAYMENT OF FINES AND DISPARITY IN FINES IMPOSED

We would propose that such an examination of present methods available to handle the lesser offender should consider the means of reducing the disparity in the commitment in days for each specific unit of dollars of fine in the instance of fine non-payment and consider the feasibility of the installment payment of fines where indicated.

Examination in 1962 of cases committed to the Workhouse of New York City for non-payment of traffic violation fines revealed a marked disparity among cases in the amount of fine worked off for each day of incarceration. The incarceration period ranged from individuals who were working their fine off at the rate of \$3.00 per day to those who were working their fine off at the rate of \$24.00 per day. Such marked disparity creates feelings of favoritism and a general disrespect for equality in the administration of justice.

We would propose further that consideration be given to the practicality of allowing individuals to pay their fines on an installment basis over a period of time. As odd as the installment payment of fines may seem, this procedure might be the solution to the problem confronting many individuals in a low income category who do not have sufficient money to pay the entire fine at the time of imposition and might reduce the incidents of individuals required to serve time

in lieu of fine payment or forced to borrow money from loan sharks in order to remain out of jail.

RECOMMENDATION NO. IV. QUALIFICATIONS OF PERSONS IN COUNTY CORRECTIONAL INSTITUTIONS

That legislative support be provided toward improving the quality, objective selection and impartial appointment of personnel employed in county correctional institutions.

Comment: Undoubtedly of all of the types of correctional institutions the local county jail requires the greatest assistance. Not only is the county jail the first place of incarceration of more than an overnight stay for all offenders and therefore shapes the individual's attitude toward imprisonment and the administration of justice in general, but it is also a place of confinement for many thousands of individuals who are subsequently placed on probation or given short sentences of less than a year. In addition the jails house individuals who have not yet been indicted or convicted of a crime and may not be guilty. The task of operating a county correctional facility efficiently, effectively and safely directs that the positions from correction officer through the administrator responsible to the elected officials be career persons who are objectively recruited, appointed and trained.

Repeatedly at national, regional and state gatherings of correctional people, the need to improve the equality of personnel is sounded, particularly as it relates to the county jails, for without a trained competent staff kangaroo courts develop, security is breached and the very safety of the community is threatened to say nothing of the effect upon the lives of thousands of people.

Each year incidents occur in local correctional institutions which point directly to "the inescapable conclusion of ineptness, poor hiring techniques, lack of proper qualifications and the general danger to the public health and safety of the people of the county" as cited by one of the newspaper articles reporting on an investigation of one such untoward incident occurring in 1962.

RECOMMENDATION NO. V. EXPANSION OF CAMP PROGRAM FOR OFFENDERS

That budgetary support be given to the expansion of correction camps for both the younger and the adult offenders.

Comment: It is now recognized that a good correctional program for a state dictates that a variety of housing and programming be available for the treatment of offenders. Flexibility of facilities and program is a cardinal principle in the interest of progress. Many individuals committed because of the violation of the laws of the state do not require maximum security. They could benefit greatly from

a camp program staffed with qualified personnel and having a well developed program of working toward character development and rehabilitation generally as well as offering some means of training for post-institutional livelihood. Camps can provide a way of draining off some of the individuals now housed in maximum security institutions for whom there is not sufficient employment and who are being maintained at state expense in enforced idleness. Camps can provide the necessary labor to supplement the work presently being carried on in the state's parks and on conservation projects. Camps can provide a better individualization of treatment due to the smaller number of persons involved in each unit.

While emphasis has been on youth with the renewal of the camp idea in this state, to a great extent due to the leadership of the State's Division for Youth, it is well to think of it in terms of those in other age groups as well. Good work is being done for all ages in the camp operations of the States of Wisconsin, Michigan, Massachusetts, Pennsylvania, Virginia, the Federal Government and others, so that this recommendation does not relate to the use of camps as a medium for housing and treatment of younger offenders alone but also for adults as well. Diversified housing especially in a State as large as New York is a necessary part of a correctional department's organization.

Other states have found it extremely valuable to establish camps on the grounds of other non-correctional institutions in the state using the inmates so assigned to do some of the maintenance and menial work of that institution. The operation of laundries, ground maintenance, garbage and refuse disposal by inmates from a camp on the grounds of institutions of other departments not only saves the state money but also provides meaningful employment for inmates who because of lack of work available in the maximum security correctional institutions may be held in enforced idleness.

Because of the increasing amount of attention being paid to work camps for youth in trouble we are including as Appendix A Guidelines for Work Camps for Youth in Trouble prepared for the National Social Welfare Assembly for use by legislators, administrators and community leaders interested in this phase of a state program for youth in trouble.

RECOMMENDATION NO. VI. PREPAROLE CAMPS

That there be established a preparole unit near a large industrial hiring area for the preliminary adjustment and as an initial step to approaching parole.

Comment: For prisoners especially those who have experienced long incarceration release directly from the rigid routine of a prison into the community has a severe impact. As an initial experiment this preparole facility is suggested for those about to be released as a kind of

tapering off process from the rigorously controlled prison life they have been experiencing. For the long term inmate who because of the nature of institutional life has had the range of his decisions greatly narrowed, release directly to the community while eagerly sought can be a bewildering and frightening experience. This fact is well known to parole officers and social agencies. There is a trend in some areas including the Federal Government to make a gradual change in prisoners housing and privileges shortly before release, not as a reward but as a kind of steadying influence. In these pre-parole facilities prospective parolees are relieved somewhat of the rigidity and monotony of institutional regimentation as an easing off or balancing influence.

This is not a new idea. It was noted by the General Secretary in 1925 on the Isle of Wight when he was attending the 1925 Quinquennial Congress in London held under the auspices of the International Penal and Penitentiary Commission, and later in the Witzel Prison in Switzerland.

RECOMMENDATION NO. VII. CORRECTIONAL ACADEMY

That the facilities and funds be provided for the establishment of an Academy of Correctional Training in the State Department of Correction.

Comment: To respond to the shifting role expected of correctional institutions, and to maintain facilities of rehabilitation rather than simply places of containment, requires a high quality of personnel and a program of training. It is becoming increasingly recognized that qualified correctional personnel are essential for progress in the administration of correctional departments and institutions and that such personnel must be adequately trained through pre-service and in-training programs and refresher courses. The Police Department of the City of New York has long maintained a police academy and this has been further developed through the establishment in 1958 of the Baruch School as part of the City College of New York. The Federal Bureau of Prisons and the State of California have made substantial demonstrations along the line of improving the quality and functioning of their wardens and custodial personnel through courses and supplementary schooling and inspired leadership. The New York City Department of Correction in 1957 established an academy for training correctional personnel on Rikers Island.

Because of the lack of facilities and funds the Department of Correction of the State has not been able to set up a separate academy reviving and expanding upon the old guard school of some years past at Wallkill and has been obliged to rely upon makeshift training procedures.

The creation of a Correctional Academy could serve not only as a training area for personnel in the institutions but also for those in community crime prevention programs, probation and parole—all those in the correctional and prevention of crime process—through collaboration with schools of higher learning of the State.

RECOMMENDATION NO. VIII. BAIL BONDS

That an examination be made in depth and means developed to combat the abuses and limitations relating to the bail bond procedure and system.

Comment: The overall observation regarding the bail bond system irrespective of any abuses by bondsmen and others, is the broad question of the extent to which the bail bond system is used and who are the chief beneficiaries. An enlightening research project on the administration of the bail system in New York City begun in 1961 by the Vera Foundation with the cooperation of the New York University School of Law reveals that "defendants are severely handicapped in preparing their defenses. They are unable to earn money to hire a lawyer and pay for investigations. They cannot help locate witnesses. They must consult court appointed counsel not in the privacy and convenience of an office but in the jail. The defendant enters the court in the company of a guard, a fact not lost on jurors. If convicted he is unable to point to employment and good conduct while in jail as grounds for probation; if found not guilty he has needlessly suffered the degradation of jail and his family has been punished as well. There are good grounds for suspecting that the outcome of his case, as to both judgment and sentence, is materially influenced by whether he is in jail or on bail."

A 1958 study by the University of Pennsylvania showed "in the cases studied 28% of those individuals whose bail was set at \$500.00 could not make it; 45% were unable to meet bail when it was set at \$2,000.00."

There are many facets relating to this problem and one that certainly must not be overlooked is the congestion of population and the limited detention facilities of the New York City Department of Correction caused in part by those cases where bail is permissible but cannot be arranged.

The New York Times in an editorial of 21 November 1962 lauding the experimental Manhattan Bail Project initiated by the Vera Foundation in cooperation with New York University Law School stated "justice is cheated when the man of means or the well heeled gangster is freed on bail while the accused poor person goes to jail for lack of money to pay the bail bondsmen. Each year thousands of the indigent are held behind bars, serving time before trial, because of the

inability to raise even the nominal amount of \$500.00 bail, for which the bond premium is \$25.00. . . ."

The fact that the City Administrator's office asked Vera to extend the bail project to the Women's House of Detention demonstrates the high value that city officials have placed on its concept.

The bail project might well be supported here by public funds and put on a city wide footing, probably within the Probation Department.

An examination of the abuses and limitations relating to the bail bond procedure and system should consider the desirability of an expansion beyond New York City of projects of the type conducted by the Vera Foundation.

RECOMMENATION NO. IX. EMPLOYMENT OF INMATES OF CORRECTIONAL INSTITUTIONS

That the Legislature take action to meet the need of increased productive employment of prisoners who are being maintained at the expense of the taxpayer.

Comment: A serious problem facing correctional administrations and one with far reaching effects upon the public welfare situation in local communities is the full employment of the inmate body in state correctional institutions. Failure to provide sufficient productive employment for inmates not only produces monotony and idleness which creates discontent and is the breeding ground of trouble in prison but also has a stultifying effect upon human beings. When inmates are held in enforced idleness, engaged in grossly overmanned job assignments or given "made work" a public welfare problem is projected on to the local communities upon their release. At the same time prisoners who do not earn at least the cost of their maintenance are an added burden to the taxpayers. The failure to instill proper work habits in incarcerated persons because of lack of employment possibilities within the correctional institutions is bad basic training for the individual and tends to create this unemployment and "unemployable" problem later on.

Inmates should be required to work while in institutions. This is an economic essential on the part of free law abiding persons. Inmate idleness now is not of their own choosing. It is because *the state has failed to provide the work.*

To deal with this vacuum we would propose that consideration be given to the creation of a Correctional Industries Advisory Council comprised of representatives from labor and industries to advise on the means of expanding the industrial programs wherever possible to provide work for inmates in keeping with the State's Constitution Article 3, Section 24. The well demonstrated Federal Prison Indus-

tries Board and those of other states have clearly shown the value of such a council. This we feel would be a step toward ameliorating any dependency problem which develops as a result of demoralizing idleness because adequate work outlets are not provided to the institutions.

In spite of the present grave situation of insufficient work for inmates in the correctional institutions, efforts by vested interest groups are constantly being made to curtail even those few employment opportunities now available in the institutions. To these efforts the Legislature must be alert. Already because of the lack of sufficient work, the correctional administrators of the State are facing serious problems and the State confronted with creating a segment of released offenders who have been made unfit for a productive life by a long period of enforced idleness. Any reduction in the already seriously limited work opportunities for inmates will create an even more serious problem for the administrators, the state and the welfare departments of the local community, ultimately to the taxpayer.

We strongly urge therefore that the Legislature ward off any attempt on the part of vested interests to curtail existing correctional industries and that efforts be exerted to increase the productive meaningful work available to the inmates in the correctional institutions.

RECOMMENATION NO. X. NEW RECEPTION CENTERS

That in the interest of efficiency and economy a reception center similar to the one presently operated in Elmira be established closer to New York City and a reception center be established for the adult commitments to the Department of Correction of the State.

Comment: In view of the present congestion at the Reception Center at Elmira and the pressure on the staff at that institution and anticipating an increase in crime in the State as a result of the population boom and employment situation among older teenagers, plans for the construction of a new reception center are indicated to prevent a serious breakdown in the near future.

A substantial percentage of the commitments between the ages of sixteen to twenty-one to the present Elmira Reception Center come from the New York City area. This requires transportation of more than 200 miles from the city and then following decision as to a program of treatment, a goodly number of those received must be returned to the institutions nearer New York City. A new unit might be established in Orange County on a separate portion of the property now known as New Hampton Farms.

It is noteworthy that when the site for what is now known as the Elmira Reception Center was being discussed some years ago, the

thinking was that the unit should be nearer New York City but unfortunately at that time there were no facilities available.

The value of a classification unit has merit to adults as well and thus revives the thinking and planning of Sing Sing in 1916 of a reception unit for the older offenders which has not been satisfactory due to changes in administration and varying concepts.

RECOMMENDATION NO. XI. THE PROBLEMS OF PERSONS ADDICTED TO NARCOTICS

That legislative support be given to the creation of the special facilities and programs to allow for the civil commitment and treatment with planned aftercare of persons addicted to narcotic drugs.

Comment: The question as to whether drug addicts should be dealt with in a penal atmosphere through commitment to institutions under the control of the New York City Department of Correction or county institutions of the State or whether they should better be placed in the custody and control of medical, health and welfare authorities through a civil commitment arrangement has long been raised by The Correctional Association of New York. We questioned the desirability of treating this medical, health and welfare problem when it was not associated with other criminal behavior by penal means, particularly because of the complete ineffectiveness and the lack of true protection for the community of a commitment of a drug addict to a penal facility. We were not referring of course to the "pushers and wholesalers" of narcotic drugs who feed upon the misery of those who are helplessly addicted but to the addict who is such a danger to the safety of the community unless his addiction is treated.

Because of the uniqueness of the problems of addiction to a narcotic drug and because the condition is principally a medical and not a penal one we strongly urged that additional legislative support be given to a procedure which would allow for the removal of selected narcotic addicts from penal facilities and their commitment to the custody and control of medical, health and welfare authorities.

With the passage of the Volker Metcalfe Bill during the last session of the Legislature the enablement to shift the handling of certain and cooperative narcotic addicts from penal to medical orientation was accomplished. The facilities for such a shift are needed to cope with the overwhelming problem of narcotic addiction in New York City.

We would propose further that when consideration is being given by the Legislature to the creation of these special facilities that the personnel necessary for the all important aftercare not be overlooked.

The progress report of the Ad Hoc Panel on Drug Abuse appointed by President Kennedy in preparation for the 1962 White House Con-

ference on Narcotic Addiction and Dangerous Drugs stated "the most critical component of treatment and rehabilitation appears to be a long, strictly supervised, highly controlled parole period, with legal and practical measures to assure that the parolee remains drug free. Such a parole period is essential for either civil or criminal commitments, and should be just as strict for either one."

RECOMMENDATION NO. XII. AGED PRISONERS

That a study be undertaken to determine the more economic, humane and more generally desirable means of handling aged prisoners in institutions under the Department of Correction of New York City, the State Department of Correction and in the local county jails.

Comment: Over 1,700 persons over the age of 65 were admitted in 1960 to the detention institutions of the City of New York Department of Correction of whom 700 were committed to the various correctional institutions of the City. Likewise there are approximately 1,000 prisoners aged 65 or more being maintained in maximum security in institutions of the State Department of Correction. This housing is costly and in some instances the physical layouts impose severe hardships on the older prisoners because of conditions of health or various infirmities.

A very similar pattern will be found in the various county penitentiaries and county jails of the State. In 1960 the 5 penitentiaries of the State which receive only sentenced prisoners had in one year 455 sentenced prisoners over the age of 65, 168 of whom were between the ages of 70 and 79, 13 between the ages of 80 and 87 and 2 over 90 years of age. It is inconceivable that in a country which is supposed to have reached the level of civilization that the United States has, and in a State which is considered one of the outstanding states of the nation, a better and more humane way of handling the problems of this older population has not been found.

**THE CORRECTIONAL ASSOCIATION'S
GENERAL ACTIVITIES**

PURSUING A NOBLE HERITAGE

In December of 1844 a letter was written to the *Tribune*, the *Herald* and several other newspapers about the "destitute conditions of discharged prisoners" with a direct appeal to the City of New York to do something "to render them aid by forming a society." On the evening of December 6, 1844 "the public spirited citizens of the City were invited to a meeting in the Apollo Room at 410 Broadway to organize a Prison Reform Association." The letter and invitation was extended by John W. Edmunds who had been appointed President of the Board of Inspectors of Sing Sing Prison, later Justice of the Supreme Court, and one of the sincerest and most humane men in the public life of New York at the time. He was joined at the organization meeting by a large number of interested citizens, including William T. McCoun, Vice Chancellor of New York State; Robert H. Morris, former Mayor of the City of New York, John Jay, Chief Justice of the Supreme Court; and the indomitable Horace Greeley.

This was the advent of The Correctional Association of New York, then known as The Prison Association of New York.

Since 1844, when this group of outstanding citizens in New York recognized that governmental responsibilities for handling offenders did not absolve private citizens of their obligation to pursue vigorously correctional progress and crime prevention through study and treatment, the Association has led the citizens of the State in action for the improvement of the correctional process in the State.

As a union of citizens, without regard to political party, whose purpose is that of securing the most efficient and effective administration of justice for the protection of the community, the Association has carried the torch of correctional progress and crime prevention through its various citizens committees and professional staff for 117 years as recorded in our annual reports to the Legislature.

As the only private agency in New York State authorized by a special act of legislation to visit, examine and report on the State's prisons, reformatories, county jails and lockups and to make recommendations to the Legislature, The Correctional Association of New York has been faithful through the years in nurturing the spark kindled by the public spirited citizens in 1844 and has made it burn even brighter through the efforts of the most sincere, devoted and outstanding people of each succeeding generation. To scan the list of the distinguished who have given of their time and talents to The Correctional Association of New York through the years is to see the majestic figures who shaped the America of today. All of them had a sense of moral duty and social conscience too often left today to those who are hired and paid.

As frequently noted in past years The Correctional Association of New York has continued its parental attitude towards the national body, The American Correctional Association, in an effort to develop a national and international influence in the areas of crime study and treatment. Our Association was the core around which revolved most of the activities of the national group during the course of the year and especially in the preparation for its Annual Congress of Correction.

During 1962, The Correctional Association was involved in a multitude of projects. The following are indicative of the various interests and activities of the citizen members and the staff—statewide, nationwide and internationally.

RETIREMENT OF GENERAL SECRETARY

On December 31, 1962 the Association's General Secretary for the past 40 years retired. The Correctional Association of New York and many other public and private agencies throughout the year bestowed upon Mr. E. R. Cass, our retiring General Secretary a series of honors, awards and citations. The Correction Association of New York is most proud that its General Secretary who has devoted more than a half century to the causes of social welfare in service to the Association received these recognitions, accounts of which are detailed below.

The American Correctional Association

At the Philadelphia Congress of The American Correctional Association a special resolution of thanks and praise to Edward R. Cass was adopted at the annual business meeting and on the occasion of the Annual Congress Dinner, held on September 20, 1962 the General Secretary was presented with a professionally lettered and framed citation as follows:

Edward R. Cass

In grateful recognition of outstanding meritorious achievement and contributions to the field of Correction.

For forty consecutive years as General Secretary of The American Correctional Association, and for a total of fifty years of service within the field, Edward R. Cass has dedicated himself, nationally and internationally, to the difficult task of improving correctional practices and procedures and crime treatment and control.

To this end, he has steadfastly held to the principle that there is some degree of hope within every transgressor of the law. The innumerable advances in Correction over the years are, in more than a large measure attributable to his indomitable spirit and conviction that men need not show inhumanity to his fellow men.

In recognition of his world-wide influence in aiding the less fortunate and gratefully cognizant of his tireless leadership of four decades of this organization, The American Correctional Association is establishing the

EDWARD R. CASS CORRECTIONAL ACHIEVEMENT FUND

to perpetuate awards to be made by the Association, or upon recommendation of its standing committees and affiliated bodies, to those who likewise give of self toward noteworthy correctional advancement.

With grateful appreciation, and on behalf of the membership of The American Correctional Association, this citation is presented this 20th day of September 1962, in the City of Philadelphia, Pennsylvania, in convention assembled of the 92nd Annual Congress of Correction.

Arthur T. Prasse

Peter P. Lejins

President

President-Designate

Further, a special contribution of \$500.00 was made at the above dinner toward the Edward R. Cass Correctional Achievement Fund mentioned in the citation. Contribution subsequent has swelled the amount by several thousand dollars.

The Council of State Governments, which has as a part of its operations the Parole and Probation Compact Administrators' Association, elected Mr. Cass to a Life Membership in recognition of his many years of co-operation with that body which meets immediately preceding the Annual Congress of Correction.

The Wardens' Association of America elected Mr. Cass to a Life Membership, an honor which he alone holds.

The American Correctional Association elected Mr. Cass to the newly established office of President Emeritus and also made him a Life Member. Further, there was established the Edward R. Cass Correctional Achievement Fund referred to above.

Many personal letters have been received by Mr. Cass, from as far off as England, regarding his years of service. The friendly tone of these letters and the high respect they reflect for him is a source of great reward and gratification.

National Conference on Social Work

At the May meeting the General Secretary reported that the National Conference on Social Welfare would honor him for his fifty years of continuous membership in that body. On the evening of May 28th at a general session this ceremony took place through the presentation to him of an attractive plaque. The President of the Conference said in part:

"The National Conference is honored at this evidence of your loyalty over the years and, in turn, takes pride in honoring you.

"We look forward to additional years of shared participation and service to the field of social welfare. Please accept our deep appreciation of all you have done and are doing. We salute you."

It is well to note that the National Conference on Social Welfare, with thousands of members, is the big wheel forum in the field of social welfare and is regarded as the core of professional social work, thinking and planning.

State of New York

RE-APPOINTMENT OF MR. CASS TO THE STATE COMMISSION OF CORRECTION

E. R. Cass, General Secretary of The Correctional Association of New York, and The American Correctional Association, was confirmed by the Senate of the State of New York on March 23, 1962, for re-appointment to the State Commission of Correction. Appointed by Governor Nelson A. Rockefeller, Commissioner Cass will serve as vice-chairman of the Commission. By statutory provision, the Commissioner of Correction serves as chairman of the Commission. Paul D. McGinnis serves in this post.

First appointed to the Commission in 1936 by Governor Herbert H. Lehman, Commissioner Cass received subsequent four-year appointments from Governors Thomas E. Dewey, Averell Harriman, and the current one by Governor Rockefeller. The Commission of Correction is an advisory and inspection body working with the authority of the Constitution of the State of New York, and consists of seven lay members plus the Commissioner of Correction. A staff of inspectors is assigned at the Albany office. Broad powers are assigned to the Commission and jails and other correctional units may be cited for closing if they fail to meet standards set by the Commission.

Commissioner Cass's various appointments have been on the basis of professional knowledge and experience, and his re-appointment brought forth praise and commendation from various sources. Governor Rockefeller stated: "Our State is fortunate to be able to call upon public spirited citizens like yourself to undertake this responsibility . . . and I have every confidence that your service will continue to be a benefit to the people of the State." Former Governor Lehman noted that: "I am delighted to know that the Senate again confirmed your appointment to the State Commission of Correction. I recall with much pleasure the opportunity I had of appointing you to the Commission twenty-six years ago. This must mark one of the longest periods that any man has served the State in recent years. I am con-

fidant that you will continue to render the same dedicated service to the people of the State that you have given throughout your long career."

DEDICATION—EDWARD R. CASS YOUTH REHABILITATION CAMP Rensselaerville, New York

Mr. Alexander Aldrich, Director of the New York State Division for Youth, on his own initiative appeared before the Board of Directors of The American Correctional Association representing leaders in the correctional field from many states on February 9th and announced that on March 1st Mr. Cass would be honored by the dedication of the Youth Rehabilitation Camp at Rensselaerville in his name. This was immediately greeted with applause as the delegates arose from their seats.

Mr. Aldrich extended an invitation for members of the State Legislature, State Departments, members of our Executive Committee, and numerous others interested in youth problems and various areas of correction to be present at the dedication ceremonies of this new Youth Rehabilitation Camp.

The dedication ceremonies were held on March 1, 1962 at Rensselaerville, a short distance southwest of Albany. Mr. Alexander Aldrich, Director of the Division for Youth, presided with his characteristic skill and affability. There were more than two hundred and fifty persons present, representing state department heads and personnel as well as representatives from the New York City Department of Correction, members of the Judiciary and the Legislature, and various public and private agencies. Representing our own organization were Mr. Melber Chambers, Mr. and Mrs. Francis E. Powell, Mrs. John W. Ballantine, Mr. David A. Schulte, Jr. and our Associate General Secretary, Mr. Gof.

Governor Rockefeller had every intention of being present but instead officially attended the luncheon in New York City in honor of Colonel Clemm and the other Astronauts. The General Secretary had also received an invitation from Mayor Wagner to attend this luncheon but was unable to accept for obvious reasons.

Later in the day, at the Governor's request, Mr. and Mrs. Cass, our president, Mr. Chambers, Mrs. Ballantine, Mr. Schulte, Miss Edna Mahan, Superintendent of the New Jersey Reformatory for Women, Commissioner McGinnis and Deputy Commissioner Cain of the New York State Department of Correction, and Commissioner Young of the State Commission of Correction, visited with Governor Rockefeller in his private office at the Capitol in Albany. There ensued enthusiastic conversation, renewed expression of regret by the Governor for not being able to take part in the dedication ceremonies and of course the usual taking of photographs. It was a very pleasing termination of a day that seemed to delight those in attendance at

the Camp ceremonies and of course one of supreme gratification to the General Secretary.

In the Governor's absence Lieutenant Governor Malcolm Wilson, an old friend of the General Secretary, made the principal address and in addition to praising the camp program of the Division for Youth and the enthusiastic leadership it is being given by Mr. Aldrich, paid extensive tribute to the General Secretary for his fifty years of service in the field of social welfare; forty-eight of these being with our Association and two with the Children's Aid Society of New York City.

Mr. Cass received many letters and telegrams of congratulation and good wishes from within and outside the State, including messages from Mrs. Dulles from Washington, D.C. and Mr. Hochschild from Singapore, as well as earlier greetings from Mrs. Adler, Mr. Eaton, Mr. Patterson, Mr. Babcock and Mr. Meyer.

A news release from the Division for Youth stated in part:

"The Camp will provide a nine- to twelve-month regimen of work and training and will have a population of 60 boys fifteen through seventeen years old. The youths, all received through court processes, will do important conservation work in forest plantations, and will receive vocational and academic training, remedial instruction and group and individual counseling.

"The Camp will be named in honor of Edward R. Cass of New York City, who for forty years has served as General Secretary of The Correctional Association of New York.

"Mr. Aldrich, announcing the honor to Mr. Cass, said, "Ed Cass is a dynamic and wonderful person who has waged a long and successful fight for progressive programs in correction work. It is tremendously gratifying to be able to pay homage to such a man."

The Edward R. Cass Youth Rehabilitation Camp, constructed at a cost of \$492,000, comprises four buildings: an administration building, a mess hall, a dormitory and an equipment storage facility. The buildings are of concrete block construction with poured concrete roofs. The Camp staff of 25 will include administrative, guidance, instructional and maintenance personnel.

"During their residence at the Camp, the boys will devote a part of each day to forestry work planned and supervised by the State Conservation Department. This will include the improvement of tree plantations by thinning and pruning, and the construction of access roads for logging, fire protection and recreational use by the general public. The boys will also work on fish and game projects.

"With the opening of the Edward R. Cass Youth Rehabilitation Camp, the Division for Youth rehabilitation center program will have a service capacity of 100 beds. In addition to the 60-bed Camp, the Division for Youth operates two short-term adolescent resident training centers—the Edmond Fitz-Gerald START Center at Middle-

town and the Msgr. D. Gregory Dugan START Center at Auburn—each accommodating 20 youths.

"When other facilities presently under construction or renovation at Great Valley, in Cattaraugus County, and in Buffalo, New York City and Brentwood, Long Island, are opened during the spring and summer, the Division's Opportunity and Rehabilitation Center program will have an operating capacity of 232 beds."

NEW YORK STATE

TEMPORARY COMMISSION TO STUDY THE PENAL LAW AND THE CODE OF CRIMINAL PROCEDURE

We supported the establishment of this Commission and suggested two names for its membership. These received the Governor's approval. In a preliminary report it has been stated that

"Careful scrutiny of this code, as it has developed to its present state, discloses many archaic aspects and leaves the impression that, in numerous respects, it has not been kept up to date and languishes in the nineteenth century. While there has been constant amendment of individual sections seeking to conform provisions to a variety of changing factual conditions, there has been no examination of the over-all philosophy of the criminal law in the light of twentieth century experience.

"Over the past many decades, for example, there has been a growing realization that the sentencing and confinement of convicted persons is not a simple matter of making the guilty pay for their offenses or of deterring those inclined toward criminal activity. Perceptive thinking has led many to the conclusion that the subject is an extremely complex one inextricably interwoven with considerations of correction, education, medical and psychiatric treatment, and rehabilitation. Culpability and degrees thereof should, perhaps, be measured by standards other than those laid down many years ago. Yet, the Penal Law shows little change in general sentencing theory from that presented by the old Penal Code at its inception in 1881."

The above is quoted from the preliminary report to prove that our observations through the years have not been in error. Many of the same observations apply generally with respect to the Code of Criminal Procedure.

In December 1961 the General Secretary addressed a letter to Assemblyman Richard J. Bartlett, Chairman of The Temporary Commission on the Revision of the Penal Law and Criminal Code. The purpose of this letter was to indicate our interest in the problem of the "infrequency of grand jury sessions" and also to assure the Assemblyman that we are interested in the existence of his commission, hav-

ing supported its establishment while the question was before the Legislature in 1961. Further, that we were interested in the Governor's appointment of two members of the commission at our suggestion, namely Professor Herbert Wechsler and Mr. Timothy N. Pfeiffer.

Mr. Bartlett replied under date of January 2, 1962 indicating that the problem of infrequency of grand jury sessions would in time receive the careful consideration of his commission. He made the suggestion that the interest of the Judicial Conference and the County Judges' Association be enlisted. He concluded by stating, "We will be pleased to notify you of any public hearings concerning matters of interest to your Association."

We continued our contact with the Temporary Commission on Revision of the Penal Law and Criminal Code. A copy of our recommendations was sent to Mr. Richard G. Denzer, Counsel for the Commission. In his letter of acknowledgement he expresses thanks and states further, "This report deals with areas in which our Commission is very much interested, and I am sure that it will be of considerable assistance in the course of our work."

INTERIM REPORT OF THE TEMPORARY COMMISSION ON REVISION OF THE PENAL LAW AND CRIMINAL CODE

We were favored with a copy of the Interim Report, dated February 1, 1962, of the above Commission. Some idea of the magnitude of the project being undertaken by the Commission is indicated in the creating Act, "which, in defining the Commission's functions with respect to the Penal Law and the Criminal Code, speaks of study, revision, restatement, simplification, elimination, removal of ambiguity and duplication, rearrangement, regrouping, reappraisal of sentencing procedure and philosophy, uniformity of procedure, and, in brief, almost every concept of change. Implicit in the Act and in the tenor of these provisions, is a recognition that, apart from a need for thorough overhauling with respect to form, structure and many substantive phases of the existing law, these two codes, which have not been subjected to any real revision for some eighty years, require re-examination in a more fundamental sense."

As one reads the report it is certain that the Commission fully realizes the importance and need of its operations. A further significant quote from the report is:

"There is no legislative activity more vital to moral security than that which seeks to regulate human behavior by the imposition of criminal sanctions. By the same token, there is no more important legislative obligation upon New York State than that of making its two criminal codes conform to contemporary standards of fairness and efficiency. If individuals are prosecuted,

judged and punished pursuant to outmoded formulae, if our system is inadequate to bring prime offenders to prompt justice, and if the general intellectual advancement has not included a more enlightened system of treating transgressors, then government is in danger of losing the confidence and respect of its citizenry."

During the 1961 session of the Legislature we strongly supported the bill to establish the commission which is now authorized to operate under the provisions of Chapter 346 of the Laws of 1961.

In our recommendations to the 1962 Legislature (Recommendation No. VI), in urging certain action upon this commission with relation to the so-called "good time" statute for inmates of state prisons we indicated that in addition to looking into this matter it might be well for this commission to *review the Correction Law in its entirety*.

It was gratifying to note that Senate bill Intro. 3164, Pr. 3418, before the Legislature, was designed to extend the life of the commission until 1965 and in addition to its original assignment it requested that authorization be given to include a study of the "correction law." This was a source of gratification and makes for good in the course of the commission's operations and its final conclusions.

CONFIDENTIALITY OF PROBATION REPORTS

This item ties in with legislation but the principle involved deserves continued and separate treatment in a report to our Executive Committee. We, and other organizations and courts interested in probation, have held that probation officers' pre-sentence reports to the courts should be regarded as confidential and not be available to defense attorneys or others. These reports are not used during a trial and become available and operative only after guilt has been determined and are intended to guide the court in making a final disposition of a case. In recent years attempts have been made to change the situation and have the reports available for defense counsel. This effort we and others have successfully opposed.

In addition to a separate bill on the subject of probation reports there is included in another bill (known as the "family court bill", to apply to the City of New York and upstate as well—and which we also oppose) a provision which makes the probation reports available to counsel or to "parties of interest" at the discretion of the court. This at first glance might seem desirable but a further examination of the bill continues our adherence to the principle of undivided confidentiality. There are many dangers and injustices involved in making these confidential reports available outside of the court. This view is shared by many professional organizations and the Association continues to record its opposition by correspondence and further in alerting various other groups. There are five sections in the family court

bill which invade the principle of confidentiality and it is our hope, and that of others, that the bill in final form will support the principle of confidentiality. We and others are certainly trying to maintain it.

RECEPTION CENTER—STATE DEPARTMENT OF CORRECTION

In past years we urged a reception center with particular reference to young offenders and such a center was established at Elmira in 1945. This unit receives inmates between the ages of 16 and 21. In subsequent years we urged the establishment of a similar unit for the same age group nearer New York City but this is as yet an unfulfilled requirement.

However, it is noteworthy that the State Department of Correction, further recognizing the need of a reception unit to study, classify and determine to which institution in the department inmates should be held or transferred, is taking action and this year the Commissioner of Correction is requesting the budget authorities for such an institution for adults to be located very likely within a reasonable distance of New York City.

This further gives realistic support of our efforts many years ago (1916) to establish Sing Sing Prison as a receiving and classification unit. This, unfortunately, has never materialized to the degree that would justify the title "reception unit" to the extent that it implies in the way of personnel, procedure, organization and operation, such as the Reception Center at Elmira.

Here again is a sign of progress and further support of our pioneer thinking and efforts to more intelligently deal with those committed to our state correctional institutions.

UNIFIED FAMILY COURT OF NEW YORK CITY

We continued our close interest in the legislation implementing the Court Reorganization Amendment adopted by an overwhelming vote last November. Certain proposals from the Albert Legislative Committee (established to draft implementing legislation) indicated that the strong Family Court we have so actively sought for in New York City might not be established. Joining with the Association of the Bar of New York City, the League of Women Voters, the Women's City Club, the Committee for Modern Courts, and many others, in a series of meetings, the Correctional Association expressed its views, strongly urging a single unified Family Court for New York City and not one fragmented along artificial geopolitical boundaries. The results were most encouraging. The Albert Committee agreed, and legislative proposals indicated, that New York City will have, effective September 1, 1962, a strong unified Family Court. We are proud to have been so actively involved in bringing about this legislative proposal.

UNIFIED CIVIL, CRIMINAL AND FAMILY COURT

Following our concern and that of others expressed about the Family Court as indicated above the Joint Legislative Committee on Court Reorganization (known as the Albert Committee) came forward with a proposal which is a complete reversal of the earlier position they held.

"It will guarantee that the new civil, criminal and family courts in New York City will each be run by a single administrative judge and function on a city-wide basis.

The Albert Committee had originally proposed giving the two appellate divisions of the State Supreme Court within the city separate administrative authority over the parts of the new city courts that came within their respective geographical boundaries. The Appellate Division, First Department, covers Manhattan and the Bronx. The Second Department comprises Brooklyn, Queens and Staten Island and seven counties outside New York City.

The original plan would have permitted the two divisions to agree on a single administrative judge for each of the three new courts if they thought this desirable. Judges of the Second Department had indicated that they would prefer to exercise independent jurisdiction within their area.

As revised by Chief Judge Desmond and Senator Albert, the court bill provides that the two appellate divisions may decide whether there should be joint or separate supervision of the New York City courts.

If they are unable to agree on joint supervision, the administrative board of the new court system could order it. This board, set up by the new court reorganization statute, will be headed by Chief Judge Desmond.

The bill also provided that the appellate divisions will jointly appoint an administrative judge for each of the three new city courts.

ACTION ON THE PART OF OUR ASSOCIATION

We filed a brief in support of the above with the Albert Committee and Mr. Goff, who has been working with the Committee for Modern Courts, was present at the hearing of the Albert Committee in New York City at the Bar Association on Friday, February 16th to remind the Committee that we have filed a brief at their office.

"IN LIEU OF" STUDY

Continuing to study means of improving on the equitable administration of justice in the state, an examination was made of two types of cases being held in the City Workhouse on Hart Island "in lieu of"

a monetary payment or bond. Cases of individuals committed to the workhouse because of failure to pay a traffic violation fine and those committed for failing to post the security ordered by the Court in support cases were the two categories examined.

Since neither of these two types of cases fall into the area of ordinary crime, the idea was raised as to whether an alternative type of commitment might be considered which would allow the individual to continue in his regular employment during the day and serve his sentence at night and on weekends.

The examination revealed that almost 250 individuals, about one-quarter of the total workhouse population fell into these two categories. 188 had been committed for periods up to a year, either because they were unable or unwilling to post a bond which had been imposed in non-support cases. Had these individuals either been able or willing, they would not have been committed and could have been in the community.

The results of the examination of the 188 non-support cases being held for "default of undertaking" were discussed subsequently with Commissioner Kross, Chief Judge Florence Kelley, John Wallace, Director of Probation Services, Herbert Sturz, Director of the Vera Foundation, and with a representative of the Citizens' Committee for Children.

Both from the data obtained and as a result of our discussions, it is felt that an intensive interview of all the individuals who are being held in this manner should be undertaken to determine if a work-furlough law were enacted, criteria could be developed to allow for an outside organization to recommend to the Court prior to disposition the advisability of placing any particular individual under the work-furlough law. The co-operation and assistance of the Vera Foundation has been offered in this phase of the project should funds be obtained from a separate source for the interviewing. At the present time neither The Correctional Association of New York nor the Vera Foundation are equipped with personnel to make the intensive social investigations needed to develop the criteria.

"IN LIEU OF" PROJECT

As reported above the Association began an exploration into the cases of individuals committed to the Workhouse because of failure to pay a traffic violation fine and for failing to post security ordered by the Court in support cases. This preliminary examination indicated the desirability of looking for an alternate type of commitment which might be considered and which would allow the individual to continue in his regular employment during the day and serve his sentence at night and on the weekends. The Chief Judge of the Family Court evinced interest in such a possible alternative wherein criteria

could be developed to allow for an outside organization to recommend to the court prior to disposition the advisability of placing any particular individual under such a work-furlough commitment.

Since the Association does not have the personnel to allow it to carry on such a project, foundation support would be needed. An informal preliminary contact has been made with a foundation. While no commitment has been made we are most encouraged by the fact that we have been asked to submit a formal request for funds for this undertaking.

Should funds be forthcoming for the development of criteria and the recommending to the court prior to disposition of those individuals for whom a work-furlough commitment would be in the best interest of the state, the individuals' family and the person himself, the services of the Vera Foundation could be obtained to assist us in such a project.

SERVICE TO A NARCOTIC ADDICT

On the morning of April 10th, a pitiful example of a human being accompanied by his nephew, arrived in our Employment Bureau office pleading for medical help to overcome his thirteen-year narcotic habit. The nephew who had accompanied this man to innumerable agencies stated that the uncle remembered the assistance that The Correctional Association had given him several years before and said that we would help if anyone would. This man who was in very poor physical condition and who was actively seeking medical help at the time, urgently required hospitalization. His family which was marginal itself could no longer stand the burden. His situation, which was desperate, was a threat to the community and corrective measures were therefore imperative.

Through a personal contact of Mr. Goff arrangements were made for this individual to be interviewed for admission to Manhattan State Hospital, the New York City hospitals having a waiting period of five weeks before admission. A check on April 17th disclosed that the man was interviewed at Manhattan State Hospital and was processed for admission.

PROVIDING PROCEDURAL ADVICE

Upon the referral of Mr. Chambers, the wife of an inmate at Clinton Prison serving a fifteen to twenty year sentence for robbery was advised on the legal procedures her husband might take regarding three detainees filed with New York authorities by three separate states—Delaware, Pennsylvania and Connecticut.

A check of the case with the Division of Parole and the Department of Correction revealed that the inmate was serving his third sentence for robbery in as many states and was obviously playing

upon the sympathy of his wife and using his family situation as a means of obtaining sympathy for himself.

These detainees mean that the man is wanted to answer for other criminal charges.

**ANNUAL INSTITUTE ON THE HOMELESS AND
INSTITUTIONAL ALCOHOLIC**

The Association, continuing its interest in the problem of the homeless alcoholic inhabiting the Bowery and who constitute a large proportion of the revolving door population of the City Correctional Institutions, was represented by Mr. Goff at the 7th Annual Institute conducted by the National Council on Alcoholism.

The plan proposed for the solution of the problem created by approximately 17,000 homeless men in this area by both the Lower East Side Neighborhoods Association and "Operation Bowery", the municipal program for the alleviation of New York City's persistent skid row, envisions an extended period of social, medical and physical redevelopment of the area and its habitues. This is to make certain that that segment of the population of New York City is not scattered throughout the entire city. The various phases of a comprehensive plan include the creation of an information and referral center for the screening of the men and their referral to the appropriate medical or welfare agency. It also plans for the creation of upgraded shelters for housing.

The National Council on Alcoholism has again exhibited its leadership role by calling together the various agencies interested in this persistent and very difficult alcoholism problem.

BAIL BOND SITUATION

We continued to be interested in the subject of bail bonds, with particular reference to its abuses and inequitable application. The situation is dealt with in our Recommendations to the Legislature this year. Correspondence was had with District Attorney Edward S. Silver of Kings County as follows:

December 22, 1961

Honorable Edward S. Silver
District Attorney, Kings County
400 Municipal Building
Brooklyn 1, New York

Dear Ed:

I am very much interested in your action regarding bail bondsmen. This group can always bear watching.

Continue to keep high your sights in the interest of justice, and your chin up. Kindest regards.

Sincerely yours,
(signed) Ed
E. R. Cass
General Secretary

December 26, 1961

Mr. Edward R. Cass
The Correctional Association of New York
135 East 15th Street
New York 3, New York

Dear Ed:

Thank you for your word of encouragement in my battle with the bondsmen.

As long as I can, I shall fight for the dignity of the law in our courts. As Judge Murtagh said, "The bonding business has been a cancer on the administration of the law for a long time."

My best for a wonderful holiday and a year of well-being, happiness and accomplishment.

Sincerely,
(Signed) E. S. Silver
District Attorney
Kings County

**EXPRESSION BY CHIEF JUSTICE JOHN M. MURTAGH
COURT OF SPECIAL SESSIONS OF THE CITY OF NEW YORK**

It will be noted that District Attorney Silver in his reply sets forth the characterization of the bail bond system as expressed by Chief

Justice Murtagh. Correspondence by the General Secretary with Judge Murtagh asking if it would be permissible to include his characterization in our Recommendations to the Legislature received an affirmative reply as follows:

"You may of course feel free to include the quotation. It was very pleasant hearing from you."

REAPPOINTMENT OF COMMISSIONER ANNA M. KROSS

Under date of January 2, 1962 the General Secretary addressed the following letter to Mayor Robert F. Wagner regarding the re-appointment of Commissioner Kross:

Dear Mayor Wagner:

We are very pleased to note your reappointment of Anna M. Kross as Commissioner of Correction. You could not have made a better choice. Her energy, courage and steadfastness during the past four years and her outstanding accomplishments fully justify your continued confidence. Having witnessed commissioners of correction in this city over the past forty-eight and a half years come and go during my identity with this Association, I can speak reliably as above.

With personal best wishes to you for many good years ahead in the public service, I am,

Sincerely yours,
(Signed) E. R. Cass
General Secretary

The General Secretary on the same date also wrote a congratulatory letter to Commissioner Kross and received the following reply under date of January 8, 1962:

Personal and Unofficial

Dear Ed:

Many thanks for sending me your very nice letter of congratulation on my reappointment as Commissioner. This letter coming from a man of your knowledge and experience in the field of correction is deeply appreciated.

My best to you and Mrs. Cass for a happy, healthful New Year.

Sincerely,
(Signed) Anna M. Kross
Commissioner.

INSTALLATION OF DEPUTY COMMISSIONERS-- NEW YORK CITY DEPARTMENT OF CORRECTION

At the personal request of Commissioner Kross the Association was represented at the swearing-in ceremonies of Deputy Commissioners Rieber and Jones. Both of these individuals are extremely conscientious, sincere and hard working persons and have provided great support to Commissioner Kross in bringing many innovations into the New York City Department of Correction.

The Association was likewise very pleased that at the installation, Commissioner Kross, when calling upon Mr. Goff to make a few remarks, commented upon the respect that people in correction have for The Correctional Association of New York and Mr. Cass.

COMMITTEE ON MODERN COURTS

The Committee on Modern Courts on which Mr. Goff represents the Correctional Association of New York decided at a meeting attended by Mr. Goff on April 24th to continue its existence through the next legislative session and agreed to make as one of its major objectives the improvement of the selection process of judges in accordance with our Recommendation Number Two to the 1962 Legislature. This Committee comprised of a number of organizations is largely responsible for the overwhelming vote in favor of amending the State Constitution to modernize the New York State Court System.

While both Governor Rockefeller and Mayor Wagner have created machinery to offset the political operations of long standing in the selection of judges there is concern that these informal procedures may not extend beyond the term of the present Governor and Mayor and that legislation or even possibly a constitutional revision might be indicated.

CERTAIN SALARY DISPARITY-- NEW YORK CITY DEPARTMENT OF CORRECTION

Under date of January 8, 1962 a letter was addressed to Mayor Wagner pointing out the glaring disparity in the present salary schedule between the executive staff and uniformed force of the New York City Department of Correction. Recent salary modifications for the uniformed force merely serve to expand this disparity. It is disturbing to note that certain personnel subordinate to the Deputy Commissioners in the structure of supervisory control receive much higher salaries. The Director and Deputy Director of Operations, who have responsibility for line supervision of heads of institutions, receive much lower salaries than the top-level personnel they supervise. In fairness and justice all around it would seem quite proper for us to voice our opinion in the present situation.

A copy of our letter to the Mayor, with a special letter of transmittal, was sent to City Administrator Charles Tenney and the new Director of the Budget, William Shea.

INFREQUENCY OF GRAND JURY SESSIONS

We continued to be active in urging that counties, particularly upstate, increase the number of grand jury sessions so as to reduce the population of the county jails, expedite justice and save public funds.

For example, considerable newspaper attention was given to the General Secretary's report of an inspection of the St. Lawrence County Jail at Canton wherein he again referred to the long detention of prisoners, especially youths, for months without judicial action. This was carried at length in the Watertown Times.

It is something of an involved problem that needs attention and here again the Commission to Review the Penal Law and Code of Criminal Procedure is alerted to the need for some consideration.

CHANGES IN CORRECTION LAW

We are collaborating with the State Department of Correction re changes in the Correction Law. It should be recalled that in accord with our recommendations the 1962 Legislature amended the law authorizing the Commission to Study the Penal Law and the Code of Criminal Procedure to include the Correction Law as well.

RENEWED PRISON DISTURBANCES

Beginning on March 8th the inmates of Green Haven Prison at Stormville protested the Department of Correction bill intended to allow time off for the balance of the maximum after denial of parole on the first appearance before the Parole Board. This bill is identified above (Senate Intro. 3262, Pr. 3534).

The demonstration consisted of inmates refusing to go to the shops or continue their routine occupational operations. As a result the inmates were kept locked in their cells although they were brought out in groups to receive two meals a day. The demonstration spread to Green Haven, Sing Sing, Auburn, Clinton and Attica Prisons.

The dissatisfaction with the pending legislation was due to the fact that the prisoners wanted ten days a month off on their unexpired maximum instead of five as proposed in the bill, and they did not want any parole supervision in the event that they were released prior to the expiration of the maximum. This was a very unfair and unwise attitude especially since the legislation in question, initiated by the State Department of Correction, was intended to be in favor

of the prisoners and give them an advantage they had not previously enjoyed and about which they had earlier protested. It indicated that the inmates, or at least those among them who are inciting demonstrations, are unwilling to accept the adage "Half a loaf is better than none."

NEW RULE TO DETERMINE CRIMINAL INSANITY

This question relates to the use of the M'Naughten Rule, set out by a British court in 1843, as the basis of criminal insanity statutes in most United States jurisdictions. Under it only those who are unable to tell the difference between right and wrong may be found not guilty for reason of insanity.

We have watched, legislatively and otherwise, the trend to expand this ruling to take into consideration certain forms of mental illness and their relation to criminal behavior.

It is well that the Association continues to keep alive to this discussion and it is likely that it will again be brought to the attention of the 1963 Legislature and also in the deliberations of the Commission to Study the Revision of the Penal Law and the Code of Criminal Procedure.

California has given considerable study to the question and a special commission has forwarded recommendations to the Governor. The report makes two main points. *First*, it would abandon the M'Naughten Rule in favor of a rule propounded in the United States vs. Currens case. *Second*, it would require the confinement in maximum-security treatment centers of defendants found not guilty through application of the new legal yardstick.

The rule in the Currens case, written by Judge John Biggs, Jr. of Philadelphia, was this: "The jury must be satisfied that at the time of committing the prohibited act the defendant, as a result of mental disease or defect, lacked substantial capacity to conform his conduct to the requirements of the law which he is alleged to have violated."

NEW YORK CITY ALCOHOLISM STUDY

Mr. Goff, representing our Association, which is one of the sponsoring organizations of the Study of Alcoholism in New York City, continued to work with the members of the Law Enforcement and Correction Committee of this study in drafting questionnaires to be circulated to the probation staffs, personnel of the New York City Department of Correction and Parole Commission.

Because a large percentage of the inmates in institutions for the lesser offenders are incarcerated solely because they have a problem with alcohol, the Association is deeply interested in this study being conducted in co-operation with the National Council on Alcoholism.

COMMITTEE FOR MODERN COURTS

Continuing our work with the Committee for Modern Courts the Associate General Secretary attended a meeting of that organization at which the General Counsel for the Administrator of the Courts of New York presented a progress report. In its effort to obtain uniformity throughout the courts of the State of New York, the Administrator's Office is in the process of making a court personnel survey to establish uniformity of qualifications, salaries and titles of persons working in the various courts of the state, developing a uniform budget form, and the development of a uniformity of practices within the various courts of the state. Progress was reported on all three of these areas. A management study to include desk surveys of various clerical positions in the courts and work assignments of court personnel has not progressed because of a lack of appropriated funds and because of the vast scope of the problem.

WORK WITH MASS MEDIA

The Association continues to receive innumerable requests for consultation and assistance from magazines, newspapers, TV producers and movie makers. To the best of our ability we try to provide the information requested and the advice sought. The amount of time we are able to devote to this, however, is extremely limited because of the pressure of other activities. We feel, however, that it is extremely important to strive for the correct orientation to correction by mass media and bend our efforts in this direction as much as we are able.

Among others we were asked and provided consultation to the Mental Health Film Board on a new documentary film entitled "Youth and the Law." As a result of our suggestions a three-minute episode which we felt did not fit in was deleted.

An editor from the Peoples Encyclopedia requested statistical information on juveniles in institutions which was provided.

An editor from the *Golf Digest Magazine* asked for information about recreation in adult correctional institutions throughout the country and the information was supplied to him.

The National Recreational Association asked us to obtain an individual to write an article on Recreation in Correctional Institutions which has been done.

At the request of the *New York Post*, we provided information on detention and the subsequent non-conviction of individuals. The newspaper was interested in the reaction of persons who had been detained and later, at their trial, found to be not guilty. We referred the reporter to several sources for additional information and at their request sent an additional copy of our *Recommendations to the 1962 Legislature*.

The Associate General Secretary was asked by ABC-TV to confer

on a one-hour documentary film on juvenile delinquency and youth gangs. Mr. Goff spent several hours explaining various delinquency prevention programs and techniques as well as presenting the historic background of the problem of delinquency to both the writer and the producer of this documentary film. Because of their immediate interest in the street club project of the New York City Youth Board, the role of The Correctional Association of New York in establishing a pilot project in 1945 in this technique of working with delinquent gangs was reviewed. As a result of this 1945 project the Youth Board began its street club activities and has continued what is considered to be one approach to solving the problems of delinquent gangs.

In addition to the material on the original 1945 gang project, the writer for the documentary film was most interested in the Preface to the 1962 Annual Report of The Correctional Association of New York to the Legislature, because as he said "this is one of the finest pieces of concise writing I have seen on the problem of crime and delinquency."

This one-hour documentary entitled "Walking Hard," was presented by ABC television the latter part of June and received excellent reviews in the *New York Times*, the *Herald Tribune*, and the *New York Daily News*.

A second documentary, which focused upon the short-term offender, again saw The Correctional Association providing technical assistance. We discussed with the production staff not only the philosophy of short-term imprisonment, but also the problems involved. By acting in a liaison capacity, directing the production staff to various individuals who might contribute to the program, we strive to have the documentary as real and constructive as possible.

Exploring the economic aspect of correction, *Business Week* magazine asked us to meet with one of the research writers and to provide data on the cost of correction. The editors are considering developing an article on this very important but oft overlooked aspect of governmental service.

In June a request was made by The Middletown Times Herald Record for guidance relating to the basic principles of county jail administration, standards of operation, personnel and equipment. In reply helpful guidance was given. This is only a sample of guidance sought of us by the Press, Television, Radio and feature writers.

ACKNOWLEDGEMENT OF ASSISTANCE

Early in the year we wrote to Budget Director, New York City and the Board of Estimate in support of the Probation Service for the Children's, Magistrates' and Special Sessions Courts. This followed our examination of the budget and consultation with some of the judges involved. Our endorsement of the proposals for increased personnel and services did not go unnoticed and Mr. Wallace, head

of the Probation Service for these courts, expressed his appreciation and thanks. A supplemental appropriation of \$300,000 was granted for probation officers and clerical services.

Here is another example of our co-operative efforts to sustain and enhance governmental services.

WOMEN'S GRAND JURY ASSOCIATION OF QUEENS COUNTY

On March 9th Mr. Goff spoke before the Women's Grand Jury Association of Queens County on the programs being developed by the New York State Division for Youth. He pointed out the dynamic aspects of the Division's program of START Centers, Youth Rehabilitation Camps (The Edward R. Cass Camp is the newest of these camps), and the Urban Youth Homes.

LETTER TO DR. HOWARD A. RUSK OF THE NEW YORK TIMES

On November 11th we noted an article in the NEW YORK TIMES by Dr. Howard A. Rusk entitled "Drugs and Prisoners."

The General Secretary wrote Dr. Rusk a letter of renewed praise of his work in behalf of handicapped people. The article emphasized the fact that prisoners in federal and state institutions are offering themselves for medical research. Great strides have been made as a result of this and the prisoners in general are being paid little or nothing for the risks they have experienced and the sacrifices they were willing to make. For example, at the State Penitentiary at Joliet, Illinois, the General Secretary witnessed on several occasions prisoners writhing with temperatures of 107° and 108°, all a part of the malaria experiment being conducted by the Armed Forces. The results of the experiments have been of tremendous value.

DIVISION FOR YOUTH

Mr. Goff spent a day with the Legislative Executive Secretary of the New York State Division for Youth reviewing the legislative proposals of that agency. This was done not only in preparation for the Correctional Association's Recommendations to the Legislature but also to provide consultation on the legislative enactments in other states as they relate to children and youth. Through our relationships with persons responsible for delinquency prevention programs throughout the country we were able to provide the Executive Secretary with contacts and source material.

FORMATION OF NEW YORK CITIZEN COUNCIL

On May 11, 1962 the General Secretary, representing on invitation the State Commission of Correction and our Association, attended the inaugural luncheon meeting of the New York Citizen Council of the National Council on Crime and Delinquency.

Mrs. Adler, a trustee of the National Council on Crime and Delinquency, was also present.

The Council, consisting of about fifty persons of prominence in business, the professions and as civic leaders from different parts of the state, mostly from New York City; "... is a part of NCCD's nationwide Citizen Action Program which seeks to establish modern methods for crime prevention and control in a planned, orderly way years, or generations, sooner than slow evolution could hope for.

"It is the outgrowth of half a century of NCCD experience with American correction, and the generous support of the Ford Foundation.

"Its purpose and program: Objective fact finding; Expert evaluation of the facts; Recommending realistic solutions and improvements; Reporting both facts and recommendations to the public; Action programs to meet problems in the order of their urgency; An insistence that existing knowledge and proven methods of prevention and treatment be applied.

"In addition to New York, NCCD Councils are active in these states: California, Georgia, Indiana, Maryland, Massachusetts, Michigan, Montana, New Mexico, Ohio, Oklahoma, Oregon, Texas, Washington."

The luncheon meeting was held at the Sherry-Netherland Hotel in New York City. There were about 115 persons present, representing the judiciary, courts, correction departments, probation and parole services, professions, civic leaders, religious groups, welfare agencies and others.

The address of welcome was made by Mrs. Caroline K. Simon, Chairman, Executive Committee NCCD, and also Secretary of State for New York. Greetings from Governor Rockefeller were extended by Paul D. McGinnis, Commissioner of Correction of New York State; and from Mayor Wagner by Henry Cohen, Deputy New York City Administrator.

In final focusing, Justice Miles F. McDonald, Chairman, Board of Trustees, NCCD and a member of the New York State Supreme Court, spoke on the subject "A Citizen Action Program for New York." He referred to the increase of crime and outmoded methods, and the cost in billions of dollars to the public. He said the job of the Council was not to investigate "inefficiency or venality in public office. Our villains will be antiquated laws, undermanned staffs, overcrowded prisons and inordinate delays."

While there was no specific criticism of public or private agencies the overtone of the various presentations seemed to be charged with the feeling that the whole job needs to be done better and on a more knowledgeable level with very strong emphasis on citizen awareness and participation. Mention was made of the desirability of a partner relationship with respect to governmental and private agencies in

order to make for a more united effort and stronger front in the interest of progress.

The New York Citizens Council of the National Council on Crime and Delinquency with offices at 44 East 23rd Street, New York City, through the Chairman of the Council, Mr. Covelly Fischer, invited Mr. Cass to serve as a member of The Professional Advisory Panel and he consented to do so.

This reflects a long association with the National Council on Crime and Delinquency, formerly known as the National Probation and Parole Association. Over the years Mr. Cass has worked with many members of this organization and its professional and advisory bodies.

COURT REORGANIZATION COMMITTEE

The Citizens' Union of New York City, a vigorously active and highly regarded organization of outstanding citizens, in a letter under date of June 18, 1962 invited Mr. Cass to serve as a member of their Committee on Court Reorganization. He has consented to do so.

SELECTION OF JUDGES

The need for a better system of selecting judges was discussed in our Recommendation II to the 1962 Legislature. We were not alone in this respect since many other organizations and interested groups, outstanding among them the Citizens Union, urged for a better procedure to offset the political operations of long standing.

It is gratifying to report that Governor Rockefeller on March 25th announced the appointment of a thirty-member committee to recommend appointees for thirty-eight proposed new seats on the State Supreme Court and County courts.

While the Legislature and the Governor became entangled regarding the matter of judgeships—as to how many there should be and where (and the result of this was not altogether satisfactory)—the one encouraging point is that the Governor did appoint a committee to make selections and this committee will be in a position to function to the extent that judgeships were created by the Governor and the Legislature.

CONFIDENTIALITY OF PROBATION REPORTS

Vigorously during the Legislative Session we opposed, and urged others to do so, Assembly Bill Intro. 2407, Pr. 2416, which was intended to breach the confidentiality of probation reports. We have long remained steadfast in our view that this principle should not be violated and in this respect there has been long standing agreement on the part of those having to do with probation services and also among judges. This bill was finally defeated.

We made the same objection when an attempt was made to make these reports available in whole or part in the bills relating to the reorganization of the Criminal Courts in New York City, as well as the Family Court. The easy access to probation reports, violating the principle of confidentiality, contained in the original draft of the bills we, together with others, successfully opposed. The final agreement was that at the discretion of the courts the content of probation reports could be reviewed to some extent depending upon the reasons for and the reliability of those seeking an insight.

CONTACT WITH PRESIDING JUSTICE BERNARD BOTEIN, SUPREME COURT APPELLATE DIVISION

Noting the Judge's address before the Association of Lawyers of the Criminal Courts of Manhattan, the General Secretary reviewed for him our interest in the subject of *overcrowding in city prisons* over many years and pledged our continuing efforts to make for progress. All of this was set forth in a detailed letter dated May, 1962. Particular reference was made to the slow operation of the courts. In acknowledgement, Judge Botein states in part:

"It is encouraging to note your interest in the subject matter of my recent address at the Annual Dinner of the Association of Lawyers of the Criminal Courts of Manhattan. I have long felt that the courts share responsibility for the levels and calibre of the prison population with the Corrections people: and this was the opening salvo."

FREDERICK A. MORAN MEMORIAL INSTITUTE

The General Secretary again participated in this Institute, held at St. Lawrence University with the co-operation of the State Departments of Correction, Health, Civil Service; the Probation Commission, Division of Parole and Division for Youth.

Again it is pleasing to report that these Institutes, attended by personnel from various segments of crime study and treatment, law enforcement agencies, youth programs and so on, to a number of approximately 500, reflect on the part of the students an earnest desire to profit for the good of their respective services through regularity of attendance at various sessions and their evident eagerness to contribute to the various discussions. The fact that the student body contributes toward the cost of the Institute is a further sign that there is an evaluation attached to the opportunity to get the benefit of the high qualified teaching staff, all of whom are outstanding in their various fields of correction, medicine, law, police operations and youth programs.

STUDENT GUIDANCE

Many requests are received from students in high schools and colleges regarding various aspects of the problems of juvenile delinquency, youth and adult crime. To do justice to all these requests would require full-time qualified personnel. However, we do the best we can to keep abreast with this ever-increasing demand. Following is a typical reply from a student.

"I would like to extend my appreciation for the consideration you gave me for the preparation of my term paper on Inmate Governing Councils. If it were not for your efforts, it would not have been possible for me to receive the grade of A for its content.

"I would have written sooner but I felt you would be interested in my final grade of B+.

"It is indeed inspiring and enlightening that leaders in the field of Penology will aid others in order to establish common goals for rehabilitative purposes, and thus work together for effective results.

"Thank you again."

HAVENS FUND

In view of the planned retirement of Mr. Cass who has been an Almoner for fifty years, Mr. Goff was asked to meet with the Executive Secretary of the Havens Fund so that Mr. Goff might be considered as the Almoner replacement for Mr. Cass for the Association.

ASSEMBLY JUDICIARY COMMITTEE

At the request of the Special Counsel of the Assembly Judiciary Committee which is studying the lower courts, the Associate General Secretary has met twice with staff members to provide background information and material on the treatment of the lesser offenders. We have discussed with the staff three areas of possible interest to the Assembly Judiciary Committee with the thought that the Association would either file a brief or testify when hearings are held the latter part of October. The three areas of our interest which coincide with the particular area of study by the Assembly Judiciary Committee at this time are: 1) the development of facilities for the alcoholic offenders which would allow their removal from the county jail into a more constructive rehabilitation program; 2) the consideration of a work-furlough law for the State of New York which would allow the courts, in selected instances, to commit an individual to a local correctional institution while permitting him to continue his work in the community during the day, and 3) the study of the imposition of fines upon traffic violators and bonds in non-support cases in instances

where individuals are financially unable to pay the fine or post the bond. This necessitates commitment to a workhouse and is in effect a continuation of the "debtors' prison." We are proposing that an examination be made of the possibilities of a determination being made prior to the imposition of the fine of the person's ability to pay and of the installment payment of fines when indicated. The committee staff has evinced a great deal of interest in a work-furlough plan which is now in operation in ten different states and which would enable the court to permit selected individuals committed for lesser offenses to continue their outside employment.

NEW YORK CITY YOUTH BOARD

The Associate General Secretary consulted with the Acting Commissioner, Mrs. Pauline Targ, of the New York City Youth Board to discuss the plans of the Youth Board to combat the summer gang activities. With the closing of schools several hundred thousand youngsters are thrown on to the streets of New York and through the years the school summer vacation time has been marked by an increase in juvenile delinquency and gang activity. Several steps were taken to increase the tempo of constructive activity during the summer months by the recreation department, community centers, boys clubs, etc. and administrative restrictions placed upon the vacation time of those individuals actively working year-round with gangs.

The Youth Board appeared to be making a concerted effort at holding down to a minimum the anti-social behavior of the youth of the city during the summer months.

CONFERENCE ON MENTAL HEALTH SERVICES IN NEW YORK CITY

The Director of our Family Service Bureau, Mrs. Marie Lovejoy, participated in the above conference sponsored by the Community Council of Greater New York and The Council of Mental Health Associations of New York City.

Our interest regarding this gathering relates to mothers and children identified with families coming to our attention who are in need of professional assistance because of mental problems. The gravity of the situation so far as services are concerned is revealed by the following statement of the co-sponsors of the conference: "Why we are concerned: 8,000 persons on waiting lists of mental hygiene clinics—scarcity of after-care or rehabilitation services for persons discharged from mental hospitals—insufficient staffing, inadequate training, excessive turnover, and deteriorated conditions in public psychiatric hospitals—inadequate development of preventive community services, services for the mentally retarded, the narcotics addict and the alcoholic—a ceiling on State reimbursement to local

communities for mental health services—insufficient funds, insufficient staff, insufficient services.”

Prominent among the speakers were: Joseph E. Snyder, M.D., Chairman, Mental Health Committee, Community Council of Greater New York; Arthur B. Brenner, Chairman, Council of Mental Associations of New York City; Rev. Eugene Callender, Pastor, Church of the Master, Executive Director, Morningside Community Center; Mrs. Rose Kobert, Honorary President, Friends of P. S. 611 and P. S. 619; Hon. Florence M. Kelley, Presiding Justice, Domestic Relations Court of the City of New York; Hon. Marvin E. Perkins, M.D., Commissioner of Mental Health Services, City of New York.

Some of the above are known to this Association, particularly Hon. Florence M. Kelley, Presiding Justice, Domestic Relations Court of the City of New York.

CONSULTATIONS ON PRESENT NON-SUPPORT COMMITMENTS

Upon referral from the Director of Probation, Mr. John Wallace, a representative of the Community Service Society consulted with Mr. Goff to review the present procedures of handling non-support cases in the State. The Community Service Society felt that the counsel and assistance they needed in looking into the broad aspects of non-support could best be obtained through The Correctional Association of New York because of our pioneering examination and interest in the subject.

In addition the Assembly Judiciary Committee asked the Association to follow up on an original study of traffic violators sentenced in lieu of payment of fine so that this Committee might look further into the matter with the benefit of the Association's findings and recommendations.

NARCOTIC PROBLEM

Pursuing the Association's interest in the knotty problem of narcotic addiction, Mr. Goff met with Dr. Leon (formerly Superintendent of the Riverside Hospital and now a member of the Narcotic Committee of the New York State Medical Association) to discuss the position of the State Medical Association on narcotic addiction. Dr. Leon promised his committee's full co-operation in making available to our Association the Medical Association's material on narcotic addiction. The position of the State Medical Association is of great importance in striving in many ways toward the solution of this difficult problem.

INSTITUTE ON CORRECTIONAL PROGRESS

Our Association, together with The Osborne Association, co-operated with the Quaker Committee on Social Rehabilitation in sponsor-

ing a one-day institute on correctional progress held on April 14, 1962 at the Friends' Meeting House at 221 East 15th Street in New York City. The institute was for the general public.

After an opening statement, the program consisted of five separate workshop sessions chaired by specialists and covering such subjects as Probation; Girls and Women in Courts and Correctional Institutions; Short-Term Offenders; Youngsters in Trouble; After Release—What?

In addition to Mr. Goff who was the *Rapporteur*, the following participated: Commissioner Anna M. Kross, New York City Department of Correction; Austin H. MacCormick, Executive Director, The Osborne Association; State Parole Commissioner Alfred R. Loos; Justice Justine Wise Polier, New York City Children's Court, Edna Mahan, Superintendent, New Jersey State Reformatory for Women; Milton Luger, Deputy Director, New York State Division for Youth; Dr. F. Lovell Bixby, Consultant on Probation, State of New Jersey.

As *Rapporteur*, Mr. Goff, in summing up the all-day Saturday meeting, read excerpts from our 1962 Annual Report to the Legislature. This was very well received. Representatives of both public and private organizations, over 500 people, who were in attendance requested copies of our report for use by their members and for in-service training purposes. We were most pleased to forward copies when they had been received from the printer.

CO-OPERATION WITH THE SALVATION ARMY

The General Secretary was requested to prepare a paper on the subject of crime and delinquency for inclusion in the *CORRECTION SUNDAY* issue of *THE WAR CRY*, the official magazine of The Salvation Army. The issue is scheduled for release in April and will be circulated throughout the United States. This contribution reflects once more the mutual and beneficial working relationship between The Salvation Army and our General Secretary.

SUPPORT OF PROBATION SERVICES

In 1961 the probation services of the Magistrates', Special Sessions and Domestic Relations Courts were placed under central control. This was a desirable and needed change toward better organization and operation, over-all efficiency, and the utilization of approved standards.

To give further support to this movement and in the interest of adequate personnel and compensation a letter was addressed to the New York City Budget Director under date of April 3, 1962. This letter gave support to the requests made by the Office of Probation for the Courts of New York City and revealed once again our identity with the beginning of probation in this State more than fifty years

ago and our initiation of the movement which resulted finally in the establishment of a modern probation service in the Court of General Sessions.

Our communication to the Director of Budget was commended by those having to do with the courts and the responsibility of operating the probation system.

STATE PROBATION SUBSIDY

During the Legislative Session we supported continued state subsidy of probation services in the various counties, including New York City.

THE JAILED ALCOHOLIC

The City Department of Correction and the local county jails of the state continue to be plagued with individuals who are "serving life sentences on the installment plan" because of their alcoholism. Repeatedly, efforts have been made to remove alcoholics from local correctional institutions because of the complete ineffectiveness of a jail commitment in solving this problem. The Correctional Association in its continuing efforts to have other methods developed for handling this very difficult problem which is extremely costly to the community is considering proposing that a pilot project be undertaken in one of the upstate jails. Such a project, we feel, is well within the scope of a foundation or the National Council on Alcoholism. This has already been discussed with staff members of Mr. Smithers' office and the National Council on Alcoholism. The project would involve the use of a counsellor who upon release of the inmate to the community would continue his supporting relationship and would strive to assist the individual in obtaining work and a place to live. He would further attempt to enlist the support of the local community agencies and also the support of the person's family in understanding some of the personality problems involved.

We are amazed to learn that there is no such program operating anywhere in the United States at the present time.

DIVISION FOR YOUTH PROJECT

The Association received its first referral from the Division for Youth in the new pilot project of providing assistance to young men released from the facilities of the Division for Youth. The case was that of a 19-year-old who was in dire need of employment and assistance and needed the understanding and counsel of our Employment Bureau Secretary, Mr. Schwartz. Through his contacts, Mr. Schwartz was able to refer this boy to a private employment agency, provide the necessary down payment for a job and the necessary funds to tide the young man over until his first pay. This we feel is

real crime prevention work since a youth unemployed in need of money is extremely vulnerable to the temptations of crime.

DIRECT SERVICES

It is not possible to record all of the everyday activities of the Association which are so very important to individuals seeking assistance. Typical of the calls and interviews received was the request of a rabbi for assistance in locating the father of one of his congregation who it was believed died in a New York correctional institution seventeen years ago. Very little information was known about this man yet we were able to refer the rabbi to four separate sources where he might obtain the necessary information. In another case the brother of an inmate at Sing Sing came to the office asking how he could get his brother home immediately as his father had died just four hours earlier.

The Association is constantly receiving requests from inmates and releases for sometimes unusual help. During June such assistance was sought by an inmate at Green Haven Prison.

Eight months prior to his return as a parole violator, the inmate had lost one eye, and had been advised by his doctor that it would be some time before the tissue would heal sufficiently so that he might be fitted for an artificial eye. Being returned to an institution left the inmate without the money to obtain the eye when the injury had healed sufficiently.

Seeking assistance, since the State could not provide the necessary prosthetic, the inmate turned to the Correctional Association. After making numerous telephone calls we finally located the agency which might provide the eye, and so advised the inmate. Needless to say, he was extremely grateful for our help to him with his somewhat unusual problem.

While some of these requests are relatively simple to handle, the answers are extremely important to the individuals involved and illustrate one of the everyday less dramatic roles the Association plays in the community life of the State of New York.

Of particular interest is the case of John B. who claims to be the son of two nationally known theatrical personalities and who came to the Association for help in April. This individual was first referred to the Association after having served a term on Rikers Island for disorderly conduct (intoxication). John, who bears a striking resemblance to one of these celebrities, is one of those marginal individuals who requires the periodic support of Mr. Schwartz of the Employment Bureau both financially and of greater importance in counselling. He might be considered to be somewhat typical of the alcoholic individuals released from correctional institutions who come to this office asking for assistance and who without the understanding

handling by Mr. Schwartz would be even more of a community problem.

FAMILY SERVICE BUREAU

As a result of an emergency case involving a female parolee which was referred to us as a last resource, a re-examination of the types of cases being handled by the Family Service Bureau was made to determine whether that Bureau might extend its services to female parolees who are in desperate need.

Meeting with the Area Supervisor of the New York State Division of Parole, Mr. Goff and Mrs. Lovejoy learned that there are approximately eight to ten cases arising every month which cannot be taken care of by other existing agencies. These constitute instances where a woman parolee has no place to sleep, needs funds for transportation, and in some instances for food.

A proposal was made that the Family Service Bureau of The Correctional Association of New York act as a backstop to the existing facilities and provide direct assistance to the women on state parole who cannot obtain the assistance in any other way. It is contemplated that approximately ten cases will require this service a month. This arrangement whereby the Correctional Association of New York will provide emergency aid to female parolees will be tried for a period of three months at which time the results will be studied to determine the future course of action.

On April 10th, Mr. Goff together with Mrs. Lovejoy of the Family Service Bureau met with the area director of the State Parole Division to evaluate the results of this three-month project of providing emergency financial assistance and counseling where a woman parolee has no place to sleep, requires funds for transportation or food.

While our financial assistance has been minimal because of other responsibilities, the outcome of this three-month program has been most gratifying. In this period a total of twenty-seven women were assisted both financially and through counseling. The evaluation of the effects of this program by the Division of Parole is contained in their letter to us of April 12, 1962, from Paul Travers, Area Director, New York City, which contains the following statement:

"This service has not replaced or duplicated service from other agencies but it has greatly aided us in our work by providing funds not otherwise available to us. At times we are able to provide employment referrals but without carfare or lunch money the referral is impractical. Food and shelter needs, where immediate action is imperative, have found new solutions because of this service expanded to female parolees.

"We hope that we will be able to continue using these funds for female parolees."

In view of the very obvious need for this service the Division of Parole has been advised that within the limits of our ability we shall continue to provide this very necessary assistance.

VISITS TO NEW YORK CITY CORRECTIONAL INSTITUTIONS

Visits were made to the Women's House of Detention, the Brooklyn House of Detention for Adolescents, Rikers Island and Hart Island by Mr. Goff. On the visit to the Women's House of Detention he was accompanied by Mr. Clifford Hood from the National Council on Alcoholism.

At the Brooklyn House of Detention for Adolescents it was noted that a series of psychological tests were being administered to all individuals upon admission. The question of the use of the results of these tests was raised with Commissioner Kross and the matter is now being studied by the Director of Rehabilitation of the Department of Correction with the thought of transferring the two positions to other institutions where they might be of greater value.

Further in correspondence with Commissioner Kross, the Association regretted the fact that only about one-third of the adolescents incarcerated on Rikers Island were involved in the educational program and that those who were participating in the program were receiving approximately one hour less classroom time than the youngsters in the regular public schools. It was pointed out that correctional institutions working with adolescents have a great responsibility to provide the maximum of education opportunities to adolescents who are in difficulty with the law and that it was unfortunate that those adolescents on Rikers Island were receiving less than those who are in the regular public schools.

We have been advised by the Director of Rehabilitation of the City Department of Correction that the department agrees completely with our point of view and has requested additional funds for their educational program to allow for the additional time.

We further suggested that consideration be given by the Department of Correction to the development of an advisory committee on religious matters. Such a committee comprised of representatives of the major faith groups could be of great assistance to the Department in all matters related to church and state as well as in the encouragement of greater spiritual counseling for the inmates under the jurisdiction of the Department.

With Mrs. Ballantine and Mr. Schulte, Mr. Goff visited the prison wards of the New York City Department of Correction in Bellevue Hospital. While the inmate patients, both psychiatric and medical, appear to be receiving satisfactory care to the extent that physical

facilities and size of staff permit, the desirability of a single Department of Correction medical facility to reduce operation costs should be encouraged. For example, because female inmate medical patients are housed in a number of locations throughout the hospital and because they required correction officer custody, the fifteen female patients on the day of the inspection required nineteen correction officers to supervise them.

The increased attention given to the Prison Ward by the City Department of Hospitals is a source of encouragement and it would seem that the combined protestations of the State Commission of Correction and The Correctional Association of New York in the past have not been in vain. A notable achievement also is the transfer of women psychiatric prisoners to Queens County Hospital, thus eliminating the distressing and pitiful situation that prevailed in the old Prison Ward at Bellevue.

NEW YORK CITY HOUSE OF DETENTION FOR WOMEN—

10 Greenwich Avenue

The need for a new House of Detention for Women has long been voiced by our Association, the State Commission of Correction, the New York City Department of Correction, and many civic bodies and individuals. Considerable has appeared in the press from time to time.

There has been discussion about placing the institution in one location or another and plot plans have been made available to the State Commission of Correction and approved. Yet there is no sign of haste on the part of the city government and conditions continue to grow worse at the institution.

The State Commission of Correction, which has certain legislative powers, to the extent of closing the institutions, at the suggestion of the General Secretary and other members, called upon Mayor Wagner to disclose the status of the whole situation and in a letter received from the Mayor under date of April 6th, there was some general explanation, but not particularly impressive. As a matter of fact, the letter told the Commission what it already knew.

As a result, the Commission at the recent meeting decided to prod the city further in an effort to come to some definite conclusion as to the location of this institution—either on North Brother Island or Rikers Island; the general design of the institution, especially if the plans already submitted are to be altered should the institution be located on Rikers Island; the possibility of Federal approval of the proposal that there be a bridge connecting Rikers Island with the mainland; and finally, the adequacy of appropriations thus far made.

All of the above reveals once more the patience and persistency that is required and the long delay that is experienced in bringing about improvements in our field of interest.

VISIT TO THE WOMEN'S HOUSE OF DETENTION

The New York City Department of Correction was very much alarmed about the recent increase in inmate population at the Women's House of Detention. This institution has a normal capacity of 462, which includes 19 hospital beds. During the last calendar year the highest figure of census there was 700 and the lowest 436. In 1962 the census has gone well over 700. This was due to the fact that some of the judges were committing certain offenders instead of giving them a fine or suspended sentence.

The situation was discussed with the administrative magistrate of the Magistrates' Court and others with the hope of easing it.

A new Women's House of Detention, to be located on Rikers Island, is to be a certainty but the actual availability of the buildings is some time off.

On February 20th the General Secretary together with Deputy Commissioner Rieber of the New York City Department of Correction visited the Women's House of Detention for further consultation and observation. The population was 680.

NIKE SITE — HART ISLAND

Recently the Department of Army made available to the New York City Department of Correction an abandoned Nike site on one end of Hart Island on which is located the City Workhouse. We called attention to the Commissioner and her staff of the fact that this site, complete with barracks, mess hall and power plant, separate from the Workhouse, would be an excellent place to house the traffic violators and non-support cases. We were happy to learn that the City Department of Correction is now housing these cases in this unit which is in complete keeping with our recommendation. These cases, which are generally looked upon as being "quasi-criminal" are now separated entirely from the drug addicts and petty offenders in the general population.

During a visit to the newly opened area the Associate General Secretary made several suggestions to the warden as they related to the food handling and cleanliness of the main dining room of the Workhouse. A subsequent visit indicated that the matters had been corrected and the manner food was served in the main dining room greatly improved.

CONSULTATION REGARDING RECEPTION CENTRE — RIKERS ISLAND

The Association was asked to assist the Administrator of the City Department of Correction in planning for the organization of a new reception centre to be opened on Rikers Island. The Associate General Secretary spent several hours with a representative of the

Administrator discussing the general philosophy of a classification centre and the procedures that might be utilized.

DEDICATION - DIVISION FOR YOUTH HOME

Upon invitation from the Division for Youth Mr. Goff and Mr. Schwartz attended the dedication of the first Division for Youth home which was opened in the City of New York on October 24th. This facility for young boys will serve both as a halfway house for those individuals who have been in one of the facilities of the Division for Youth yet who require a domicile and assistance in being reintegrated into the community because of very bad home situations, and also for individuals referred by the court or social agencies who need to be removed from their homes to continue their schooling and/or employment. A second home is scheduled for opening the latter part of December in Buffalo.

VISIT TO EDWARD R. CASS YOUTH REHABILITATION FACILITY

This facility, officially dedicated on March 1, 1962, is intended for young lads who have been placed on probation but at the same time are regarded as being in need of some close-hand direction and control outside of their respective homes and communities.

On Columbus Day the General Secretary visited the camp. It was encouraging to find forty-seven youngsters receiving the benefit of understanding care and direction in pleasant, invigorating surroundings seated in the heart of a pine forest (part of a State Forest Preserve) and tied in with the working program planned through the co-operation of the Division for Youth of the Executive Department and the State Conservation Commission. In addition to their forestry operations the boys are exposed to vocational training through workshop set-ups in order to give them the benefit of some knowledge of manual skills. There are also group therapy sessions to teach the necessity and art of living peacefully with other people in their own communities.

There is no question but what the welfare of these youngsters is very much in the mind of the Division for Youth which is being ably developed under the leadership of Mr. Alexander Aldrich, a member of our Executive Committee.

MONROE COUNTY JAIL

Here is another instance of long urging for the building of a new jail in Monroe County. The General Secretary, as a member of the State Commission of Correction, has been in a favorable position to press the views of our Association in joining with the Commission in prevailing on the county authorities to construct a new jail. There was discussion as to whether this jail would be located outside of the

city of Rochester or be made a part of the new Rochester Civic Center. The latter proposal has final approval.

In discussion of the plot plan with the architect the General Secretary stressed the need of giving consideration to the building of a jail without the excessive use of steel and directed attention to the new Orange County Jail at Goshen as an example of how security, attractive design and the saving of taxpayers' money could be achieved. It was particularly noticeable that the architect was profuse in his expression of appreciation for the guidance given. It is not likely that the Monroe County Jail can be of the ranch-type design but the economies mentioned with respect to the Goshen Jail can be obtained in a multiple-story structure as well.

DEFECTIVE CONSTRUCTION - NEW QUEENS COUNTY HOUSE OF DETENTION FOR MEN

This institution is under the jurisdiction of the New York City Department of Correction and too many years were required to complete the building. As indicated earlier, the General Secretary as a member of the State Commission of Correction, had some opportunity to pass judgment on the general design.

When the cell blocks were being erected it was noted by the General Secretary that the sliding cell doors were not properly installed, with the result that inmates could shake them back and forth and thus create a very disturbing condition due to the clanging noise of metal. On several occasions the General Secretary brought this situation to the attention of the New York City Departments of Correction and Public Works. An attempt was made by the builder to remedy the defect but the result is not at all satisfactory and under date of February 16, 1962, Commissioner Peter J. Reidy of the Department of Public Works officially notified the jail construction company that the job would be unacceptable.

Here again the alertness of the combined interest of our Association and the State Commission of Correction is in the public interest. The point here is that no construction firm should be paid for a shoddy job, in this instance representing many thousands of dollars.

PUTNAM COUNTY JAIL

The need to improve the jail situation in Putnam County has been mentioned in previous reports. Recently there have been growing signs that some action is likely to be taken to alter the layout of the present structure so as to make it possible to conform with the law with respect to the housing, separation, classification, et cetera, of prisoners.

A firm was engaged to study the possibility of making some changes in the jail structure and if their proposals are sound and

meet with the approval of the State Commission of Correction and the Board of Supervisors a decided improvement should result.

The survey resulted in a report which confirmed the validity of the criticisms and offers some temporary improvement as well as a more satisfactory long range plan. The Board of Supervisors had agreed to discuss the report at a meeting on April 19th but this was postponed until a later date due to the absence of some County officials.

Without the interest of our Association, joining with the State Commission of Correction, it is not likely that the jail problem would have received the attention it has been given in recent months by the authorities in Putnam County. The over-all outlook is promising.

WESTCHESTER COUNTY PENITENTIARY

Reference was made at the December meeting to the rejection of plans for the enlargement of the Westchester County Penitentiary. This item came into our sphere of interest because of the General Secretary's position as Chairman of the Committee on Plans of the State Commission of Correction. The plans were rejected because of the absence of toilet and lavatory facilities in the new cells; a serious departure from the standards of the Commission.

It is gratifying to report that on reconsideration by the architects and the authorities in Westchester County it has been decided to overcome the Commission's objection by installing the necessary sanitary facilities in the new construction.

CATTARAUGUS COUNTY JAIL

This jail, located at Little Valley, does not meet present day standards and, as previously stated, there were prospects for the construction of a new jail. Preliminary plans were submitted by the architects for approval by the State Commission of Correction. With certain reservations these plans were approved. However the Board of County Supervisors by a vote refused the authorization of a bond issue to provide funds for the new construction. This was a setback, wholly unanticipated, which we hope will be overcome later through action of the newly elected Board of County Supervisors.

A recent communication indicates that the new Board of Supervisors has shown an interest in a new jail and it is very likely that there will be renewed consideration of the proposal to displace the present outmoded structure.

DEDICATION CEREMONIES - NEW ORANGE COUNTY JAIL, GOSHEN, NEW YORK

For many years our Association and the State Commission of Correction were highly critical of the old, and sometimes badly managed, jails in Orange County; there being two in this particular county, one at Newburgh and the other at Goshen.

From time to time the indifference of the officials of the county was noted and was a source of concern. Finally it was decided to build a new jail at Goshen. On April 4th, Mr. Schulte and the General Secretary, representing both our Association and the State Commission of Correction, and Paul D. McGinnis, head of the State Department of Correction, were honored guests at the dedication ceremonies.

It was a refreshing and rewarding experience in that there was revealed a county jail of modern design and equipment and wholly different than the conventional type of a structure of this kind. Instead of being multiple-story, it is a ranch-type building consisting of various wings to allow for proper separation, classification and recreation areas. A notable feature is the minimum use of steel, particularly as relates to the cells, thus saving huge sums of money for the county in construction. Cells are made of reinforced concrete blocks, faced with glazed colored tile. This arrangement is durable and reduces upkeep to a minimum. It can also be properly stated that the color scheming is pleasant to the eye.

The security of the jail is assured by the type of louver window used in the side wall and the steel grille-work in the front of the cells and enclosing the area known as the prisoners indoor exercise corridor. All exits in the different wings are also secured by steel grilles.

It was observed that the new architectural approach and difference of the design of this jail should mark a turning point in jail construction in the State of New York just as did the Westchester County Penitentiary construction in 1915 not only for the State of New York but the nation as well. In both situations, particularly the first one our Association played a conspicuous part and there is good reason for gratification.

The exterior view of the new Orange County Jail resembles a suburban business plant, laboratory or executive building and gives, certainly from the facade not the slightest clue of its being a jail.

The low cost (just about \$2 million for a capacity of 240 prisoners) is a further favorable point.

LONG BEACH JAIL

For many years our Association, again in co-operation with the State Commission of Correction, has protested the unsatisfactory conditions existing in this local place of detention. Although a small unit, the situation was disgraceful. At times it seemed hopeless due to the indifference or evasiveness of the authorities.

Therefore it is gratifying to report that definite action has finally resulted in that the City Council of Long Beach has authorized the construction and awarded contracts for a Municipal Building which will include a new jail. It was indicated that contracts would be

signed about March 8th and construction started within five days thereafter. Completion is scheduled for eighteen months.

It is interesting to note that in bringing this news to the attention of the Commission of Correction, the City Manager of Long Beach states in part, "I want to thank you for your forbearance while this matter has been under consideration." With the new jail a reality a somewhat disgraceful situation will be eliminated.

NEW ONEIDA COUNTY JAIL

The need for this new jail and various negotiations with county authorities, reflecting both the interest of the State Commission of Correction and our Association, has been touched upon in earlier meetings.

It is very gratifying to report that now the question is definitely settled in that the Board of Supervisors of Oneida County voted on April 18, 1962 (43 ayes—0 nays) the selection of a site for a new jail and at the same meeting voted to authorize the architect to expand preliminary plans to a point of completion so that they can be submitted to the State Commission of Correction for approval.

The definite decision on the part of the Board of Supervisors regarding the site and the drawing of plans for the new jail is gratifying progress and upon completion of the jail the long standing complaint regarding the two old jails in this county (particularly the one in Rome) will be removed.

Here again persistency on the part of the State Commission of Correction and our Association has borne fruit.

LENGY DETENTION OF PAROLE VIOLATORS — NEW YORK CITY HOUSE OF DETENTION FOR WOMEN

A situation involving what appeared to be the long and unnecessary detention of female parole violators was brought to the attention of the Chairman of the State Division of Parole by the General Secretary.

On May 22nd, for example, it was found that one of these prisoners had been held since March 5th, five had been held through April and nine from the early part of May.

Such detention imposes a certain amount of injustice and at the same time a heavy burden on the already over-taxed facilities of the Women's House of Detention. There resulted a correction of the situation and it is likely that in the future speedier action will be taken.

CO-OPERATION WITH COUNTY AND CITY OFFICIALS

In his capacity as a member of the State Commission of Correction and as Chairman of its Committee on Plans, the General Secretary participated in giving administrative guidance, or passing judgment

on architectural drawings for renovation of new building of police lockups, county jails and penitentiaries. This activity allows for rejection or approval of plans. The areas are as follows:

- Dutchess County Jail
- Oneida County Jail
- Westchester County Penitentiary
- Orange County Jail (needed changes in the new jail)
- Chautauqua County Jail
- Monroe County Jail
- Cheektowaga Police Lockup (Erie County)
- Depew Village Lockup (Erie County)
- Police Lockup, Tarrytown (Westchester County)
- Village Lockup, Hamburg (Erie County)
- Detention Pens—Supreme Court Building, Brooklyn
- Detention Pens—Magistrates' Courts, Bronx
- Putnam County Jail (Guidance on work and recreation programs)
- Schenectady County Jails (Unlawful use of prison labor)
- Suffolk County Police Department (Four proposed lockups)
- Onondaga-Syracuse Public Safety Building (Detention facilities)
- Steuben County Jail (Glass block windows)
- Civil Jail, New York City (Support of request for new building)

Our readiness to serve the New York City Department of Correction either through the State Commission of Correction or directly through our office is well known and appreciated by Commissioner Kross.

In this respect unceasing attention is given to the need to provide new detention facilities for women prisoners to displace the House of Detention for Women located at 10 Greenwich Avenue, Manhattan. Also to give continued support to the expediting of plans and construction of a remand shelter for adolescents, a new workhouse, and the addition to the Bronx County House of Detention.

COUNTY INSTITUTIONS

After years of combined interest on the part of our Association and the State Commission of Correction the authorities of Monroe County have finally decided to locate the new county jail in the City of Rochester as a part of a Civic Center. Further heartening is the indication that aside from providing the new jail the authorities are also considering the possibility of replacing a somewhat outdated county penitentiary located a short distance outside of the City of Rochester.

Here again is another sign of the patience and persistency required in our work and the need for keeping certain projects before the notice of the authorities and the people in the various jurisdictions.

NATIONAL

CONFERENCE ON URBAN YOUTH EMPLOYMENT

As a member of the Committee on Youth and Employment of the National Social Welfare Assembly, Mr. Goff worked on the program development and participated in a two-day national consultation on urban youth employment problems sponsored by the Assembly. Mr. Aldrich, Director of the New York State Division for Youth, welcomed the more than one hundred and fifty national leaders whose two days of deliberations focused upon the growing number of unemployed youth in the United States and upon the development of programs directed toward offsetting an increasing frustration at being unable to obtain employment and the ensuing weakening of the desire on the part of youth to recognize the value and dignity of work.

Our concern over this situation stems not only from our interest in youth but also as it relates to the entire problem of juvenile delinquency and youth crime.

REGIONAL JAIL FORUM

Representing The American Correctional Association, which was organized in 1870 by The Correctional Association of New York and with which we have always worked closely, Mr. Goff read a paper at the Regional Jail Forum of the National Jail Association hosted by the New York City Department of Correction. Decrying the still existent evils of the Jail system, the Associate General Secretary strongly urged that the philosophy and aspirations of those who started the National Jail Association be kept foremost in mind. That organization was born in our office at 135 East 15th Street in 1938 when our General Secretary, E. R. Cass, Dr. Hastings Hart of the Russell Sage Foundation, Dr. Flanagan of the Department of Welfare and Institutions in Virginia, and G. Howland Shaw of Washington, D. C., conceived, planned and launched it to focus national attention on the need to improve the county jails and lockups in the United States.

WHITE HOUSE CONFERENCE ON NARCOTIC ADDICTION AND DANGEROUS DRUGS

For the past eighteen months the Association has been supporting legislation directed toward experimentation in the handling of narcotic addicts. In addition we have been lending our support to a Senate Resolution calling for the convening of a White House Conference on narcotics. We encouraged other organizations to do likewise and reported to the Executive Committee almost a year ago we

were successful in having the National Council of Churches join with us in calling for a White House Conference on Narcotics. On September 27th and 28th such a conference was convened by the President of the United States and on his invitation was attended by E. R. Cass, Alexander Aldrich and David Schulte. We are most pleased that our voice calling in the wilderness through the years gradually was joined by others who recognized the need for experimentation and for an objective evaluation of the narcotics problem in this country which finally culminated in the convening of a White House Conference.

CO-OPERATION WITH THE STATE OF HAWAII

There having been mention made in previous reports regarding our cooperation with the Civil Service Commission of Hawaii to conduct an examination for the important post of Director of Corrections, it is proper to mention finally that a selection has been made and that a former resident of the mainland, Mr. Ray Belnap, has been appointed. Knowledge of his qualifications and background generally is indicative of a good selection and also another demonstration of the civil service system at its best. We should feel some satisfaction in participating in this process of selection.

At the urgent request of the superintendent of the Kulani Honor Camp at Hilo on the Island of Hawaii, considerable information was furnished relating to jail design and administration, personnel qualifications and duties, et cetera.

It was pleasing to be able to furnish this information, especially since the official, Mr. Charles C. Smith, who requested it was in charge of the camp at the time of the General Secretary's visit to the Islands in 1956, following which contact was maintained by correspondence.

STANDARDS FOR CAMPS FOR DELINQUENT YOUTHS

In light of the pending legislation in Congress to create a Youth Conservation Corps Camp Program, the Associate General Secretary was asked to work with representatives of national agencies in developing a set of standards for camps for delinquent youths. This undertaking is being carried on by the National Social Welfare Assembly and when completed these Standards and Principles will be available for use by the legislatures of the States and others interested in the project.

It is through projects such as this that The Correctional Association of New York maintains contacts with the national scene and enables us to bring to the State of New York the most up-to-date thinking in the field of correction.

LITERATURE RELATING TO OUR ASSOCIATION AND THE FIELD OF JUVENILE DELINQUENCY

We distributed to members of the Executive Committee two new folders: one entitled "Combat Crime Through Citizens Participation", the other "Juvenile Delinquency—Citizen Leaders Study Its Causes, Treatment, Prevention".

The first is a slight revision of the folder we have been using for our appeal for contributions; the second is intended for young people to give them some understanding and balance of thinking regarding the perplexing problems of juvenile delinquency. Both publications will have wide distribution; the first one in the State of New York and the second one nationwide and abroad.

CO-OPERATION WITH AMERICAN FEDERATION OF LABOR AND CONGRESS INDUSTRIAL ORGANIZATIONS

A request was received from the above labor body, with offices at 9 East 40th Street, New York City, regarding the situation in the State of Arizona with respect to the use of prison labor on a public project. There was local protest regarding this activity. Under date of June 29th the General Secretary replied, urging tolerance and understanding and reviewed our long participation in the movement to eliminate the utilization of prison labor for private gain and to encourage the employment of prisoners through the State Use System, whereby this labor is available only for the State Government or its political subdivisions and in no way for private enterprise. This guidance apparently was of value.

PRISON INDUSTRIES — STATE OF MARYLAND

Continuing our belief in the state-use system for the utilization of prison labor we raised a protest with the Commissioner of the Maryland Department of Correction, Mr. James W. Curan, regarding a legislative proposal to divert the control of the profits of prison industries from the State Board of Correction, thus requiring Legislative action for the upkeep and expansion of the industries from such funds. This procedure has proved a detriment in the States of Massachusetts and Colorado and the same will follow in Maryland if the proposed legislation is adopted. Experience has shown that Legislatures are hesitant about returning any funds coming under their control for the needs of prison industries.

EXECUTIVE ORDER 325-A

As has been indicated in previous minutes and reports we have co-operated with others in an effort to ease this order, signed by President Theodore Roosevelt. Concentrated action to this end has been characteristic of the last few years and there is now an indica-

tion that an opening wedge has been developed in that road signs made by prison labor are eligible for bidding in situations where Federal aid is given to road construction and maintenance.

ASSISTANCE TO HAWAII

The Legislative Reference Bureau of the State of Hawaii sought information under date of July 26th on the question of a central prison in Hawaii as opposed to a decentralized prison system. A detailed reply was made by the General Secretary under date of July 31st.

This is an example of the kind of service that has been rendered through the years and has won respect and made friends for the Association as well as a high evaluation of its existence and efforts.

CO-OPERATION WITH ALASKAN OFFICIALS

We continue to receive requests for guidance on the part of officials of the new State of Alaska. Recently we helped them with advice on the organization of camp operations and the employment of prisoners; and on county jail construction and operation. In this connection we made use of the **MANUAL OF CORRECTIONAL STANDARDS** developed by The American Correctional Association which reflects the knowledge and experience, and outstanding recognition, of the seventy persons who contributed toward the make-up of the book.

SERVICE TO THE STATE OF CONNECTICUT

Because of the high regard in which The Correctional Association of New York is held our assistance was asked in recommending a warden for the Connecticut State Prison by the Board of Directors of that institution.

In response to our proposals and suggestions the Vice-President of the Board of Directors of the Connecticut State Prison responded in part as follows:

"Only the helpfulness of people like yourself makes a position of the Prison Board Member bearable."

It is instances like this that makes us realize how much The Correctional Association of New York is appreciated for its objective and knowledgeable service.

ANNUAL REPORT — FEDERAL PRISON INDUSTRIES, INC.

Copies of this interesting document reveal once again what can be accomplished through prison labor when properly organized and operated, and provided with a suitable market. In 1961, Federal

Prison Industries sold \$34,974,238 in goods and services; an increase of over \$5 million over the fiscal year 1960.

This program of prison labor minimizes idleness, contributes towards the cost of maintenance and to some extent provides for support of prisoners' families. What is done under Federal jurisdiction is an example for the States and should in many jurisdictions suggest greater effort to overcome local state indifference or hostility to prison labor.

Federal Prison Industries, Inc. consists of lay people representing labor, industry, business, et cetera. The logical question is—why aren't all the states, including New York, able to more satisfactorily parallel the Federal operations? The answer here is that the solution is not as easy as it might appear at first glance. It requires persistent effort toward emulation of the Federal operations.

MIDDLE ATLANTIC'S CONFERENCE OF CORRECTION

The Associate General Secretary participated in the Middle Atlantic's Conference of Correction held in the City of Philadelphia. This regional meeting brought together those interested in correction in the States of New York, Pennsylvania, New Jersey and Maryland. Much of the discussion at this Conference focused upon various techniques which are being tried to bring about an attitudinal modification on the part of offenders in order that upon release the individuals are able to lead a socially constructive life. The experience of those institutions which are utilizing group counseling were of great interest to the participants.

FEDERAL PUBLIC WORKS LEGISLATION

In June the administrators of the various correction departments and institutions throughout the United States were alerted by the General Secretary to a bill before the House of Representatives authorizing public works programs to stimulate the economy of depressed areas. The bill (S.2965) was passed by the Senate and sent on to the House. Through the efforts of the Federal Bureau of Prisons and its Director, Mr. James V. Bennett, correctional institutions were included in the legislation, which means that there will be a number of state programs competing for available funds. Section 6 of the bill authorizes the Housing and Home Finance Administrator to make grants to States, municipalities, and local public bodies to finance the initiation or acceleration of public works projects. This would allow not only opportunity for the utilization of a certain amount of prison labor but also the renovation of existing buildings and the construction of new.

The bill passed the House of Representatives and became Public Law 87-658 on September 15, 1962.

NATIONAL COUNCIL OF CHURCHES

At the request of the National Council of Churches, Mr. Goff appeared before the Division of Christian Life and Work as the consultant on Capital Punishment in the United States. The representatives of the major denominations in the United States raised a number of concise questions regarding the pros and cons of the death penalty and finally voted to circulate throughout all of the denominations in the National Council of Churches a study document, questions directed toward church groups, and a bibliography submitted by Mr. Goff. Use of this material as a basis for discussions by the various churches throughout the United States is being encouraged by the National Council of Churches.

CO-OPERATION WITH UNITED STATES SENATE COMMITTEE ON BANKING AND CURRENCY

This committee sought an expression of opinion and some general information on the question of compensation to inmates of juvenile institutions and its relation to free labor wage. Under date of January 16, 1962 a reply was made, making reference to various practices and treating generally the philosophy of wage incentive as a segment of a rehabilitation program.

APPOINTMENT OF NEW DIRECTOR — TEXAS DEPARTMENT OF CORRECTIONS

We worked closely with the former Director, the late O. B. Ellis, regarding his responsibilities as head of the Texas Prison System. Mr. Ellis took on a most difficult task, since long standing conditions were considered by many to be hopeless of correction. During his tenure he eliminated the many evils of the Texas Prison System which had for years attracted nation-wide attention. During those years we had frequent contact and consultation with him and learned to respect him most highly because of his enthusiasm, intelligence, integrity and courage. His passing on November 12, 1961 was a severe loss.

On February 9th the Texas Prison Board appointed as the new Director, Dr. George Beto, a former member of the Board and in more recent years President of Concordia College at Springfield, Illinois. Dr. Beto is known favorably to us and his selection is an excellent choice. It is comforting to know that he, having an intimate knowledge of Mr. Ellis' character and performance, will endeavor to the utmost to preserve the outstanding progress made by Mr. Ellis and move forward in the same spirit to whatever extent is required.

On one occasion the General Secretary stated to Governor Shivers of Texas, while attending a meeting in Dallas, that Mr. Ellis had

brought the Texas Prison System from the gutter to a level of respectability.

In a letter dated February 13, 1962 the General Secretary wrote congratulations to Dr. Beto and assured him of our continued interest and help.

TREATMENT PERSONNEL IN CORRECTIONAL INSTITUTIONS

A project was begun to ascertain the number of treatment positions (psychologist, social worker, teacher, chaplain, counselor, etc.), the educational requirements of these positions and the number of treatment personnel employed in the various state and federal correctional institutions in the United States and Canada. The purpose of this study is to determine the extent to which correctional administrators of institutions are being provided with the trained personnel necessary for the rehabilitation of offenders.

Over 100 questionnaires were sent out to the administrators in the fifty states and Canada in order to obtain this information.

The Correctional Association of New York has long pointed out that well trained, qualified personnel are essential if correctional institutions are to be expected to fulfill their function of correcting human beings and if they are expected to be operated efficiently. Without a sufficient number of professionals trained in the behavior sciences correctional institutions tend to be nothing more than custodial institutions in which little or no effort can be made to rehabilitate the inmates during their incarceration.

From our previous experience we have learned that in correction those who are given the responsibilities for working with the most difficult and complex problem of human behavior are often not provided with the necessary tools to accomplish their goal. In order to obtain nation-wide objective data this study is being conducted.

SERVICE TO THE NATIONAL COUNCIL OF CHURCHES

The initial draft of the position paper on narcotic addiction for the National Council of Churches which Mr. Goff was asked to prepare by that organization was submitted and reviewed by the staff of the National Council of Churches. The statement which contains a short background paper and a proposed resolution was cleared for study and endorsement by the Commission on Religion and Health of the National Council at its semi-annual meeting in Indianapolis on May 3rd and 4th of this year. Because of the favorable reaction expected the matter has also been placed on the agenda of the semi-annual meeting of the Division of Christian Life scheduled for June with the expected final presentation to the General Board in early fall.

The position proposed by the National Council of Churches coincides with that which The Correctional Association of New York

has long held, namely, the continuation of strict law enforcement and control on the illegal sale of narcotics while at the same time treating addiction, when it is not associated with other criminal behavior, by medical, health and welfare means rather than by penal methods.

LETTER TO DIRECTOR, FEDERAL BUREAU OF PRISONS

On February 1, 1962 the General Secretary addressed a letter of congratulations and assurance of our continued co-operation to Mr. James V. Bennett, head of the Federal Prison System, on the occasion of his twenty-fifth year in office. This letter is fitting in that Mr. Bennett has rendered excellent service and has been able on the basis of this to hold his position through changing administrations—an unusual achievement in correctional service. We have been in close touch with Mr. Bennett through the years and our friendly relationship has been of mutual benefit in the interest of State, national and international progress relating to crime study and treatment.

COUNCIL OF STATE GOVERNMENTS—BOOK OF THE STATES

The biennial volume (1962-1963) of the Book of the States published by the Council of State Governments containing the chapter on correction written by the Associate General Secretary was received in June. The chapter on correction presented the most significant trends in the field in recent years and pinpointed examples of state action throughout the country. The work of the New York State Division for Youth in developing its START program and in emphasizing the research aspects of all its operating programs was cited. In addition, the adoption of the "reasonable assurance of job" concept by New York State to allow the releasing of individuals on parole from institutions who in the past had been required to have a job waiting for them was explained. Under this reasonable assurance arrangement, the individual is able to seek employment with the aid of the Division of Parole and the State Employment Service after he is released.

CONFERENCE ON FAMILY LIVING

We were invited to participate, together with eighty-four other nationally known organizations, in a two-day Conference on Family Living at The Arden House of Columbia University. Mr. Goff attended for our Association.

THE AMERICAN JOURNAL OF CORRECTION

The March-April issue of the American Journal of Correction with a world-wide circulation of over 8,000 copies carried three separate articles of major interest to the Association.

Because of its keenness, the introduction to our 117th Annual Report to the Legislature was reproduced in its entirety in the Journal of Correction with the following introduction reflecting the interests of its many thousands of members:

"The general introduction to the Recommendations is one of the most perceptive, candid, and realistic analyses of present and future problems that must be faced by, not New York alone, but all states, if any appreciable success in reducing crime and related problems is to be achieved.

"The American Journal of Correction, feels that other states will find a great deal of sound thinking in the following advice and warnings."

A second item resulting from our efforts is the paper presented by Mr. Goff at a Regional Jail Conference held in New York City in February of this year. This provocative paper continuing the long standing interest of The Correctional Association of New York in the age old problems of the county jails pointed up many of the still existing evils of the county jail system. While some improvements have been made, particularly in New York State, due, in part, to our efforts there are still many changes indicated if the local correctional institutions are to fill their role of "correcting" offenders.

Because of the great honor bestowed on Mr. Cass, an article describing the E. R. Cass Youth Rehabilitation Camp, written by the Deputy Director of the Division for Youth was carried in this issue of the Journal. In reporting on the dedication ceremonies, the article quoted Lt. Governor Malcolm Wilson as follows:

"It is entirely appropriate that a camp dedicated to this high purpose be named in honor of Edward R. Cass who has devoted 50 years of his life to working with men on probation and parole, helping the families of men in prison, counseling men and boys awaiting trial, and generally promoting a better public understanding of the administration of correctional institutions.' The Lieutenant Governor observed that, characteristically, the greatest satisfaction for Mr. Cass would come not from the State's recognition of his lifetime of work, but from the changes which have taken place in the whole approach of society to those who fall into the toils of the law. 'How satisfying it must be to Mr. Cass and for those with whom he is associated to see that we have moved now so signally into the important area of stopping young people before they have to be put into prison and incarcerated for portions of their lives! How the whole attitude of government has changed under the inspiration of men and women who have worked in this field in government and outside of government; this must be the greatest satisfaction which Mr. Cass derives from this day.'"

"The passing of an era when rehabilitation meant punishment to the present when rehabilitation means a camp where all the doors can be opened at all times from the inside, was symbolized in a key presented to Mr. Cass by the Youth Division's Director, Alexander Aldrich. The heavy iron key, 150 years old, came from the original cell block at Sing Sing Prison. It symbolized, Mr. Aldrich believed, a new approach to correction and rehabilitation; for youth, a key to self understanding—a key to the *outside*.

"One of the keys to understanding will be in the form of the camp work program. During their nine-to-twelve-month period of residence at the Camp, the boys will devote a part of each day to forestry work planned and supervised by the State Conservation Department. This work will include the improvement of tree plantations by thinning and pruning, and the construction of access roads for logging, fire protection, and recreational use by the general public. The boys will also work on fish and game projects."

COOPERATION WITH THE AMERICAN CORRECTIONAL ASSOCIATION

The very tedious and time consuming work of preparing for publication the addresses and summaries of sectional meetings of the Annual Congress of Correction was undertaken during the month of October with copy being sent to the printer on October 19th.

The PROCEEDINGS of the Annual Congresses of Correction represent the reflection of the thinking of wardens and administrators on correction through the years and as such are of great value historically. Recent volumes are extensively used by students in colleges and universities throughout the country for current research.

CORRECTION OFFICERS TRAINING GUIDE

Mr. Cass and Mr. Goff spent many hours reviewing and editing the content of a 277-page *Correction Officers Training Guide* prepared for use by correctional administrators throughout the United States.

Unlike many other vocations there has been little opportunity for a person interested in working as a correction officer to receive formal pre-entrance training. The responsibility has fallen largely upon the administrators of institutions or correctional departments to organize their own training programs with little or no funds allotted for this purpose. This Guide is the result of a recognition of the need for trained correction officers and of the general lack of unified training material. It covers not only the basic principles of correction but spells out in detail various security and custodial techniques such as searching, use and control of weapons, the handling of unusual prisoners

and many other important aspects of correctional work. This is a long overdue need and we are aiming to have this book in print this fall.

**PROGRAM COMMITTEE AND BOARD OF DIRECTORS —
THE AMERICAN CORRECTIONAL ASSOCIATION**

On February 8th and 9th there were held at the Hotel Statler Hilton in New York City meetings of the 1962 Congress Program Committee and the Board of Directors of The American Correctional Association. This annual gathering is preliminary in preparation for the Annual Congress of Correction which this year will be held in Philadelphia, Pennsylvania, September 16 through 21, and also to consider items of interest to the Association as a whole. As has been stated many times, our parental relationship to the national body and our labors in its behalf are essential to its continuance and toward the achievement of goals and the fulfillment of the vision of those outstanding personages who had to do with its beginning. Its General Secretary in those first years was also the General Secretary of our Association.

An excellent format was developed for the program of the 1962 Congress and its activation will once more produce opportunity for exchange of views, the strengthening and implementation of standards and the gaining of inspiration and guidance by those who will be in attendance from practically every state in the union as well as foreign countries. The national body serves as a center around which many outstanding personages and interests in the correctional field revolve, encouraged and fortified by the principles underlying the founding of the Association and the focusing continually of attention on desirable objectives for progress. The importance of all this is one reason why we continue our relationship which has become traditional.

**THE 92nd ANNUAL CONGRESS OF CORRECTION —
Philadelphia, Pennsylvania**

The Annual Congress of Correction of The American Correctional Association was held in the City of Philadelphia, September 16-21, 1962. There were delegates from forty-one states, the District of Columbia, Puerto Rico, Canada and the Philippines. The total registration was 1,375 persons but there were many present who did not register. (This is the usual experience. Registration is not compulsory. The Congress in a sense is a come-one-come-all public forum.)

The program dealt with many phases of correctional work and was carefully prepared by a competent committee. The participants were outstanding in their respective fields and there was a very encouraging attendance of a serious tone at the general sessions as well as the many sectional meetings. The Proceedings of this Congress will appear in volume form in the near future.

At the opening session Mr. Cass announced that he had served as General Secretary of the Association for forty years and was its President and General Secretary in the year 1928. He indicated that he was withdrawing from the General Secretaryship of The Correctional Association of New York, to begin January 1, 1963, and that he would also relinquish his similar office with The American Correctional Association.

During the discussion of subsequent days, and before the annual business meeting, the sentiment was again voiced that the Association should cease to rely at all on its parent (The Correctional Association of New York) and should take steps to arrange for a central office at a new location and select a General Secretary to succeed Mr. Cass. To this end a committee has been appointed and is giving consideration to various proposals.

This action on the part of the national body coincides with the sentiment of The Correctional Association of New York in that with the retirement of Mr. Cass it is held to be in order to arrange a separation of headquarters and administrative responsibility. It should be noted here that there has never been any lack of appreciation on the part of the national body for the co-operation of The Correctional Association of New York; and it should be further noted that the relationship has been of mutual advantage. In other words, the child has been helped by the parent and in turn the parent by the child.

MODEL CORRECTIONAL SERVICES ACT

Both the General Secretary and the Associate General Secretary, as members of a drafting committee of The American Correctional Association to develop a model correctional services act, studied and reviewed the last draft proposed and suggested a series of important changes.

This model act, the joint project of The American Correctional Association and the National Council on Crime and Delinquency, when completed will be made available to the State Legislators throughout the United States as the Model Act for a state correctional department.

SERVICE TO OTHER STATES

The Association continues to receive numerous requests for information regarding the principles and practices in the field of correction.

Our views were asked by the Probation Commission of the State of Florida which is considering a work-furlough type law more commonly known as the Huber Act of the State of Wisconsin. Under this type of law selected individuals are permitted to continue to work on their job, returning to the jail in the evenings and on weekends. For

selected offenders the community is saved the cost of supporting the family of the offenders while he is incarcerated and the individual does not have the added disability imposed upon him of often losing his job. The administrative aspects, however, contain a number of difficulties which were explained to the State of Florida.

The Chairman of a County Youth Commission in the State of Florida asked for our views on juvenile court procedures and ways whereby the confidential information obtained as a result of social investigations on juveniles might be safeguarded against falling into the hands of the wrong people.

INTERNATIONAL

INTERNATIONAL LAW ENFORCEMENT - INTERPOL

We were most pleased to note that an article written by Mr. Goff on the White House Conference on Children and Youth appeared in International Law Enforcement, the publication of INTERPOL the International Police Organization. This article had originally been presented at a general session at the Congress of Correction in Denver, Colorado and was subsequently reprinted from the PROCEEDINGS of that Congress. Our gratitude was expressed to the editor of INTERPOL Magazine.

CO-OPERATION WITH UNITED NATIONS - UNITED NATIONS DELEGATES

The Association was asked by the Social Defence Section of the Secretariat of the United Nations to both meet with and arrange a schedule of visits for Mrs. Andre Koechlin, founder of Association de Feux-Verts, Canton of Geneva, visiting from Switzerland and for Sri Govind Sahai and S. C. Jamir, both United Nations delegates from India.

Mrs. Koechlin wanted to consult with both Mr. Cass and Mr. Goff on the problems of juvenile delinquency in this country and of experimental programs presently in operation here for the treatment of youth offenders. She is the founder and director of a semi-private organization in Geneva, Switzerland which receives from the courts of that country the commitments of youthful offenders aged 14 to 18 to seven small group homes that organization operates in Geneva.

Sri Sahai in addition to being a delegate to the General Assembly from India is also the Minister of Jails of Uttar-Pradesh India and together with Mr. Jamir, Parliamentary Secretary, Ministry of the Exterior was desirous of visiting institutions in the State of New York and in New Jersey. An itinerary was arranged for the Indian delegates

involving two days with Commissioner Kross and the institution of the City Department of Correction, visiting a county jail, a municipal lockup and a state correctional institution in New Jersey.

A "THANK YOU" FROM AUSTRALIA

Under date of August 29th Professor Kenneth O. Shatwell of Australia, who addressed our April meeting, expressed thanks and appreciation for our help to him during his stay in the United States, as follows:

"Our stay in the United States has been most profitable and instructive, and we have learned much which I hope will prove of importance in some reorganization of our state penal institution, and which in any case, will be invaluable in developing teaching and thinking in this important human field.

"I should have found it quite impossible to arrange a selective program of visits to the various states and the trouble you took in writing letters to the various state authorities on our behalf is very much appreciated."

Professor Shatwell is Dean of the Law School of the University of Sydney, Australia and conducted special lectures on invitation at the Law Schools of Yale University and New York University. He was also commissioned by his government to make observations of correctional practices in the United States.

SOUTH AFRICAN RESEARCH IN JUVENILE DELINQUENCY

Through a new contact in Pretoria, South Africa, we learn of a study of juvenile delinquency by Herman Venter entitled "Youth at the Crossroads," in which we note some very significant observations similar to those close to home. The study points up once more that the problems of juvenile delinquency are not peculiar to our own country and supports further the observations at the United Nations Congress in London in 1960 that the problem is pretty much worldwide and with no easy and quick solution. The following is a brief review of the book which appeared in a publication of The Penal Reform League of South Africa and is set forth herewith for its informative and educational value:

"The reasons for disquieting occurrences in the life-pattern of modern youth are analyzed with special reference to certain pertinent factors basic to our system of human values. Claiming rights for oneself also necessitates the acceptance of corresponding responsibilities or liabilities. These opposites always go together in all situations whether they be personal, social, national

or international, but today behavior is characterized by an attitude of "make and break as I please" with a complete disregard for the rights of others or of own responsibility. The modern family, in relegating its major functions to other institutions, lost control over its members thus failing to regulate and guide their conduct in accordance with accepted social norms. In today's school system the authority of the teacher is being flouted by parents and teacher working together for the ultimate well-being of the child, parents and children now get together in a kind of "unholy alliance" against the teacher. The attitude towards labour is no more one of pride and joy in work for its own sake, but rather of doing as little as possible in return for as much as possible. Morality and religion is considered to be old fashioned. Moral abandonment and licentiousness prevail. Instead of faith through religion there is a glorification of man's scientific and technological achievements. In the past material culture kept pace with spiritual culture and material values had their anchor in spiritual values. Today the situation has changed to one of disharmony. Millions are spent to make material culture blossom while the spiritual culture and values are neglected. The outstanding creations in the world of art, music, etc. are supplanted by galleries of cultural pathology without harmony or intrinsic value. In the absence of a feeling of security based on a strong system of values youth is seeking escape in such things as juvenile delinquency and ducttallism. Post-war delinquency has taken on a more serious trend."

CO-OPERATION WITH UNITED NATIONS - HONG KONG VISITOR

At the request of the Social Defence Section of the United Nations and continuing our long standing assistance to persons interested in the administration of justice visiting the United States from foreign countries, the Association arranged a schedule of visits and meetings for the Principal Probation Officer from Hong Kong, Mr. Holt-Kentwell during his short visit to New York.

Mr. Holt-Kentwell who was returning to Hong Kong after one year of study at Cambridge University spent several hours on two different occasions with Mr. Goff discussing the broad aspects of correction prior to visiting the Division for Youth START Center at Middletown, the City Penitentiary on Rikers Island and meeting with the staff of the East Harlem Protestant Parish, the latter a community after-care follow-up program for narcotic addicts in New York City.

Mr. Holt-Kentwell who has been working with the narcotic problem in Hong Kong for seven years expressed great hope in New York State's Metcalf legislation and congratulated the Association on supporting this medical-legal approach to a perplexing problem.

JAIL PLANNING - JOHANNESBURG, SOUTH AFRICA

A student at the University of the Wirwatersand in Johannesburg, South Africa, requested guidance regarding prison design and construction. He was amply supplied with reliable material, including photographs.

This item is noted as continued evidence of the knowledge of our existence in far-off places and the confidence with which inquiries are directed toward us.

PROFESSIONAL CO-OPERATION

In August the General Secretary received a request from the Honorable Paul Cornil, Secretary General of the Ministry of Justice of Belgium, seeking information with regard to institutions for mentally abnormal criminals and related special legislation. This information was given in full and under date of August 7th, Dr. Cornil replied in part as follows:

"I am most grateful to you for the very complete information you have sent me on August 2nd and August 3rd, about the institutions for mentally abnormal criminals. I will study them and if necessary I will call upon you again for further information.

"It is a pleasure to realize that I met you for the first time nearly 35 years ago and that I never called upon your kindness in vain."

It should be noted that Dr. Cornil is highly recognized internationally in the study and treatment of criminals and is also a member of a family that has played a prominent part in the government of Belgium for many years.

RELATIONS WITH MINISTRY OF JUSTICE OF NEW ZEALAND

Contact and correspondence by the General Secretary through the years with the Ministry of Justice of New Zealand has resulted in helpful guidance as reflected in recent legislation in that country. A recent memorandum received from the Secretary for Justice states in part, "I have a very happy recollection of your helpfulness in many directions."

**THE CORRECTIONAL ASSOCIATION'S
DIRECT SERVICE ACTIVITIES**

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DIRECT SERVICES

Throughout its history the Association has never ceased to provide direct assistance and services to the families of men incarcerated and directly to persons released from correctional institutions. A significant portion of the Association's funds are expended providing both material assistance and counsel in the "support and encouragement of reformed offenders after their release by affording them the means of obtaining an honest livelihood and maintaining them in their efforts of reform", and to ameliorate the severe and trying conditions to which the innocent families and children of offenders are often subjected while the breadwinner is incarcerated.

EMPLOYMENT AND RELIEF BUREAU

Another turn at bat. That one more chance could spell the vital difference between victory or bitter defeat in the closing moments of that final crucial inning. How the benched player sorely must yearn for 'just one chance', especially since earlier he had struck out when the team most had depended upon him! There could be no guarantee even now that he would deliver the winning run, but at least he would have his golden opportunity to redeem himself. The manager, on the other hand, feels justified to bench him for the good of the game. There's always next year. . . . Granted. But it would be today's haunting performance to be stamped indelibly into the record, as well as in the disappointed hearts of his teammates, not to overlook the long memories of the unforgiving fans.

Existence can be likened to baseball, with society the spectator—and the offender the hapless player, benched by his own inadequacy to face up to the pitcher, life itself! The record must stand hard by, but surely not as an unyielding barrier to obstruct the player's progress. Every player deserves his 'one more turn' the better to unleash that tremendous drive that will send him around the base paths, ultimately to score safely at home. Rehabilitation.

The released inmate, upon having been granted gainful employment, automatically has reached first base. To the employer who graciously extends himself, the long-established Correctional Association of New York, similarly dedicated to the welfare of parolees, discharged prisoners and those men in various institutions awaiting release, herewith conveys deep gratitude. But for you, so courageously giving proof positive to your own heartfelt compassion and faith in the less fortunate, this Bureau's ever-rising burden of placement easily might soar to insurmountable peaks. To the employer still negative in decision, the Association makes earnest endeavor to unreel every wonderful picture developed clearly out of the happy motion of aid-

ing any and such of our subjects in whose behalf we enter prayer with our plea.

As aforementioned, rehabilitation to the released prisoner represents the safe return to home base. The field is wide and open, with each base clearly marked and measured. The distance itself may appear not too great. However, to the runner confronted with terrific opposition it can indeed grow to wild dimensions. Nonetheless, a gratifying number do manage to come through safely, while there must always remain those who shall be tagged out. Leaving baseball now, the more seriously to focus our concentration upon the subject, certain rules must be set down for the released inmate. With unrigid discipline, he must re-school himself in such precious lessons as the true evaluation of freedom and equality; to accept and exercise properly his rights and privileges; and by no means the least precious of these, to appreciate fully the worth of friendship and trust as bestowed upon him by you, the wonderful employer, without whom none of these would have any concept. Dare we even question the value of gainful employment?

For the past twenty years the Employment and Relief Bureau has been under the able supervision of Mr. Harry Schwartz, who is credited with more than fifty years' experience in the field of crime treatment and prevention in New York City. Mr. Schwartz' activities entail among others, personal contacts with employers, countless visits throughout extensive and far-flung areas and fields of practice including commercial houses, factories, mills, garages, laundries and stores. We note with no little pride that even where no actual placement had materialized, our representative nonetheless had been received with utmost respect and good will on the part of all visited.

The Bureau is more than mere employment exchange. It is confronted daily with incessant problems of financial stress, inadequacy of conventional clothing, lack of transportation to job locations, proper tools, union dues and fees. Following careful investigation the necessary assistance is granted discriminately and in the case of those clients who through prolonged illness no longer are capable of self-support, the Bureau provides the required aid and guidance throughout the critical period of adjustment. Our program likewise assures aid to families and friends of clients, with referrals to welfare agencies properly equipped to extend long-range and permanent financial assistance and support.

It is not possible to record all of the everyday activities of the Association which are so very important to individuals seeking assistance. Typical of the calls and interviews received were the request of a rabbi for assistance in locating the father of one of his congregation who it was believed had died in a New York correctional institution seventeen years ago. Very little information was known about this

man yet we were able to refer the rabbi to four separate sources where he might obtain the necessary information. In another case the brother of an inmate at Sing Sing came to the office asking how he could get his brother home immediately as his father had died just four hours earlier.

The Association is constantly receiving requests from inmates and releasees for sometimes unusual help. During June such assistance was sought by an inmate at Green Haven Prison.

Eight months prior to his return as a parole violator, the inmate had lost one eye, and had been advised by his doctor that it would be some time before the tissue would heal sufficiently so that he might be fitted for an artificial eye. Being returned to an institution left the inmate without the money to obtain the eye when the injury had healed sufficiently. Seeking assistance since the State could not provide the necessary prosthetic, the inmate turned to The Correctional Association. After making numerous telephone calls we finally located the agency which might provide the eye and so advised the inmate. Needless to say he was extremely grateful for our help to him with his somewhat unusual problem.

On the morning of April 10th, a pitiful example of human being, accompanied by his nephew arrived in our office pleading for medical help to overcome his thirteen-year narcotic habit. The nephew who had accompanied this man to innumerable agencies stated that the uncle remembered the assistance that the Correctional Association had given him several years before and said that we would help if anyone would. This man who was in very poor physical condition and who was actively seeking medical help at the time, urgently required hospitalization. His family which was marginal itself could no longer stand the burden. His situation which was desperate was a threat to the community and corrective measures were therefore imperative.

Through a personal contact of Mr. Goff's arrangements were made for this individual to be interviewed for admission to Manhattan State Hospital, the New York City hospitals having a waiting period of five weeks before admission. A check on April 17th disclosed that the man was interviewed at Manhattan State Hospital and was processed for admission.

While some of these requests are relatively simple to handle, the answers are extremely important to the individuals involved and illustrate one of the everyday less dramatic roles the Association plays in the community life of the State of New York.

Statistics for Employment and Relief Bureau for 1962

Office interviews	2,130
Telephone consultations ¹	1,237
Different persons interviewed	2,058
Men released from New York City penal institutions ..	871
Men released from New York State penal institutions ..	1,040
Men released from out-of-state penal institutions ..	33
Men released on probation	65
Relatives of prisoners concerning employment	49
Meals provided	619
Night lodgings provided	2,501
Employment contacts made by personal visits (approx.) ..	500
Men placed in employment	498
Men given cash relief	1,382
Total amount spent solely for relief (includes cash, meals and lodgings) ²	\$10,682.55

FAMILY SERVICE BUREAU

Through the year 1962 the Family Service Bureau continued its long established service of rendering understanding, guidance and counsel to families of men who are incarcerated in City, State and Federal Prisons. The basic purpose of the Family Service Bureau is to create a feeling on the part of the families of prisoners that someone is interested in their problems and concerned over their welfare.

When husbands and fathers are suddenly removed from their homes, the wives are left behind to carry the burdens of financial care, loneliness and despair. The fact that "someone cares" is far more important than the material help which we are able to supply for emergency purposes. Wives are determined in most of our families to carry on despite seemingly overwhelming odds. This is an inspiration in itself. The battles that children of prisoners must face in the taunting of their childhood friends—so often one of the cruel but inevitable realities a child must meet—is but one of the major situations requiring our help. It may mean that to solve the problem the family will have to be moved from the neighborhood in order to give the children a new environment, or it may mean that the Family Service Bureau worker will have to have a conference with teachers and school principals to iron out difficulties. There is a limit to human endurance and many seem to be at the breaking point until they find the presence of people who know and understand their unusual problems. Many times the recounting of similar problems of others provides the necessary incentive to carry on. Discussion of

¹Includes clients, parole and probation officers, agency and institution officials.

²Includes outlays in the sums of \$2,400 from the Grand Street Boys Fund.

problems in an open and frank manner oftentimes results in families becoming aware of solutions to their difficult problems.

Our Family Service Bureau worker strives to help individuals to learn to help themselves under trying circumstances. While this cannot be accomplished by either the Association or the family in a day or a week or even a month, there is nothing more gratifying to the Bureau than to note a growing sense of independence among the families coming to our attention. While this is stated easily in a few words, the process covers considerable time and painstaking care between the Bureau and the family. Included may be referrals to cooperating agencies, child care units, medical and psychiatric centers, Housing Administration, schools, camps and a number of other contacts necessary to bring about as normal a life as possible to these families.

We maintain a close affiliation with the families under our care through monthly consultations and periodic home visits. This is important for the wives and mothers of those men who are incarcerated to know that there is someone "who cares" about their various problems. By visiting the homes we frequently find even a greater need than the client had stated or possibly wretched living conditions that are dangerous and unhealthy and which our Family Service Bureau can report to either the Board of Health or to the Housing Authorities.

Special attention is given to the need of mothers and children to experience a restful vacation period either in camps or vacation homes. In this endeavor we use cooperating camps operated by churches and private and public agencies. In many instances the Association pays the expenses involved in addition to financing the needed extra clothes, travel, medical examinations and insurance expenses.

During the Christmas season the Association conducts a special holiday appeal for extra funds to cover the costs of a happy Christmas season for the children. Toys are given or purchased and funds made available for special holiday meals. This is a traditional service conducted by the Bureau for many decades. The good will engendered and the emphasis given to the spirit of Christmas is a most satisfying experience and the Association is grateful to those who contribute each year that "extra" money to assure a Merry Christmas for those less fortunate.

During 1962 the Bureau added a new service for women coming out of institutions on parole. While in prison these women are taught a trade such as power machine operating, waitress, typing, et cetera. They are referred for jobs by the State Department of Parole. As most of these young women are unattached they have no one to help them pay their fees to apply for a job, and after starting to work to get back and forth from their homes which usually is a furnished

room where deposits have to be made in advance. The Association gives financial emergency assistance to these women so that they are able to feed themselves until their first paycheck. Very frequently the Family Service Bureau of the Association pays for medical bills, dentist bills and glasses, if needed. In many cases the women are in need of presentable clothes to apply for a job. The parolees have been found to be very cooperative and grateful for the help given them. Many of these women were very young when they first left their homes to go to work and shift for themselves. They are anxious to live a normal life and return to society and with a helping hand many of them do.

The following are a few typical cases the Family Service Bureau covered during the year:

"John,* 8 years old is a small undernourished bewildered child who just sits and stares into space when spoken to. He is one of 7 children. His father, a recidivist, spent no time with his family. John* had been shunted from school to school as no one wanted him inasmuch as he quarreled and took things that his mother was never able to get him. Even the park attendant where he was sent to play had asked him not to come on the grounds. When he was six years old he was sexually attacked by a psychotic uncle. When the mother came to us she needed money to take the child to and from a mental hygiene clinic. Also, the mother had no funds for clothing for John.*"

Our Family Service Bureau was instrumental in referring John's* mother to a mental hygiene clinic and emergency funds were given for immediate use until the Aid to Dependent Children could be completed for the family.

"A nine months old infant is in the hospital for treatments of a very painful condition and if these treatments are not successful he will have to be operated on to remove growths from his rectum. The mother, 28 years old has two other children. Her husband, a narcotic addict with paralysis of the right hand is incarcerated in a Federal prison and is restricted from writing to his wife as he was involved in a prison strike. With all these troubles she developed a nervous condition and constantly digs her nails into her flesh. She needed money for carfares to and from the hospital to visit her infant twice a day whom she fears will not live."

Our Family Service Bureau was instrumental in getting the Department of Welfare to provide a housekeeper so that Mrs. M.* could have some bed rest for several weeks to give her ulcerated legs a

* All names and initials are fictitious.

chance to heal. We were also instrumental in having the Department of Welfare provide funds for the fare to occasionally visit her husband. Money was also provided for the mother to visit the infant.

"Ben*, 17 years old is reaching out for acceptance. Since the age of ten when his mother remarried he was rejected by his stepfather. He was treated harshly and continually forced out of the home. He was found by a policeman asleep in a park and turned over to a shelter. The stepfather resented his wife's love for her son as she wanted him back in the home.

Ben* is in a training school but needs many things which his mother cannot afford to send him. The stepfather is an epileptic and there are 3 stepsisters in the home. She is receiving Aid to Dependent Children and has had no money to go and visit Ben*."

Our Family Service Bureau gave money to buy Ben much needed warm gloves and a sweater and the fare for his mother to go and visit him. The mother was in dire need of overshoes for stormy weather and we provided her with the money.

"A nervous 28 year old mother of 4 children with a husband in prison is overcome with her many problems. She had just started to work but was compelled to give it up as her daughter Jane* born with a dislocation was operated on and is in a cast from her chest bone to her legs. Tom*, 6 years old has to have the eyeball of his left eye removed.

The mother who is very conscientious has become anemic due to all her troubles and now weighs only 90 pounds. Although she receives Aid to Dependent Children, at this time a few more dollars would help her to carry on until the hospital visits are completed."

The Family Service Bureau has given not only money to Mrs. T* but continual psychological support and been instrumental in getting special shoes, braces, etc. for the crippled girl. Again there was no money for carfares and she had to take it from the limited food budget. The Family Service Bureau was instrumental in assisting by giving funds until the Department of Welfare could complete their investigations.

"At a very early age Mrs. B* relates that she was on her own. She is only 19 years old and has a baby out of wedlock. Her father has an amputated leg and her mother is pregnant with the 11th child. She had no opportunity for proper direction and was sent to prison as a wayward minor where she learned power machine operation.

* All names and initials are fictitious.

"Now she is released on parole and is living with a married sister whose husband is superintendent of a building and who just returned from serving time in the Penitentiary. They have four children and cannot give Mrs. B* money for carfare to go and look for a job or feed her.

The Family Service Bureau counseled and gave Mrs. B* money for food and carfare until she received her first salary.

"DEAR MRS. LOVEJOY:

I want to thank you for all the assistance you have given me through the last few years. Besides financial help, you gave me courage and hope when I was so desperate. I say a special prayer for all who have helped me and others who are in so great a need of help. I cannot imagine any other way of thanking you.

My son John* and I are now being taken care of by the Brooklyn Bureau of Child Guidance. The children and I are all happier now that their daddy is home. Not everything is perfect but it looks promising.

I hope the agency will continue to help others. You are a wonderful person."

Affectionately
M. A.*

"DEAR MRS. LOVEJOY:

I am writing to say thank you for the help you gave to us while my husband was incarcerated. My husband was released on the 13th of July. He also shares my feeling of gratitude. There are words I'd like to say but words fail me. It only makes me feel that the people in New York and the people that sponsor your organization are the greatest.

Thank you again."

Sincerely yours,
Mrs. and Mrs. C. J.*

"DEAR MRS. LOVEJOY:

This is a note of appreciation for all you have done for me and my family.

I'm not much for talking, but I've got a heavy heart as you know. I know God will reward you for your generous gifts to me, you are a wonderful warm person and I thank my friend from the bottom of my heart for letting me meet you.

God Bless you. I'll pray for you every day and night as well as my children and husband. Thanks again."

Very sincerely yours,
Mrs. F. R.*

* All names and initials are fictitious.

Statistics for Family Service Bureau for 1962

Families in active category January 1, 1962	95
New cases accepted	55
Cases reopened	15
Total number of cases during year	165
Cases closed	67
Families in active category December 31, 1962	98
Total amount of financial assistance	\$9,578.75
Families provided with Christmas dinner and toys (total of 168 persons)	41
Children and mothers sent to summer camps	78
Families visited in the home	217
Office interviews	788
Agency visits	278

**THE CORRECTIONAL ASSOCIATION'S
LEGISLATIVE ACTIVITIES**

LEGISLATION

Keeping alert to the various bills introduced into the Legislature is one of the activities of the Association and as in the past, in 1962 we remained in close contact with the legislation dealing with our area of major interest, lending our support to those bills representing progressive steps in the administration of justice and opposing those we found to be contrary to the best interests of sound penology and the protection of the community.

The following bills are illustrated since they were of great interest to us during the days of the Session and a number of them coincided with our recommendations to the Legislature.

Senate Intro. 478 — Public Defender

The bill extends the provision of the public defender plan to up-state counties. We supported this bill. Now Chapter 881, Laws of 1962.

Senate Intro. 564 — Good Conduct Certificates (Assembly Intro. 1085)

Permits issuance of certificate of good conduct by parole board pursuant to executive law, to person previously sentenced to imprisonment for life who has been paroled and discharged therefrom. We approved this bill. Now Chapter 107, Laws of 1962.

Senate Intro. 1600 — Council on Drug Addiction

This bill we supported because to some extent it provides for the transfer of some drug addicts from the penal atmosphere and gives them the opportunity for hospital care and treatment with certain controls. This bill was also part of The Governor's program. Now Chapter 204, Laws of 1962.

Senate Intro. 2117 — Birth Certificate of Child Born in Prison (Assembly Intro. 770)

The bill provides that there shall be no specific statement on birth certificate as to fact that child was born in prison. We supported the bill. Now Chapter 365, Laws of 1962.

Senate Intro. 2302 — Budget Bill

This bill contains support of the work of the Judicial Conference. We gave it our support. Now Chapter 134, Laws of 1962.

Senate Intro. 2314 — Budget Bill

Increases the State Parole Board from seven to nine members. One reason for our support of this bill is the belief that it will result in

more time being given by parole board members in arriving at a decision for fitness for parole. Now Chapter 549, Laws of 1962.

Senate Intro. 3164 — Extends Powers of Commission to Study and Revise the Penal Law and Code of Criminal Procedure

This bill extends the life of the above Commission and charges it with the additional responsibility of studying the Correction Law. This latter addition coincides with our views. We urged its inclusion and thus approved the bill. Now Chapter 548, Laws of 1962.

Senate Intro. 3262 — Discretionary Sentence Reduction

We gave considerable time and interest to this bill. It provides that prisoners may receive a certain amount of time credit on the unexpired portion of their maximum provided they fulfill specific requirements set forth in the bill. We approved this bill. Now Chapter 826, Laws of 1962.

Senate Intro. 3494 — Establishes Family Court in Each County

This bill is a follow-up of the constitutional amendment voted by the people last Fall and is intended to make for better organization, control and all around efficiency. We gave its objective our unceasing support, as we did in prior sessions of the Legislature. Now Chapter 686, Laws of 1962.

Senate Intro. 3716 — Establishes Criminal Court in New York City

This bill is also a result of the constitutional amendment voted by the people. It is intended to make for better organization, uniformity of action and better control over the courts, including judges. We gave it our support as we did the above bill while certain measures were before the previous Legislatures. Now Chapter 697, Laws of 1962.

Senate Intro. 3850 — Removal of Sick Prisoners from Jails

This bill provides that in addition to a county judge, a supreme court judge can authorize the removal of a sick prisoner in emergency cases from a county jail to a local hospital. We gave it our support. Now Chapter 538, Laws of 1962.

Senate Intro. 3955 — Supplemental Budget Bill

This bill provides funds for Sentencing Institutes (page 89). It fits in exactly with our proposal re: institutes on sentencing and therefore had our support. Now Chapter 263, Laws of 1962.

Senate Intro. 2650 — Transfer of Defective Delinquents to Dannemora State Hospital

This bill facilitates the transfer of those who become mentally ill while serving time at the Napanoch institution to the Dannemora State Hospital. Various departmental and judicial safeguards are in-

cluded in the bill. This bill had our approval. Now Chapter 393, Laws of 1962.

Senate Intro. 3455 — Permits Transfer of Certain Defective Delinquents to Jurisdiction of Department of Mental Hygiene

This bill is a good move and we supported it. It allows for the transfer of certain mentally defective inmates who can no longer profit by the program of the institution at Napanoch to more suitable programs and institutions identified with the State Department of Mental Hygiene. Now Chapter 463, Laws of 1962.

Assembly Intro. 1127 — Youthful Offender

This bill amends the Criminal Code to provide that taking into custody of youth for offense for which he is subsequently acquitted or adjudged youthful offender, shall not be deemed an arrest. We supported this bill consistent with our attitude in previous years that an arrest followed by acquittal should not be a stigma or handicap in later years. Vetted by the Governor.

Assembly Intro. 2822 — To Authorize the Division for Youth to Establish Non-Residential Youth and Work Training Programs

This bill provides for youth and work training programs to prevent and control juvenile delinquency and to advance youth well-being, and to fix provisions as to non-residential training programs. This bill we supported. Now Chapter 484, Laws of 1962.

Assembly Intro. 3458 — Subsidy for Probation Services

This is a budget bill allowing for State support for probation services in various localities, including New York City. We approved it. Now Chapter 132, Laws of 1962.

Assembly Intro. 3495 — Compensation to Youth Camp Residents

This bill permits compensation for work performed by residents of youth camps under the guidance of the State Division for Youth. It is an incentive medium and intended to relieve any feeling of forced labor. We approved this bill. Now Chapter 287, Laws of 1962.

Assembly Intro. 3947 — Credit for Time Spent at the Napanoch Institution

The purpose of this bill is to provide that time spent in the State Institution for Defective Delinquents, as well as other institutions, shall be calculated as part of the term of sentence imposed upon per-

son convicted of crime, including person subject to parole by the Parole Board. Approved. Vetoed by the Governor.

Assembly Intro. 3948 — Payment for Maintenance of Persons in Certain Institutions

The purpose of this bill is to arrive at an equitable amount to be charged for the maintenance of persons held in jails or penitentiaries as vagrants or felons. Legislation in other years advanced the amount to \$5.00 per day but this bill would allow for a greater or lesser amount depending upon proof of actual cost. We approved this bill. Now Chapter 278, Laws of 1962.

Assembly Intro. 4504 — Grants to Division for Youth

The bill authorizes the Division for Youth to accept grants and gifts for purposes of the division, and to expend the same therefor. We supported this bill. Now Chapter 306, Laws of 1962.

Assembly Intro. 4905 — Bail Bond Agents

This bill ties in with one of our recommendations to the 1962 Legislature in which we urged increased control over bail bond agents. The bill relates to the licensing of bail bond agents and their increased general oversight. We approved this bill. Now Chapter 545, Laws of 1962.

Assembly Intro. 4924 — Establishment of Civil Court, New York City

This bill ties in with the constitutional amendment approved by the people last Fall for the reorganization of the State court system. As indicated earlier, legislation was passed this year establishing a criminal and civil court for the City of New York as well as a Family Court. We continued to approve this movement for better court organization, operation and control. Now Chapter 693, Laws of 1962.

Assembly Intro. 5131 — Sentencing Institutes

This bill, as indicated earlier in this report, was a major accomplishment in support of our recommendations to the Legislature for several years that provision be made for Sentencing Institutes to provide machinery similar to that possible under Federal Law 85-752.

Again, as indicated earlier in this report, it is worth repeating that we have reason for deep satisfaction with this result and it is hoped that in the course of time these institutes will prove a source of enlightenment in various ways to the judiciary. Now Chapter 547, Laws of 1962.

APPENDIX A

GUIDELINES

WORK CAMPS FOR YOUTH IN TROUBLE

Donald H. Goff

PREFACE

This is a statement of Guidelines for Public Youth Work Camps for young men, 16-21 years of age, who are in trouble with the law.

It has been prepared for use by state legislators, civic leaders, correctional workers, community welfare councils, people concerned with institutional care, and others interested in the development of residential work camps as one type of facility within a total program for the rehabilitation of youth in trouble.

The Guides stated herein are drawn substantially from workgroup discussions at a Consultation on Public Youth Work Camps sponsored by the National Social Welfare Assembly in October 1960 and attended by national, state and local leaders from states which have established such camps.

GUIDELINES

The goal of programs for delinquent youth is to develop individuals able to function in socially constructive ways. Work Camps for youth have been found to be *one* approach to this goal for selected individuals who must be removed from the community and placed in a residential setting.

Many special values and resources are available to work camp programs. The natural rural location coupled with the informality of camp life offers a foundation on which social redirection can be built. Work camps provide an informal atmosphere sufficiently organized to be conducive to learning good work habits and social skills under the direction and influence of wholesome adult leaders. The outdoor setting for new experience represents a break with the traditional activities of the home community where the boys have experienced failure. The camp provides space for vigorous physical activity and the adventuresome challenge of work in the out-of-doors. Camps also offer a significant opportunity for vocational counseling essential for the personal development of youth.

Young men with problems serious enough to make necessary their commitment by a court and removal from society need expert professional help in working out their difficulties. Pine trees and outdoor

living of themselves cannot unravel the adolescent's major difficulties. The camp setting does afford an easy, relaxed youth-adult relationship that permits trained adults to help the young men develop a feeling of worth as individuals and gain self respect, self confidence and self control. Such relationships are more difficult to establish in a large institutional setting.

While camp programs offer a means of helping individuals to view life situations less defensively and to obtain a greater measure of self direction and self discipline, there is no magic about the camp concept. Camps cannot be considered *the panacea* for treating all youth in trouble. They represent but one of a range of diversified residential services for meeting the needs of specific youth in trouble. The work camp should be viewed as part of the total community's program of residential facilities and services for guiding and redirecting errant youth.

I. PLANNING

A governmental unit must consider work camps in relation to its over-all legislative, financial and treatment plan for youth in trouble.

Work camps for youth in trouble should be viewed as only part of a total program consisting of courts, probation services, mental hygiene clinics, residential facilities and after-care services. A continuing re-examination of all services is imperative to ensure that the total program for errant youth is integrated and that there is no conflict in the services. When developing new programs, the existing facilities and services should be reviewed with the objective of maintaining unity of philosophy and practice. Such a review may point to a lack of facilities available for selected groups of adolescents which could be met by work camp programs.

An important part of planning must be methods suitable and available for the selection of those young men who can benefit most from camp placement. To maintain informality and relative freedom of camp life, the selection plan should provide for grouping young men with similar intellectual and emotional problems. Factors for consideration are the seriousness of the problem, the intelligence level and the social maturation of each youth. Those selected need physical, psychological and emotional maturity sufficient to permit camp programs to be conducted in an informal atmosphere with minimum regimentation. Those who require more direct supervision and control should be assigned to another treatment service.

For work camps the age group to be considered should generally be youths 16-21 years of age who are no longer under the compulsory education attendance age of the state.

II. PROGRAM

The purpose of the program of work camps is the redirection and development of youth in trouble through an emphasis on work programs supplemented by vocational as well as individual and group counseling, education opportunities, spiritual guidance, organized and informal recreation, and other services.

Camps emphasize work programs, especially conservation of natural resources, as a medium of rehabilitation. Trail cutting, forest fire fighting, picnic and camp site improvements, and fish, game and water conservation are examples of useful work programs. Numerous other community service projects can be undertaken with the material results being a valuable by-product for the public. Participating in such constructive and productive activity is developmental in itself.

A well rounded counseling program must be provided to help youth to understand and benefit from the every-day situation of working and living with others. On-the-spot staff guidance and organized individual and group counseling constitute the real core of the camp program to help youth overcome their personal problems. Intensive therapy should not be considered a part of program as youth who require deep psychotherapy do not belong in a camp.

The camp also provides an ideal opportunity for vocational counseling. Camp work experience gives the individual a basis for evaluating his vocational interests and abilities and vocational goals to pursue on his return to the community.

While camps are not "rural schools", education should be encouraged and opportunity afforded for educational improvement. An emphasis on outdoor education and the adult evening school can create greater desire for educational improvement among the youths themselves. The education program should be integrated with other work and activities performed by the boys. Mathematical calculations necessary to measure trails and camp sites can stimulate interest in a remedial arithmetic program. Curiosity about the biology of plant life surrounding the camp can be directed towards a program in biology. Diversification in work projects and camp maintenance provides youth with an opportunity for vocational education exploration in real situations.

Spiritual guidance is needed by youth in trouble. Many have had little or no religious training in their faith and others have rebelled against the teachings. Religious services are important. Pastoral counseling by visiting chaplains and guidance and counseling by a mature staff of the camp can be very important in the future life and behavior of the individual.

Organized and informal recreation acts as a safety valve for pent-up energy and provides relaxation which all individuals need. Recrea-

tion in a camp program need not be elaborate. It should not be used as a fill-in but should be a planned part of program. The availability of outdoor space for athletics must not overshadow the recreational requirements of less active individuals. Recreation should introduce youth to activities which they can carry into community life upon their return.

III. STAFF

Selection of qualified staff must have top priority. The close interpersonal relationships of youth with staff, representing authority, is of key importance in camp program directed toward modification of attitudes of youth in trouble.

The crucial factor in achieving camp objectives is a well-qualified imaginative staff. Unless it is possible to recruit people who have warmth, understanding and technical skills, the camp will not succeed.

The goal of camps for youths in trouble is to foster growth in self understanding, in learning to live with different kinds of people and in developing a better sense of direction and attitude toward life and work. With staff and youth in close every-day contact the staff must present by example an image to which youth can aspire. The relationship of staff to young men should be open, free and comfortable. The staff should demonstrate qualities of emotional maturity and warmth of understanding for the problems of the individual youth and his responsibility to others.

The unique skills of each staff member should contribute not only to camp maintenance but also the long-range purpose of youth development for which the camp was created. Daily staff operations must be compatible with treatment and directed to the attainment of this goal. Work supervisors should help youth move from a concept of work as discipline to a concept of work which provides personal satisfaction.

Recruitment of staff qualified for such responsibilities may require revision of job descriptions, qualifications and selection methods. Standards should be established for number of staff, training and experience required for each position.

Teachers should use their skills in education to develop in young men a recognition of the excitement and satisfaction of acquiring knowledge, rather than just academic credit. With proper guidance by a skilled teacher in pre-camp and in-service training, some personnel who are not teacher-trained could conduct education programs in small facilities.

Counselors should be able to work, on occasion, along-side youth in conservation and maintenance projects. It is beneficial for adolescents to know adults in varied helping roles, not only as counselor, teacher, or recreation specialist. This periodic inter-change of functional roles

helps staff to understand the stresses, frustrations and accomplishments experienced by adolescents in the work program.

It cannot be expected that highly trained therapists should be full-time staff members of most camps. Furthermore, adolescents referred to these settings should not be extremely disturbed individuals who require intensive therapy. Consultations and part-time service of professional people such as psychiatrists and psychologists can be valuable in supplementing the full-time staff and in the treatment process. Since the camp director will be primarily an administrator, there should be at least one assistant director to organize and supervise the counseling program. This professionally trained supervisor should be primarily concerned with the training of alert, preferably college level counselors, who will be responsible for group and individual counseling.

IV. AFTER-CARE

Reintegration into the community upon return from camp is a vital part of the total treatment process.

For a period in an adolescent's life society has removed him from his home and placed him in a residential camp to help him prepare to return to the community to live a socially constructive and self satisfying life. This requires a carefully planned and executed after-care program for each young man.

After-care planning should be initiated as each youth is considered for camp placement. The functions of the after-care worker should be carefully explained to boys and to camp staff members. Personal problems of the youth, such as parental relationships, school retardation, and peer group stresses should be explored so that remedial steps can be undertaken. After-care planning should include parental involvement in a community family counseling clinic, public housing officials to effect more adequate future living accommodations, the initiation of school return procedures if indicated, the inculcation of necessary vocational skills and work attitudes and the establishment of cooperative relationships with community vocational counseling agencies prior to the crisis period of release. Youth who are ready to assume societal responsibilities emerge from a camp program confidently prepared for return to community living.

After-care planning should not be looked upon as the staff's resolution of problems. Staff and youth planning together, with staff serving as interested resources, will not encourage dependency. Self-initiated action by the adolescent should be central to after-care planning. Staff should marshal resources in the community to which the youth will return to assist his transition from camp. However, it is squarely the youth's responsibility to seize opportunities for a productive, contributing life, even though opportunities may seem meager and unattractive.

V. ADMINISTRATION

To ensure the integration of the camp program into the state's total effort to redirect youth in trouble the administrative organization should coordinate the work camp program with other programs, services and facilities both public and private.

Responsibility for camps should be placed with the agency responsible under the statutes for treatment and care of delinquent youth. A state agency such as the Department of Welfare or Correction, Youth Authority or Youth Division, should have the primary responsibility for camp program in cooperation with other state departments. Whether the agency responsible operates the camps or acts as a supervisory body with inspection and standard setting authority, the need for administrative oversight of camp programs is necessary to effective service.

The parent agency should formulate policies, procedures, regulations, and set standards for administration, organization and supervision of work camp programs. The administrative structure should allow for adequate diagnostic and classification processes to make certain that those assigned can profit best from the camp experience.

While the overall administration will want a diversified program when several camps exist, the administrative responsibility must be constant throughout the entire camp system in order to maintain fiscal control and to allow for long-range planning. The overall organization should ensure that each camp provides for an administrative unit responsible for the general direction, physical maintenance, food service, medical service, fiscal and business management in the local camp. The camps, while small in size and informal in operation, should have a definite philosophy with stated policies and rules compatible with the overall philosophy.

VI. PHYSICAL PLANT

The buildings and grounds which comprise the physical plant should represent the physical manifestations of the philosophical objectives of the camp.

As the physical expression of objectives and goals of the camp, the physical plant must allow for a functional program, provide for a self-sufficient unit and reflect the health and safety rules required of any residential building or school housing adolescents.

Structure and size of the residence units, administrative offices, dining facilities, and recreation rooms affect the amount and type of guidance needed and the program emphasis. The natural setting allows for buildings arranged to capitalize on the aesthetic beauty of nature.

Site selection must take into consideration proximity to work opportunities, transportation, communication, utilities and the local community which becomes the psychological home base for both youth and staff.

The accommodations of a camp should be planned so that the number of youth involved is small enough to develop and maintain a relaxed informal atmosphere, yet large enough to include the various specialized services needed for good operation. Forty to fifty is the recommended maximum capacity in work camps for the rehabilitation of youth in trouble.

VII. COMMUNITY RELATIONS

A community relations program must be well planned and executed so that the social atmosphere of the immediate surroundings of the camp is conducive to a constructive program for youth in trouble.

The social atmosphere of the surrounding community colors the camp's program. Residents of the nearby communities will view the camp as first presented to them as well as from their subsequent experience with staff and boys. Prior to actual operation, the camp's function, procedures and program should be reviewed and discussed with local leaders. The assistance of local citizens during the early planning stages can create a community reaction favorable to the camp. Knowledge of the long-range goals for youth and the values of community improvement projects can offset a natural suspicion and community aloofness which undermines the camp's treatment program.

Good community relations involve the community and develop recognition of the camp's need for cooperation and support. Camp life should include the use by campers of local community resources such as church, recreation, social, educational and commercial organizations, as well as community participation in the camp.

Citizens should be encouraged to take an active interest in the philosophy, procedures and problems of the camp operation and to offer suggestions as to how local resources and environment can enrich program.

Active voluntary participation by citizens, teachers, doctors, clergymen, lawyers, business men and other citizen leaders can help adolescents understand that many individuals are motivated by sincere, unselfish goals. A citizen advisory committee, with representation from the nearby townships, should be considered.

VIII. RESEARCH

Evaluative research which is creative and objective should be part of any camp program as a continuing aid to the quality and effectiveness of program and a guide to upgrading the camp operation.

Findings of research should provide a blueprint for camp program improvement and direction for future development of work camps as one approach to serving youth in trouble. Evaluation of program effectiveness is a primary goal of objective research. A work camp provides a laboratory rich in opportunities for research which goes beyond gathering of statistics or superficial surveys. Inquiry into the dynamics of human behavior is possible in this setting.

Camp administrators should encourage staff to participate in projects designed to evaluate camp operations, as well as to cooperate in other professionally sponsored research. However, it is important to observe safeguards so that the primary objective of the camp program, the rehabilitation of youth, is in no way jeopardized.

There is a responsibility to communicate and help to implement the knowledge acquired through research. The results of research should be fed back to the camp staff and, through a central research unit, to others interested in residential programs for youth in trouble. The findings can also provide basic information on the dynamics of behavior which will add to the general knowledge of youth behavior and development.

These Guides are based on the best available information on work camps for youth in trouble. They should not be construed as final criteria nor complete in scope. As more experience in operation is attained and more research findings become available, additional guides or a modification of the foregoing may be indicated.

The work camp concept for youth in trouble represents a refreshing emphasis in rehabilitation programs. However, the concept, program and organization need continual study, re-evaluation and refinement.

APPENDIX B

STATEMENT OF E. R. CASS —

DEDICATION OF E. R. CASS YOUTH REHABILITATION CENTER — March 1, 1962

It is not possible for me to fully express the sense of pride, honor and humility, welling within me today. I can truthfully say that throughout the half century I have been identified with this field, never have I felt so honored yet so humble.

I am regarding this ceremony as an indication of the respect and feelings the State of New York has toward an organization founded 118 years ago by sincerely dedicated and motivated men who believed in the dignity of the human being and abhorred all that degraded mankind—The Correctional Association of New York. Founded on the tenet that youths in difficulty with the law need training and discipline, understanding the treatment and not harsh and cruel punishment which only tends to make more confused and embittered young adults, The Correctional Association of New York is seeing in the opening of this camp its philosophy endorsed.

Those who met on a bitter cold night in December of 1844 in New York City—William T. McCoun, Vice Chancellor of New York State; John Jay, Chief Justice of the Supreme Court; John W. Edmonds, President of the Board of Inspectors of Sing Sing Prison, later Justice of the Supreme Court; and the indomitable Horace Greeley have been followed by the outstanding men and women of each successive generation—D. E. C. Wines; Dr. O. F. Lewis, Dean Sage, brother of State Senator Henry Sage of Albany County; R. P. Dugdale, author of the famous Jukes Family Study; G. Howland Shaw; our President, Mr. Chambers, Mrs. Ballantine, Mr. Powell, and Mr. Schulte of our Board who are here today, and many others who have or are still making an impress for progress because of their warmth of interest. These are the people who have made today possible for me since they sustained the organization as the vehicle for my operations.

I am also pleased to note the presence of my colleague on the State Commission of Correction, Commissioner McGinnis.

For me personally this ceremony has a nostalgic effect for it takes me back to the beginning of my career with the Children's Aid Society in the operation of their summer camps, their Newsboys Home on Chambers Street in New York City, and the Farm School at Valhalla in Westchester County. Then as now there were those who condemned the entire younger generation, having lost all con-

fidence in the young people of the times. But as now there were those of us who believed that moral training and character building and not harsh punishment was by far the best approach to putting misguided youth on the right track. The confidence expressed 50 years ago in 1912 was repaid just five years later when many of the youngsters who had been looked upon as being irreparably damned to a life of crime, with honor and courage defended our country in the First World War.

I see all around me today evidence of those who maintain the same beliefs, confidences and hopes. People like Sam Aldrich whose faith in youngsters is evidenced by his enthusiasm and industry in laboring in their behalf. This is a refreshing and inspiring observation. One quickly realizes that he, having received and enjoyed many of the good things of life, has now dedicated himself to serve youngsters less fortunate.

The revitalization of interest by our State Government in troubled youth so earnestly supported by Governor Rockefeller and with whose interest it will continue to grow, will make for a milestone in behavior treatment with just emphasis on youth and should be worthy of emulation beyond the borders of our own State. On behalf of those of us in correction who are aware of your endeavors—Governor Rockefeller—I would like to express at this time our appreciation. In you we feel we have a leader and friend for humanitarian attainments.

For me the cycle is beginning to close. I began my work with youth and now I am here at this Youth Rehabilitation Center for youth in need of help. If I have been able to contribute any of my talents, time, beliefs and philosophy which have culminated in this project I am deeply thankful. If I have been able to play even a small part in insisting that the dignity of man be upheld, even for those who have offended against our society, I am grateful.

Again let me express my thanks for this recognition which I shall hold as the crowning tribute to my career.

THE CORRECTIONAL ASSOCIATION OF NEW YORK
GENERAL FUND
STATEMENT OF INCOME AND EXPENSES
YEAR ENDED DECEMBER 31, 1962

INCOME		
Donations—Special purposes		
The Greater New York Fund	\$ 4,079.00	
Grand Street Boys Fund	4,885.18	
Other Funds	1,853.00	
Total	<u>\$10,617.18</u>	
Donations—unrestricted	27,509.44	\$38,126.62
Endowment Income		
Interest	\$11,604.97	
Dividends	27,108.53	38,713.50
Total Income		<u>\$76,840.12</u>
EXPENSES		
General Administration	\$32,129.76	
Relief—prisoners and families (cash, food, clothing, etc.)	20,261.30	
Relief—Administration	6,987.95	
Employment—Administration	6,603.00	
Appeal—Administration	6,632.80	
Travel expenses	411.58	
Printing and stationery	2,032.47	
Postage	474.21	
Telephone and telegraph	310.70	
Auditing and legislative services	665.00	
Custodian fees, annual report, periodicals and miscellaneous	4,150.22	
House maintenance	5,007.22	
U.S. old age benefits tax	1,104.27	
Disability and workmen's compensation insurance	338.04	
Employees retirement plan	4,691.90	
Total Expenses		<u>\$91,800.42</u>
Excess of Expenses over Income		<u>\$14,960.30</u>

AUDITORS' OPINION

We have audited the books, accounts, minutes and other records of The Correctional Association of New York for the year ended December 31, 1962. In our opinion the statement of income and expenses shown above presents fairly the results of the operation of the General Fund for that year.

WEBSTER, HORNE & ELDSON
Certified Public Accountants

New York, N. Y.
April 22, 1963

CONSTITUTION AND BY-LAWS

An Act to Incorporate The Correctional 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 Correctional 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 thousands 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 num-

* FORMERLY The Prison Association of New York. At a special meeting of the members, the name was changed on February 1, 1961 to The Correctional Association of New York and this change was duly recorded with the Secretary of State.

ber 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 bridge-well or penitentiary in said city.

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

disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee and generally all such facts and particulars as may exhibit the operations of the said association.

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

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

* As amended by the Executive Committee of the Association, December, 1931, February, 1938, May, 1954 and May, 1961.

each year at an hour and place to be designated by the executive committee.

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

* The position of Associate Treasurer was created by the Executive Committee at its meeting in May, 1961.