

STATE OF NEW YORK

THE ONE HUNDRED AND TWENTY-FIRST
ANNUAL REPORT

OF

The Correctional Association of New York

135 East 15th Street, New York

1965



**ONE HUNDRED AND TWENTY-FIRST
ANNUAL REPORT OF THE
CORRECTIONAL ASSOCIATION OF NEW YORK***

February 15, 1966

Hon. Malcolm Wilson,
Lieutenant Governor and President of the Senate:

Hon. Anthony J. Travia, 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 Twenty-First 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 twenty-first 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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1966

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**THE CORRECTIONAL ASSOCIATION'S
RECOMMENDATIONS
TO THE 1966 LEGISLATURE
STATE OF NEW YORK**

A MAJOR EFFORT IN CORRECTION

The ferment which began in correction shortly after World War II, continued with increasing tempo during the 1950s and early 1960s has seem recently in the State of New York, the creation of the Temporary Commission on the Revision of the Penal Law and Criminal Code and the Constitutional Amendment reorganizing the courts in 1962. In addition, a number of progressive measures were enacted by the Legislature in 1965 among which were the new Penal Law, the expansion of the scope of activities of the State Commission of Correction and support of the reactivation of a training school for correctional officers in the State Department of Correction.

It is gratifying to note the creation of a Study Committee by Governor Rockefeller to examine the total process of correction in the State with particular emphasis upon seeking ways of preventing first offenders from returning to crime. The Correctional Association of New York in its Annual Report to the Legislature in 1942 and again in 1946 called for "a comprehensive study of the State's correctional process with a view to recommending legislative or administrative changes necessary to effect a coordinated correctional policy."

Our last year's report noted "... improving the laws and increasing the efficiency of the courts is meaningless unless progress is made in the treatment available for those individuals convicted and sentenced—unless the third main area in the administration of justice, namely correction, receives the attention it merits. WE WOULD URGE THAT THE STATE'S NEXT MAJOR EFFORT BE MADE IN CORRECTION."

Major steps have been taken, but much remains to be done.

In describing the penitentiary and jail inmate in New York State, the Rochester Bureau of Municipal Research succinctly stated in its study, "The Main on the Periphery": "... The profile of the penitentiary prisoner is one of failure. By and large he is the under educated, the illiterate, the high school dropout; the unemployed or sporadically employed; the unskilled laborer he is the unattached. He is the man on The Man on the Periphery . . ."

This is equally descriptive of the majority of inmates committed to institutions of the State Department of Correction. Reformatory and prison populations have a disproportionate number of illiterates and under-educated; unskilled individuals with sporadic work records.

Throughout the State, in the local correctional institutions, as well as in the institutions of the Department of Correction, little has been provided in the way of funds, personnel and programs, experience, training, treatment, and education which are so sorely needed to provide a bulwark against recidivism.

A large number of narcotic addicts committed to the institutions of the Department of Correction in the City of New York need medical handling, hospitalization and long term authoritarian after-care, but the bulk receiving correctional commitments are released, and become readdicted within a few days.

—Young first offenders are committed to institutions and because of lack of facilities and personnel become contaminated through association with "oldtimers."

—Elderly individuals are committed to jails and penitentiaries because no other community resources are available. This is a blot on the State's humanitarianism.

—Youngsters are institutionalized because of a lack of other treatment facilities which might be provided at less cost if the State's Division for Youth had the funds to develop the non-residential programs indicated.

—The very large percentage of alcoholics committed for public intoxication or disorderly conduct need treatment for their disease, which they are not able to obtain in the local county jails.

—Young first offenders unable to cope with the myriad of problems confronting them upon release on parole from a correctional institution revert to criminal activities for their existence because of the lack of half-way houses in the State.

All of these points are recognized by the State Department of Correction under the efficient direction of Commissioner Paul D. McGinnis and the Department of Correction of the City of New York under the imaginative leadership of Commissioner Anna M. Kross. They are known as well by many county correctional authorities. To the best of their ability, these public servants attempt to meet the problems squarely, but have been continuously thwarted and frustrated by the general lack of concern and interest in their problems.

The State has made many improvements in the administration of justice. It has begun to recognize the importance of the total correctional process. With more leadership, support, and funds, correction in the Empire State could become truly "correctional" and in so doing provide greater protection to the citizens by reducing the amount of recidivism in the State.

RECOMMENDATIONS TO THE 1966

LEGISLATURE

of the

STATE OF NEW YORK

RECOMMENDATION NO. I VICTIM COMPENSATION

That the Legislature enact legislation creating a quasi-judicial authority known as the Criminal Injuries Compensation Board, similar to the existing Workmen's Compensation Board, with authority and appropriations to provide compensation to the innocent victim of certain criminal assaults.

COMMENT: In the case of the injury or death of an innocent victim of a criminal assault, swift and adequate financial relief should be provided by the State so that the injured is not subjected to undue financial hardships as well as physical pain.

It is recognized that such victims, or their heirs, can bring civil suit against the perpetrator under the existing civil law. Experience over the years, however, has shown this to be of little value. The victim and his dependents are seriously penalized (1) by having to pay for medical treatment, which may be extensive, (2) through the loss of income due to the inability to work during the injury period, and (3) in extreme instances, where the individual has been permanently disabled and sustained complete loss of livelihood for the rest of his life.

The main thrust of any such law should be to provide relief for persons who are injured in what might be termed "impersonal crimes," as distinguished from persons who sustain injuries from violence growing out of family quarrels and the like. To include the latter type of situation would, in our estimation, create such difficulties of administration as to jeopardize the entire program. It becomes necessary, therefore, to distinguish as precisely as possible between "impersonal" criminal situations and the family quarrel situation. This we have attempted to do. Testimony presented to the Committee appended by Governor Rockefeller, chaired by Attorney General Lefkowitz, contained such criteria.

RECOMMENDATION II A NEW CODE OF CRIMINAL PROCEDURE

That the Legislature study seriously any material circulated by the Temporary Commission on Revision of the Penal Law and

Criminal Code which would propose changes in the present Code, so that the Code of Criminal Procedure will be in keeping with the new Penal Law enacted at the last legislative session.

COMMENT: The State Commission on Revision of the Penal Law and Criminal Code was created by the Legislature in 1961. It was presented with a monumental mandate of preparing "for submission to the Legislature, a simplified, revised body of substantive law relating to crime and offenses in the State as well as a revised, simplified code of rules and procedures relating to criminal and quasi-criminal actions and proceedings . . .". This was to be the first overall study and revision of the penal law and code of criminal procedure since 1881 — eighty years.

With diligence and energy, the Commission and staff undertook its assigned task to bring order to, and eliminate much extraneous material from the Penal Law of the State. The Commission's proposed Penal Law was submitted for study purposes in 1964, and enacted into law by the 1965 Legislature.

Only half of the Commission's task has been accomplished.

The companion Code of Criminal Procedures, necessary for the orderly application of the new Penal Law when it becomes effective on September 1, 1967, must be adopted lest the courts, the Department of Correction, the State Parole Commission, the police, prosecutors, and others involved in the administration of justice find themselves in an administrative quagmire.

The State can be justly proud of the work of the Commission, which is under the able leadership of Assemblyman Richard J. Bartlett, and has such distinguished individuals on its membership as Mr. Timothy N. Pfeiffer and Professor Herbert Wechsler, and a staff ably directed by Chief Counsel, Richard G. Denzer. The Legislature should be commended for its enactment, in 1965, of the Penal Law prepared by the Commission.

However, it is imperative that the Code of Criminal Procedure be likewise updated and enacted into law.

RECOMMENDATION NO. III NARCOTIC ADDICTION

That the Legislature provide the funds necessary to create, on an experimental basis, a complete program for the treatment of narcotic addicts; and also provide the funds to increase to 1,000 the number of beds presently available for addicts in facilities under the Department of Mental Hygiene.

COMMENT: In the years since the passage of the Metcalf-Volker legislation, much experience has been gained in the handling of

narcotic addicts. The principle of treating addicts as medical-welfare problems rather than as criminal problems is a sound one. Dependence upon addicts voluntarily accepting medical treatment, however, has hampered the full capabilities of the law. Specific legislation is indicated in the following areas:

- (1) A change in the law to enable compulsory civil commitment to the Department of Mental Hygiene, rather than relying on the voluntary request of the addict.
- (2) An increase in the time of the State's jurisdiction over individuals civilly committed to the Department of Mental Hygiene, up to a period of five years.
- (3) Authorization for aftercare agencies working with narcotic addicts to require thin layer chromatography or other chemical testing to determine whether the individual has reverted to the use of narcotics.
- (4) Through a flexible arrangement, authorization for the transfer of certain difficult cases in the City of New York on aftercare supervision from the State Department of Mental Hygiene to the authoritarian control of the New York City Parole Commission.

We would further urge that the Commissioner of the State Department of Mental Hygiene be given exclusive responsibility for the approval and supervision of any research program on drug addiction conducted by an agency of the State, county or municipal government, or by any private foundation, association, or individual in the State.

New York State has already assumed a leadership role in attempting to cope with the difficult and complex narcotic addiction problem. It must continue to take bold forward steps if any progress is to be made toward solution.

RECOMMENDATION NO. IV SELECTION OF JUDGES

That the legislature seriously consider modifying the present procedure whereby judges are selected, to insure the highest level of civil and criminal justice in the State. That the deliberations of the Citizens Conference on the Courts, sponsored by the Committee for Modern Courts and the Joint Committee for Effective Administration of Justice and held in New York City on December 1 and 2, 1964, be studied as they relate to the judicial selection process in the State.

COMMENT: The New York Citizens Conference on the Courts in its summary made the following statement:

NEW YORK TODAY

The crisis in the courts of New York demands immediate and sweeping changes in the administration of justice. While the citizens of this State can take justifiable pride in the improvements of the recent past, these gains will be diluted or lost unless further steps are now taken to complete the task so well begun.

Election of judges should be abolished. Judges should be freed from all political obligations and removed from any political pressures.

A system should be devised and promptly adopted to appoint all judges from carefully selected candidates with some means of protecting the appointing authority from political and other considerations. Such a system should be statewide, but if initial action only can be taken promptly in a limited area or specific courts, then this should be undertaken as a first step. The people will not rest until all of the judges are taken out of politics.

Both the Mayor of the City of New York and the Governor of the State have adopted informal procedures to aid them in the appointment of judges. These represent steps forward. It would be hoped, however, that the new Mayor of the City would slightly modify the way the members of the recommending panel are chosen.

The solution to the selection process will not be found, however, until the *total* selection process is reviewed, and legislative and constitutional changes made. It is imperative that steps be initiated at once which will guide the members of the constitutional convention which is to be convened presently.

RECOMMENDATION NO. V QUALIFICATIONS AND TRAINING OF PERSONNEL WORKING IN COUNTY CORRECTIONAL INSTITUTIONS

That legislative support be provided to improve the efficiency and quality of persons employed in county correctional institutions by requiring pre-service training and in-service training with the

programs approved by the State Commission of Correction. Such widening scope of the Commission, together with the increased responsibilities brought about by previous legislation, will be meaningless unless additional personnel are provided to the State Commission of Correction.

COMMENT: The widened scope of responsibilities of the State Commission of Correction brought about by the passing of the Kottler Bill last year would be enhanced through the enactment of legislation requiring that, prior to appointment, or during the first year after appointment, new employees in county jails and penitentiaries successfully complete a training program of a minimum of two weeks approved by the Commission. Instruction in security measures, searching, firearms, public health matters, food service, and the fundamental philosophy of correction should bring about great improvement in the forgotten institution — the jails — and permit them to become an important, constructive step in the rehabilitation and reclamation of the many thousands of offenders who passed through them in the State of New York each year.

RECOMMENDATION NO. VI ELDERLY OFFENDERS

That the Legislature direct an examination into the present procedure of handling elderly offenders by the courts and the dispositions available to the courts, in order to determine more humane, economic, and generally desirable means of coping with this growing population.

COMMENT: The increasing number of individuals over the age of 65 in the State, and the unique problems of this age group, point up the need to pay increasing attention to the way the anti-social behavior of this elderly population is met. The State should examine the desirability of creating a specialized court to handle the problems unique to older individuals, who become involved in anti-social behavior. As unusual as it may sound, it is highly possible that the unusual problem of this older segment of the population of New York State, which, because of lack of other agencies, must be handled in the regular courts, might be more effectively and humanely dealt with by a court dealing exclusively with elderly offenders. Such a court, similar to the specialized court for handling the problems of juveniles, could work in close cooperation with various community agencies, both public and private, concerned with the aged.

RECOMMENDATION NO. VII POLICE COURT ALCOHOLICS

That legislation be enacted to allow for the civil commitment to a wide range of facilities, under the jurisdiction of the State Department of Mental Hygiene, of alcoholics picked up by the police.

COMMENT: In spite of serious efforts being made in some counties of the State to introduce treatment programs for alcoholics in their local correctional institutions, the very fact that a recognized illness—alcoholism—is generally treated as a crime, bringing about a jail commitment of upwards to six months, is a blot on the State. It is as useless to expect a "cure" of the disease of alcoholism through the "punishing" of the individual alcoholic as it would be to expect to cure any disease through punishing the affected person.

Because of the size of the problem—it is estimated that over 50% of the individuals serving sentences in local county jails and penitentiaries have problems with alcohol—one cannot realistically expect an overnight shift in the handling of the chronic police court alcoholic from correction to mental hygiene. Such a move would completely overwhelm the personnel and facilities of the Department of Mental Hygiene.

As a step toward the ultimate solution, we would propose that serious consideration be given to legislation which would permit the civil commitment of selected alcoholics to specialized facilities and programs under the jurisdiction of the Department of Mental Hygiene for an indeterminate period not exceeding one year, including aftercare.

Such a program adequately financed, would allow for the constructive treatment of alcoholics as public health problems, rather than crime problems. At the same time, persons who require correctional treatment might be committed to a correctional facility for the protection of the community.

We would suggest further, allowing for the flexibility of transfer of aftercare supervision from the Department of Mental Hygiene to a more authoritarian aftercare agency in the instances of extremely difficult cases of alcoholism.

RECOMMENDATION NO. VIII PRETRIAL RELEASE (BAIL)

That means be developed to introduce throughout the State the pretrial release procedures presently being used in New York City and in 62 cities throughout the United States.

COMMENT: The enlightened research project on the administra-

tion of the bail system in New York City, inaugurated in 1961 by the Vera Foundation, with the cooperation of the New York University School of Law, revealed that defendants unable to post financial surety, who are held in jail, are severely handicapped in preparing their defenses. They are unable to earn money to hire a lawyer and pay for investigation. They cannot help locate witnesses. They must consult court appointed counsel not in the privacy or 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, the individual is unable to point to employment and good conduct while out of jail as grounds for probation; if found not guilty he has needlessly suffered the degradation of being incarcerated. 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.

This pioneering research project received the National spotlight when, in 1964, the Attorney General of the United States, together with the Vera Foundation, sponsored a National Conference on Bail which catalyzed some sixty two cities to initiate pretrial release projects.

The results of these projects, in some instances sponsored by Bar Associations, Probation Departments, private citizen's groups working in conjunction and with the approval of the court, had been noteworthy. **FEWER INDIVIDUALS RELEASED BY THE PRETRIAL PROJECTS FAILED TO APPEAR FOR THEIR TRIALS THAN INDIVIDUALS WHO POSTED FINANCIAL SURETY.**

The New York Times in an editorial praising the pretrial release project stated:

"Justice is cheated when a 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 his bail bondsman. Each year thousands of the indigent are held behind bars, serving time before the trial, because of the inability to raise even the nominal amount of \$500.00 bail for which the bond premium is \$25.00."

The value to equality of justice brought about by pretrial release programs, as well as the financial savings to the community of maintaining persons in jail pending their trial, are readily obvious and worthy of statewide application.

RECOMMENDATION NO. IX PRE-PAROLE FACILITIES

That there be established in the more populated industrial centers of the State small residential facilities to aid in the readjustment of individuals released on parole from the State's correctional institutions.

COMMENT: Through a cooperative arrangement with the Federal Government, an experimental program of releasing a very small number of men from New York State correctional institutions to the Springfield Pre-Release Guidance Center of the Federal Bureau of Prisons in New York City was started. This has been extremely successful. Here, men have an opportunity to receive counseling, a place to live and assistance in looking for work while still in a supervised, residential situation.

For the long term inmate, who, because of the very nature of institutional life, has had the range of his decisions greatly narrowed, release to the community, while eagerly sought, can be a bewildering and frightening experience. Data indicates that to a great extent the first few weeks immediately after the individual's release from the institution are critical. The individual is confronted with a series of problems—finding employment, a place to live—which for many releasees cannot be overcome without reverting to crime.

The creation of several "halfway houses" in more populated communities in the State would do much toward reducing the number of young offenders unable to cope with the myriad of problems facing them upon release and who for their very existence revert back to criminal activities.

RECOMMENDATION NO. X VOCATIONAL AND BASIC EDUCATIONAL PROGRAMS FOR LOCAL PENITENTIARIES AND JAILS

That legislative support be given and funds provided to allow for the development of vocational training programs and basic educational programs to raise the educational level of all inmates in county institutions.

COMMENT: To assume that incarceration of an individual, without adequate training and treatment, is ample protection for the State is an extremely shortsighted view. Individuals do not learn to become self-sufficient or develop occupational skills without adequate vocational training. Inmates do not become educated except along criminal lines unless a sufficient number of teachers are employed to help motivate them toward educational goals and to

conduct the instructions. A more serious effort must be made by the State to provide a minimum of education for individuals committed to county penitentiaries and jails. It is particularly discouraging to see a young lad in his late teens who might be motivated toward self-improvement by skilled teachers, spend upwards to one year of his life in the idleness of a stultifying institution. If any inroad is to be made on the high cost of recidivism it must be made through the development of programs, adequately financed and staffed with trained persons, knowledgeable in the field of the behavior sciences and education.

RECOMMENDATION NO. XI NON-RESIDENTIAL PROGRAMS FOR YOUTH IN TROUBLE

That legislative support be provided for non-residential group treatment programs for youth who had been in difficulty with the law.

COMMENT: Experience has shown that not every young offender needs residential institutionalization. Many can profit by spending their waking hours in a program of work, specialized education, and counseling returning to their homes in the evening. For the young delinquent, special after-school programs of remedial education, individual and group discussions, physical fitness, and family and community relationships and responsibilities are indicated. These treatment programs would provide the State with a diversification of programs and facilities to deal with the many different types of youth who commit offenses. They would cost far less than the commitment of the individual to a residential institution at some later date. They would fill an existing void in the treatment continuum presently available for the young offender now either committed to residential programs of the State Division for Youth or placed on probation. We would propose, therefore, that funds be provided to allow for an experimental project of this nature within the Division for Youth of the State.

RECOMMENDATION XII IDENTIFICATION AND INTELLIGENCE SYSTEM

That the Legislature continue its interest in the New York State Identification and Intelligence System presently being developed in the Executive branch of the Government. That sufficient funds be appropriated to allow for the completion of the design.

COMMENT: In an electronic age, those given the responsibility of combating crime and administering justice must have readily

available to them a modern system of identification and intelligence, no less effective than that used by large industry. The number of public agencies involved in the administration of justice and the number of offenders in the State, coupled with a high degree of mobility, dictates the need for the rapid interchange of information among law enforcement and correctional agencies.

A number of departments involved, ranging from police through parole, presently maintain files and records, which in many cases duplicate the information in other agencies. With an efficient, central identification and intelligence system, these mountains of paper records could be reduced with resulting substantial savings and greater efficiency.

RECOMMENDATION NO. XIII EXPANSION OF CAMP PROGRAMS FOR OFFENDERS

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

COMMENT: It is now recognized that a good correctional program dictates that a variety of housing and programs are available for the treatment of offenders. Flexibility of facilities and programs is a cardinal principle in correction. Many individuals committed because of the violation of the laws of the state do not require maximum security. They could benefit greatly from a properly staffed camp program. Camps can provide the necessary labor to supplement work presently being carried on in the State's parks and on conservation projects. Camps can provide better individualization of treatment because of the smaller number of individuals in each separate 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 Division for Youth) it is well to think of camps for other age groups. Good work is being done for all ages in the camp operations of innumerable states as well as in the four youth camps in the State of New York. This recommendation does not relate to the use of camps as a means for housing and treatment of younger offenders, alone, but also for adults. Diversified housing, especially in a State as large as New York, is a necessary part of the 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 the lack of work in maximum security correctional institutions, may be held in enforced idleness.

**THE CORRECTIONAL ASSOCIATION'S
GENERAL ACTIVITIES**

GENERAL ACTIVITIES

For The Correctional Association of New York, 1965 was a year of increasing activity, particularly on the part of the Committees of the Association. As with past generations, the distinguished persons who gave of their time and talents to The Correctional Association in 1965, all had a sense of moral duty and social conscience. As a union of citizens without regard to political party, The Correctional Association of New York continued its efforts to secure for the people of the State, the most efficient and effective administration of justice. Recognizing as it has since 1844, that governmental responsibility for handling offenders does not absolve private citizens from their obligation to pursue crime prevention and correctional improvement, by means of study and treatment, the Association through its various citizens' committees and professional staff worked on a multitude of projects.

In addition to numerous other areas, the Association was deeply involved in four specific topics: The revision of the penal law, victim compensation, the alcoholic offender and narcotic addiction. The appropriate committee on each subject worked diligently and can be justly proud of its accomplishments.

COMMITTEE ON VICTIM COMPENSATION

Since the Association has traditionally attempted to maintain a balance, thinking both of public welfare as well as the offender, Mr. Chambers appointed an Ad Hoc Committee on Victim Compensation, consisting of Mr. Cass, Chairman, Mr. Wilmerding, Mr. Schulte, Mr. Pierson and Mr. Goff to propose the position of the Association on Victim Compensation. The Committee immediately went to work gathering material from New Zealand, England, and California, all three of which had in existence a Victim Compensation statute and procedure. In addition, Mr. Pierson examined the Law Journals of both the United States and France.

From his studies and the material the Committee had gathered, Mr. Pierson prepared a rough draft of a scheme for compensating selected assault victims. This was presented to the Executive Committee and the concept approved in principle.

Mr. Pierson then drafted a more detailed proposal relating to:

1. Offenses to be included.
2. Safeguards against exploitation and fraudulent claims.
3. Possible administrative structures.

4. Possible ways the amount of compensation might be determined.

The proposals were first considered and reviewed by the Victim Compensation Committee and then circulated to the members of the Executive Committee, which at a subsequent meeting approved them.

Copies of the Association's position and proposals were forwarded to the Governor, Secretary to the Governor, and to the Committee appointed by Governor Rockefeller, chaired by Attorney General Lefkowitz.

In addition, in the latter part of December, a press release was sent out and the Committee prepared to appear, at the Attorney General's request, before the Special Committee appointed by Governor Rockefeller.

LAW COMMITTEE

While devoting a great deal of attention to the new penal law proposed by the Temporary Commission on Revision of the Penal Law and Criminal Code, the Law Committee also was involved in the capital punishment question.

The Law Committee, supplemented by Mrs. Baird, Mr. Braden, and Dr. MacDonald met to examine the proposed changes in the law on adultery, sodomy, the age of consent, abortion, and the criteria used to determine exemptions from criminal prosecution by virtue of mental disease or defect.

On the first item, namely, the deletion of adultery as a crime in New York State in the proposed penal law, the Committee, after an examination of the lack of prosecution of adultery cases and deliberations upon distinguishing between private morality and public order and safety, voted unanimously to support the deletion of adultery from the penal code.

On the second item, the Law Committee considered the proposal of the Commission, that sodomy be deleted from the penal law, when it involved the discreet behavior of two competent, consenting adults. The use of force, homosexual seduction of individuals below the age of consent, public solicitation, and sodomy committed in public were to remain crimes in the proposed Penal Law. The Law Committee approved this section of the proposed Penal Law.

On the third item, it was the consensus of the Law Committee that an individual of the age of 17 in our existing society was of sufficient maturity. The Committee therefore approved the lowering

of the age of consent for both homosexual and heterosexual acts from the age of 18 to 17.

The Law Committee also studied the Commission's proposal for a minor modification in the existing law on abortion. It also examined the proposal made in the Model Penal Code of the American Law Institute. The Law Committee submitted a majority report supporting the proposals of the American Law Institute, opposing the Commission's proposal as not going far enough in modifying the existing law.

The last item, the criteria used to determine exemptions from criminal prosecution, was likewise studied by the Law Committee. This supplemented Committee supported the proposal of the Temporary Commission on Revision of the Penal Law and Criminal Code. The Commission's draft on this item was similar to that of the American Law Institute. This proposal stands midway between the two sets of criteria presently being used in the United States (the Rules in the M'Naghten Case and the Durham Decision).

After additional study, discussion and consideration, the Executive Committee approved the Law Committee's positions on the above various matters.

The second main item the Law Committee examined was that of the abolition of capital punishment. There were 12 bills before the 1964 Legislature to abolish capital punishment, which had been referred to the Law Committee. Mr. Isaacs, Chairman of the Law Committee, asked that his Committee again be supplemented for the capital punishment study as had been done in the instance of the Penal Law Revisions study.

Prior to meeting, the members of the Supplemented Law Committee examined the report on the death penalty of the Temporary Commission on Revision of the Penal Law and Criminal Code. This Commission, by a vote of 8 to 4 had recommended the abolition of capital punishment. The report contained both the majority and minority statements.

In that the Association's membership had been polled in 1962 on the matter of capital punishment, a questionnaire was sent to the membership.

As a result both of membership responses and the vote of the supplemented Law Committee, the Law Committee reported favorably on a proposal to abolish capital punishment except in the instances of the murder of a peace officer or correctional officer performing his duties. This report was accepted favorably by the Executive Committee and the Association made its position known to the Legislature and the Governor. The Legislature passed, and the Governor signed into law, the proposal of the Association.

COMMITTEE ON THE ALCOHOLIC OFFENDER

The seriousness of the problems created by the way chronic police court alcoholics are handled, motivated The Correctional Association to create an Ad Hoc Committee on the Alcoholic Offender. This Committee is chaired by Mr. R. Brinkley Smithers, a member of the Governor's Advisory Committee on Alcoholism and President of the National Council on Alcoholism.

The Committee believed that its most fruitful approach to the problem of the Alcoholic Offender would be through an emphasis upon public education, with special attention being paid to personnel directly concerned with the administration of justice. It had decided in 1964 to prepare and publish a handbook on alcoholism for law enforcement personnel.

The International Association of Chiefs of Police had expressed a desire to join with the Correctional Association in this undertaking. Five drafts of the handbook were prepared in 1964, and by the beginning of 1965, the handbook was ready for printing.

The first printing of 50,000 copies, in March, 1965 was exhausted by September, and there were advanced orders for 1,500 copies of the second printing. In addition to the 50 states of the union, and some twenty foreign countries, which had received free copies of the first printing, orders for quantity copies had been received from 28 states and from agencies ranging from the Library of Congress to prosecutors, sheriffs, and local police departments. The second printing was received in November.

Since the handbook was so widely distributed, it would have been impossible to include a section on specific resources available to the police in various states. However, it was noted that in the State of New York, the Director of the Alcoholism Programs had indicated a willingness to provide a list of local treatment resources to the police and law enforcement officials. In addition, Mr. Smithers stated that the Committee would contact the North American Association of Alcoholism Programs which in turn would ask the various state program directors to provide the necessary information.

The next project that the Committee on the Alcoholic Offender plans to undertake is additional handbooks for judges, sheriffs, correction officers, and parole officers—each handbook being directed to the particular group. At present, the Committee is working with the National Association of Municipal Judges in developing a similar handbook for judges in the lower courts and for attorneys.

In continuing the work of the Ad Hoc Committee on the Alcoholic Offender, Mr. Goff testified before the House Committee on

Interstate and Foreign Commerce of the House of Representatives, at the request of Congressman Hagan of Georgia, sponsor of H.R. 781. The Committee on the Alcoholic Offender of The Correctional Association, has great interest in this particular bill in which the United States Government recognizes alcoholism as a public health problem and alcoholics deserving of medical treatment. It would do much in furthering our efforts in removing the veiled stigma surrounding the disease of alcoholism.

Representing both the Ad Hoc Committee on the Alcoholic Offender and the International Council on Alcohol and Alcoholism, the General Secretary was invited to participate in a Law-Medicine Institute sponsored by the National Institute of Mental Health at Boston University in Swampscott, Massachusetts. Approximately 75 leaders in the fields of medicines and the administration of justice met for three days to study the legal problems involved in alcoholism. Primary focus was placed upon the matter of civil commitment of alcoholics for which the Association has been striving.

COMMITTEE ON NARCOTIC ADDICTION

Through the Ad Hoc Committee on Narcotic Addiction, chaired by Mr. William B. Meyer, The Correctional Association continued its efforts to ameliorate the very involved and complex problem of narcotic addiction by continuing to act as the catalyst and hub of a group consisting of representatives from the Federal Bureau of Narcotics, the Medical Society of the County of New York, the New York State Department of Mental Hygiene and the American Medical Association. We have been successfully striving to bring about a consensus among the experts on the handling of narcotic addicts.

In April, this group met immediately before a legislative hearing on a series of bills which would have permitted a program of maintenance dosage for narcotic addicts. The group was in complete agreement opposing widespread maintenance programs. Each organization testified at the hearing, focusing principally upon the dangers of a public health policy maintaining addicts on drugs as well as the undesirable medical aspects of such a procedure.

Mr. Meyer, Chairman, Dr. MacDonald, and Mr. Goff of the Ad Hoc Committee on Narcotic Addiction, together with representatives of the Medical Society of the County of New York and the Federal Bureau of Narcotics, met with Mr. Julius C. C. Edelstein, Executive Assistant to the Mayor, the New York City Interdepartmental Health Council, and the Mayor's Advisory Committee on

Drug Addiction to question a program which would have greatly enlarged the number of narcotic addicts being placed on Methadone maintenance dosage. While the program was being carried on under the aegis of research, the lack of control on the numbers involved, the possible lack of objectivity of evaluation team, and the general confusion surrounding the program had caused great concern to us. After a two-hour meeting with the City representatives which had been arranged by Mr. Meyer, there were many questions still left unanswered.

In continuing our "watch-dog" role over the Methadone maintenance program, the General Secretary met several times with Dr. Philp, Acting Commissioner of Health, to urge that the names of the patients involved in this research project be made available to the Federal Bureau of Narcotics, with the understanding that there would be no harassment of the patients by the Federal Bureau. We felt that this move on the part of the City sponsored program was necessary in order to prevent the further drift of this project toward becoming the public health policy of the City.

We also met with the Director of the Methadone Project and the Area District Director of the Federal Bureau of Narcotics in our office to further urge a reduction in the amount of publicity given to this supposed research project. The results of these meetings were at first extremely discouraging.

As a result of our efforts, however, a number of changes were subtly made in the City's narcotic treatment policy. First, the evaluation committee membership was modified. Secondly, there was a marked change in the amount of publicity being given to this research project. As had been agreed upon by the administrator of this research project in our office, no further public statements would be made until such time as the evaluation team had had an opportunity to objectively study results. Thirdly, the Mayor's Commission on which The Correctional Association was represented by Mr. Schulte, reversed its direction and submitted a studied and well-balanced master plan.

On the State level, Mr. Meyer and Mr. Goff met with the Chairman of the Governor's Advisory Council on Narcotic Addiction, the Associate Council of the Temporary Commission on Revision of the Penal Law and Criminal Code, and the Consultant on Narcotics to the State Department of Mental Hygiene in an effort to develop a consensus on a specific legislative program in the field of narcotics. The Association proposed several modifications in the present Metcalf-Volker Law which would include in addition to others,

1. The change in the law to enable compulsory civil commitment to a facility under the control of the Department of

Mental Hygiene rather than requiring the voluntary request of the arrested addict.

2. An increase in the State's jurisdiction over apprehended individuals civilly committed to the Department of Mental Hygiene up to five years.
3. Authorization for the aftercare agency supervising narcotic addicts to require thin layer chromatography or other chemical tests to determine whether the individual has reverted to the use of drugs.
4. Through a flexible arrangement, to allow for the interchange of certain difficult cases in New York City on aftercare supervision between the Department of Mental Hygiene and the New York City Parole Commission.

The General Secretary communicated with the Governor, advising him on the groups feeling. We urged him to include a special section in his message to the Legislature on narcotic addiction.

In his State of the State address to the Legislature, Governor Rockefeller did include a section on drug addiction treatment and indicated he will submit a special message devoted exclusively to the narcotic problem.

OTHER ACTIVITIES

The following are indicative of the wide breadth and variety of interests and activities of the Association within the State of New York, Nationwide and Internationally.

STATE

WOMEN'S HOUSE OF DETENTION NEW YORK CITY DEPARTMENT OF CORRECTION

In January there was a wave of newspaper articles containing allegations about the conditions in the Women's House of Detention. These accounts resulted from statements of an 18-year old Bennington student who was arrested for picketing the United Nations and subsequently committed to the Women's House of Detention. The student claimed that she was subjected to a painful and embarrassing internal examination on her admission, and was asked embarrassing questions by the examining physician; that homosexual behavior was rampant in the institution, and that she was accosted many times by inmates for homosexual purposes; and that there were mice in her cell.

It should be noted that the Women's House of Detention was

opened in 1932. It has 401 single rooms and at its opening received universal acclaim. Plans were approved by every women's club and welfare group in the city. As early as January 26, 1936, however, The Correctional Association of New York and the State Commission of Correction reported that the House was overcrowded. In 1938 the State Commission of Correction Commission criticized the City for the overcrowding in the Women's House of Detention, and in 1954, the year Commissioner Kross was appointed, one of her first steps was to order a study of the Women's House of Detention. Again on July 25, 1955, the Commission of Correction urged the City to end the overcrowding condition. This was followed immediately by an order on the part of Mayor Wagner to study the overcrowding in City jails by the Commissioner of Investigation, Charles H. Tenney, with the Women's House of Detention being given first priority. Mr. Tenney's study cited the overcrowding, sex perversion, and the co-mingling of drug addicts with other prisoners. Later that same year, Mayor Wagner announced plans for the solution of the problem which would be released shortly. A short time later the City revised plans to move the inmates from the Women's House of Detention to North Brothers Island.

On July 27, 1956, Commissioner Kross asked the City to expedite trials to relieve the overcrowding condition of the Women's House of Detention. On May 6, 1958, the City Administrator stated that the House of Detention should be closed. Again on May 3, 1959, Commissioner Kross urged the City to provide a better women's jail; and on March 5, 1961, the State Correction Commission urged the City to provide a better facility. In June, 1963, a second report by Charles H. Tenney listed nine ways to reduce overcrowding.

On October 28, 1963, Mayor Wagner ordered a study of the Women's House of Detention; and two days later, October 30, 1963, the Mayor asked that the Rikers Island New Women's House of Detention be finished by 1966. However, the Department of Public Works stated it could not be completed until 1967.

It should be noted that plans are underway, and have been for some time, to replace the present institution.

To relieve, at least temporarily, the overcrowding at the Women's House of Detention, the City administration took several steps. The first was to release some of the women who had been sentenced, by shifting them to probation. The second was to transfer some women to quarters in the Brooklyn House of Detention. The young men who were being housed in these quarters were crowded into other detention institutions in the City.

While this checkerboard type move reduced the population in

the Women's House of Detention to slightly below capacity, and brought about an improvement in the situation there, we had great concern over the increased crowding in the men's institution brought about by this move. There was concern also on the part of the City administration over the general overcrowded condition of the male institutions, and the lack of room to cope with any possible sudden increase in the number of individuals requiring detention.

Together with a representative of the City Administrator's Office, the General Secretary began an institution by institution visit of the New York City Department of Correction's institutions. The first facility to be inspected was the Brooklyn House of Detention, to which the overflow from the Women's House of Detention had been sent.

The women, completely separated from the male prisoners, were housed in three separate sections of the institution according to classification. Adolescent detainees (there were 6 on the day of the visit) were housed in the vacated warden's quarters. Detention women were housed in regular inside cells on the fourth floor of the main section, and sentenced women, housed in similar cells, were on the fifth floor of the same section. In spite of the need to use a small utility corridor about six feet wide as a beauty parlor, and to convert a small library into a makeshift medical examining room, the staff was attempting to operate a satisfactory program.

About half of the males in the male section of the building were doubled up, two to a six by eight foot cell.

The mixing of males and females in the same institution appeared to have created some tension and anxiety on the part of the staff. While every effort was made by the personnel to keep the two sexes separated, the logistics of moving inmates to prevent contact was quite difficult, as was expressed by the Deputy Warden.

GRAND JURY INVESTIGATION OF THE WOMEN'S HOUSE OF DETENTION

At the request of Assistant District Attorney Grebow, Mr. Goff voluntarily appeared before the Grand Jury which was investigating the conditions at the Women's House of Detention. He spent over an hour answering questions that were raised concerning procedures and the philosophy of handling female offenders, and was most gratified by the expression of appreciation he received both from the Assistant District Attorney in charge and the Foreman of the Jury.

Two assistant district attorneys identified themselves to Mr. Goff prior to his testifying, and made specific mention of the Atlanta

(Georgia) Consultation on the handling of female civil rights demonstrators in the local jail of southern states, in which the Association had participated with five national women's organizations.

The Correctional Association was well represented among those who testified. Mr. Cass appeared and described the historic role both The Correctional Association and the State Commission of Correction played in the early years of campaigning under the slogan "get the women out of police lock-ups," resulting finally in the decision to build the present Women's House of Detention. In 1929, Mr. Cass was Master of Ceremony when Mayor Walker broke ground for the new institution which was finally opened in 1932. In addition, Mr. Cass showed a large scale plan of the proposed Women's House of Detention to be constructed on Rikers Island. This was extremely enlightening to the members of the Grand Jury.

In early December the Grand Jury released its findings on its investigation of the Women's House of Detention. It strongly urged the expediting of the construction of a new Women's House of Detention on Rikers Island, and the immediate provision for 24 hour medical service at the present Women's House. It concluded that the allegations made by the civil rights demonstrators, who had been detained in that institution, and responsible for the investigation, were unfounded, and, in general, complimented the institution staff for their conscientiousness and high motivation.

INSTITUTIONAL VISITS

Visits to the institutions of the New York City Department of Correction were continued during the months of June and July. Together with a representative of the City Administrator, Mr. Goff visited the Manhattan House of Detention, the Detention institutions in Queens, the Bronx House of Detention, and Hart Island.

These visits originally began because of the concern over the general overcrowded conditions in the institutions of the City Department of Correction, and the need for the City to be prepared for a possible sudden increase in the number of individuals requiring detention. Since the idea of developing an overall master plan for the administration of justice in the city had been accepted by the City Administrator's Office, the visits formed the background for this overall study of future needs for facilities, personnel, and programs.

MASTER PLAN FOR FUTURE NEED OF THE ADMINISTRATION OF JUSTICE IN NEW YORK CITY

In our report to the 1965 Legislature, the Association stated:

"There are three sides to the administration of justice: sound laws, efficient courts, and progressive correction. In two out of these three main areas in the administration of justice, the past half decade has been one of great progress for the Empire State. This five year span has seen a major revision in the court system of the state and a completely revised penal law enacted. *We urge that the next major effort be made in correction.*"

Using the above theme as a preamble, and catalyzed by the publicity given to the condition in the Women's House of Detention, the City Administrator's Office, working closely with The Correctional Association, began a study and master plan of the various branches of government in the City involved in the administration of justice. This study and plan includes not only the Department of Correction and City Parole Commission, but also the various courts, district attorney offices, and the Police Department. It integrates with, and takes into account, the procedure and personnel changes which will be brought about by the new penal law, already enacted, but not yet in effect, and a new code of criminal procedure presently being developed by the Temporary Commission on Revision of the Penal Law and Criminal Code.

The Association was pleased to have played a key role, both in bringing about this evaluation and plan, and for being called upon for both the strategy and tactics in its execution.

DEDICATION—DIVISION FOR YOUTH, S.T.A.R.T. CENTER FOR GIRLS, STATEN ISLAND

On November 8, 1965, the Division for Youth dedicated its second Short-Term Adolescent Residential Training Center for Girls on Staten Island. The first center for girls was opened by the Division, at Amenia, in Dutchess County in 1964. The dedication of the Staten Island Center marked the opening of the thirteenth residential center for the rehabilitation of delinquent and potentially delinquent youth established by the State Division for Youth since 1961.

The Association was represented at the dedication ceremonies by Mr. Goff.

The core of the START programs at Staten Island, as well as other START programs in the State, is group therapy meetings held for an hour and a half each evening, when each girl is en-

couraged to face and understand the problems she has experienced in the past.

During the day the girls at the Staten Island START Center work in inpatient care activities at Willowbrook State Training Center for mentally retarded individuals.

YOUTH COUNCILS

As a result of a personal letter from Mr. Smithers to the Office of the Vice President of the United States, the way was opened for the Youth Division of the New York City Police Department to submit an application for a grant to the Office of Economic Opportunity to further develop the Youth Councils of the City of New York.

Correspondence has been received from Vice President Humphrey, Mr. Julius Cahn, Executive Assistant to the Vice President, and Mr. Hyman Bookbinder, Assistant Director.

All material has been forwarded to Deputy Commissioner Theresa Melchionne to whom we have offered our assistance in developing a project.

CONSULTATION WITH CITY ADMINISTRATOR'S OFFICE

The Association was asked by the City Administrator's Office for its point of view on a proposal to revise the age structure of juvenile delinquents. The proposal would lower the age of juvenile delinquency to 14, and create an adolescent term within the Family Court for youngsters aged 15, 16, and 17, who, if institutionalization was indicated, could not be committed to institutions under the control of the Department of Correction, but only those operated by the New York State Division for Youth and the State Department of Welfare. While the Association did not testify at the hearing, because of the position we have taken in relation to the new proposed penal law of the Temporary Commission on Revision of the Penal Law and Criminal Code, and because the new proposal would have far reaching effects on the programs of the New York State Division for Youth, Mr. Goff suggested that the City might take the position that adequate study had not been given to the administrative implications of such a change, and that no action be taken until the administrative problems have been given ample consideration and airing.

TEMPORARY COMMISSION ON REVISION OF THE PENAL LAW AND CRIMINAL CODE REVISED PENAL LAW

In April, the revised penal law prepared by the Temporary Com-

mission on Revision of the Penal Law and Criminal Code was introduced in bill form to the Legislature. It contained a number of the proposals made by the Association both in its formal testimony before the Commission in November, 1964, and also through contact with the Chief Counsel and Associate Counsel who drafted the law.

The General Secretary met with both the Counsel and Associate Counsel and discussed various ways of handling sex offenders. Of concern to both the Commission and to the Association was the fact that many sex offenders are not amenable to traditional psychiatric treatment.

Adhering to a fundamental principle of the Association to allow flexibility of disposition, we proposed consideration of the procedure which would permit the criminal handling of sex offenders with the decision, in certain sex offenses, left to the court with a diagnostic board recommendation, as to whether the individual should be sent to a prison or to a mental hospital. We further proposed that, should an individual be sent to a mental hospital, the maximum length of state's jurisdiction should not extend beyond the statutory maximum for the specific crime as prescribed by law.

It should be noted that the Association played an extremely important role in the present one-day to life sex offender law in the State of New York. In 1947, at the urging of The Correctional Association, a sex offender bill was passed but subsequently vetoed. The interest of the Governor resulted in the creation of a Commission to Study the Sex Offender Problem, and to prepare legislation.

Mr. Cass was a member of the Commission which developed the present statute, and was actively involved in drafting the actual bill which was passed in 1950.

DANGEROUS OFFENDER CATEGORY

With the passage of the new Penal Law, the Commission staff began its laborious work on the second aspect of the Commission's mandate, namely, the development of a code of criminal procedure to be integrated with the new Penal Law. Of particular interest to the Association is the desirability of considering the development of a dangerous offender classification which the General Secretary proposed over a year ago. Such a classification is at present being studied.

If the Legislature should enact both a definition of a dangerous offender, and a procedure for handling the dangerous offender through an indeterminate sentence, with proper safeguards for review of the case to protect the individual's rights, we will urge

the lowering of the existing statutory maxima for the various offenses. It should be noted that in our testimony before the Temporary Commission we observed:

"In general, we feel that the maxima prescribed for the various felony classifications in the Proposed Penal Law are too severe for the average offender and would in many cases, be excessive. However, in that there are a number of factors entering into the length of sentence of incarceration which, in a few cases, might indicate the need for these high maxima, we concur with the Commission's proposals."

The Association continued to work closely with the Temporary Commission on Revision of the Penal Law and Criminal Code in considering such a classification for New York State. In addition to the meeting with the staff member working on this project, we arranged for him to visit the Patuxent Institution in Maryland, to discuss with the Director of that Institution some of the legal problems confronting Maryland as a result of their statute which allows for the commitment of certain offenders who classify as "defective delinquents" or "suffering from emotional imbalance." We also advised him that there is at present a State Commission in Maryland reviewing the Maryland Law.

Although, at the present time, there are some indications that the first draft will not be acceptable due to questions of civil liberties, and lack of psychiatric consensus about such individuals, we are continuing to work on this very involved problem.

NARCOTICS

MEETING WITH REPRESENTATIVE JOHN LINDSAY— REPUBLICAN MAYORALTY CANDIDATE

To develop his mayoralty campaign plank on drug addiction, Representative Lindsay asked Dr. MacDonald and Mr. Goff, both of the Association, and Dr. Donald B. Louria of the Medical Society of the County of New York, to breakfast with him, his Director of Research, his Campaign Manager, and his principal speech writer. The fact that the Association is non-partisan was made clear to Representative Lindsay, but our willingness to cooperate and assist major political party candidates for office, in developing programs in areas of specific interest to The Correctional Association was assured to him.

GRACIE MANSION CONFERENCE ON NARCOTIC ADDICTION — FEBRUARY 3-5, 1965

The Correctional Association was invited to participate in a

City-wide, three-day, working conference on narcotic addiction, held during the first week in February. Its purpose was to develop a coordinated City-wide program for narcotic control, to keep abreast of new developments in the field, to promote a continuous on-going evaluation and service program, and to consider new legislation which might be desirable.

Participation was by invitation only and was limited in number. The individual participants were assigned to each of the major categories to be considered: prevention, treatment, research and rehabilitation, in advance of the three-day working conference.

In addition to being asked to present a paper on legislation, the Association worked to obtain international observers and speakers, particularly in the area of international control of illicit traffic in narcotics, through our contact in the United Nations.

The Correctional Association of New York was represented by four of its members: Dr. Lonnie MacDonald, Mr. William B. Meyer, Mr. David A. Schulte, Jr., and Donald H. Goff. Of particular interest to us were reports from Dr. Robert W. Rasor, Medical Officer in Charge of the United States Public Health Service Hospital in Lexington, Kentucky, that about 75% of the voluntary patients leave the hospital against medical advice. The difficulty of maintaining contact with and continuing a narcotic addict in voluntary treatment was expressed by a number of the speakers.

Dr. Harold Trigg, Director of Drug Addiction Services of the Manhattan General Hospital, reported that between 10 and 15% of his patients are psychotic.

Data from Manhattan General showed the following number of admissions:

1961—1,180; 1962—3,777; 1963—6,284; 1964—6,634

The hospital has 350 beds and accepts addicts over the age of 21 for detoxification only.

An analysis of these admissions showed that in 1964 out of 6,634, 3,393 (50%) were first admissions; 1,475 (22%) were second admissions; 741 (11%) were third admissions; 402 (6%) were fourth admissions; 235 (3.5%) were fifth admissions; and 388 (6%) had been admitted 6 or more times in the past. Dr. Rasor from Lexington stated that they had one patient who had been admitted voluntarily to the hospital 30 different times.

A followup study of Kentucky admissions to Lexington since the hospital was opened revealed that 50% of the patients were dead, and of those still living, 50% were not using narcotics. Dr. Rasor explained that this did not necessarily mean the individuals were working and law-abiding citizens, but did mean that they were

not using the drugs for which they had been treated when they were in the Lexington Hospital.

Mr. Goff was on a panel with Mr. Elliot Golden, Chief Assistant in the District Attorney's Office of Kings County; the Honorable Ferdinand J. Mondello, Assemblyman from the Bronx; and the Honorable Seymour R. Thaler, State Senator from Queens. The panel was chaired by Nathan Strauss III.

We had prepared 30 copies of our paper. The Public Relations Officer of the Conference asked for 10 and the remaining 20 were asked for by the audience. Even the marked copy used for reading was taken by an interested member of the audience. Dr. Hess, Narcotics Coordinator for New York City and Chairman of the Conference, announced at the summary general session that, because of its completeness and soundness, copies of The Correctional Association's paper would be reproduced and distributed to all of the participants.

Dr. Vincent Dole, Senior Research Physician of Rockefeller Institute, and Dr. Donald Louria, Chairman of the Sub-Committee on Narcotics of the Medical Society of the County of New York, both independently asked to meet with the Narcotic Committee of The Correctional Association. In addition, Dr. James R. McCarroll, Chairman of the Public Health Committee of the Medical Society of the County of New York, also requested a meeting with the General Secretary.

We met with these people individually, and then brought them together with Dr. Henry Brill and Mr. George M. Belk, followed by a meeting including Harold Meiselas, Director of the Division of Narcotics for the State, and Dr. Catherine Hess, Narcotics Coordinator for the City of New York.

NARCOTICS ADDICTION CO-ORDINATING CONFERENCE

Continuing its efforts to develop a consensus among the various major groups interested in the problem of narcotic addiction, the Association brought together in quiet, non-emotional meetings, the Federal Bureau of Narcotics, the State Department of Mental Hygiene, the Medical Society of the County of New York, and the Narcotic Coordinator for the City of New York, striving to bring forth the main areas of agreement among these various groups.

The one point on which all of the public and private agencies mentioned above agreed was the undesirability of a social policy permitting the maintenance of all drug addicts on narcotics. The informal meetings of representatives of the above agencies are moving toward the development of the central position taken by The Correctional Association's Committee on Narcotic Addiction

approximately a year ago in an effort to present a united front in opposition to a number of bills presently in the State Legislature which would have allowed for the "wide open dispensing of narcotics to all drug addicts."

Representatives of the Medical Society of the County of New York, which had, in January, made public its position on the handling of narcotic addicts, expressed to us their great concern over the misinterpretation, both by the newspapers and others, of their point of view. The Medical Society of the County of New York did not advocate, and is markedly opposed to, widespread maintenance therapy. In a letter to the New York Times dated March 9, 1965, they stated:

"Supplying drugs perpetually is unsound medicine. It is as illogical as treating chronic alcoholism by supplying free alcohol."

The Chairman of the Committee on Public Health and the Chairman of the Sub-Committee on Narcotic Addiction of the Medical Society go on to state:

"Even when freely supplied with a maintenance dose of an opiate drug he (the narcotic addict) will turn to the illicit market to obtain additional supplies. There is the further possibility that the saprophytic pusher, losing his normal market, would become an active proselytizer to maintain his profits and would thus increase the addict population."

It may be noted that this statement was the same as the Position Paper of The Correctional Association of New York.

In June, the members of the various medical groups met again. This time a representative of the Editor of the New York Times was also invited. There had been concern expressed by the various medical groups over the apparent misunderstanding of this newspaper about their various policies on maintenance therapy. To clarify this situation the group met with Mr. Will Lissner, who subsequently, on June 6, 1965, after talking with us, wrote an article clarifying the situation. Mr. Lissner asked to be invited to subsequent meetings and offered assistance in publicizing the legislative program of treatment the group will be formulating for the next legislative session.

METCALF-VOLKER LEGISLATION

The Association has continued to provide data related to the effectiveness of the present Metcalf-Volker legislation.

Present data indicate that out of all the addicts received by the New York City Department of Correction, only about 12% are eventually transferred under provisions of this act, to facilities

under the control of the Department of Mental Hygiene. This is somewhat of a reduction from the past number who have been requesting voluntary civil certification rather than jail commitment. Contacts with addicts indicate that they prefer to receive a short sentence to Rikers Island to commitment, on a civil basis, in facilities under the jurisdiction of the Department of Mental Hygiene, which carries a longer period of state jurisdiction.

Data also indicate that of these individuals who do elect civil certification, well over 50% drop out of the Aftercare Program and disappear from supervision. It is these data that have fortified our position that:

1. The decision as to whether an individual is handled criminally or civilly should rest with the court and not be dependent upon the voluntary request of the addict.
2. Aftercare supervision should be such that, in difficult cases, supervision could be transferred from the Department of Mental Hygiene to the New York City Parole Commission which has had a good success rate with those addicts it has had under its supervision.

FOLLOW-UP STUDY OF ONE HUNDRED NEW YORK STATE PAROLEES WHO RECEIVED SERVICE FROM THE CORRECTIONAL ASSOCIATION OF NEW YORK

In partial fulfillment of requirements for a masters degree, Mr. Middleton Harris, Senior Parole Officer of the New York State Parole Division, studied 100 randomly selected state parolees who had received assistance from The Correctional Association in one year. This study went into great detail on the specific characteristics of the state parolees who form part of the caseload of the Employment and Relief Bureau of the Association. In general, the following are the characteristics:

1. Felons, who commit the most serious offenses, constitute 62% of the New York State parole cases who received assistance from The Correctional Association. Girls' Term respondents (those committed to a reformatory because of behavior which tended to injure their health or morals) constituted 27%.
2. Negroes predominated in both sex groups. They constituted 68% of the entire group; 66% of the male group; and 70% of the female.
3. For the state cases as a whole, 44% were under 26 years of age, with the bulk being between 21 and 25 years old.
4. The recorded intelligence rating showed that 37% had average intelligence while 49% tested below average, of whom 9% tested as mental retardates. Of the 5% above average intelligence, only

one completed three years of secondary schooling. Almost half (48%) failed to obtain eight years of elementary schooling and 98% entered the job market lacking diplomas from high school. 5. 75% of the individuals were unmarried; 21% were separated from their spouses; 5% were married and living with their spouses; while 2% were divorced.

6. The majority, 62% of the cases, were unattached persons who lived apart from relatives.

The above findings simply corroborate those generally known about prison populations. Of most interest to the Association was the fact that, of the New York State parole cases who had received assistance and counsel from the Association, only 14% violated their parole. Interestingly enough, 10 of the 14 parole violators were females, five of them under the age of 21 years. The value of the direct service work of the Association can be seen when one considers this success rate in relation to the generally recognized recidivism rate for parolees, which is estimated to be between 30% and 40%.

ANNUAL REPORT

The 120th Annual Report of The Correctional Association of New York was formally submitted to the Senate and the Assembly on February 10th, 1965. In addition to the Recommendations, the Report contained a resume of the Association's activities during 1964, as well as the testimony of The Correctional Association of New York, before the Temporary Commission on Revision of the Penal Law and Criminal Code, and the Joint Committee on Health Insurance Plans on Narcotic Addiction.

Copies of the Recommendations were distributed to each of the 205 legislators in advance of the printed copies, which were not available until May. When they were received they were distributed to our overseas correspondents.

STATE COMMISSION OF INVESTIGATION

In June, the General Secretary met for several hours with the Assistant Counsel of the State Commission of Investigation.

The State Commission of Investigation is interesting itself in local jails and penitentiaries of the State. The staff appeared to be striving to focus upon specific instances of brutality, homosexual behavior, mishandling of prisoners, and other undesirable conditions. We were asked, and provided the Commission with, the standards of good jail operation and a copy of our paper presented in Atlanta, Georgia, about a year ago, on good and bad jail practices.

In connection with a possible investigation, we were asked by the Federal Bureau of Prisons, to keep them advised as to whether that agency can be of any assistance.

The Association offered its help to the State Commission of Investigation, provided the investigation was not politically motivated.

NEW YORK STATE SENATE COMMITTEE ON MENTAL HYGIENE

The Association presented testimony at a public hearing of the Committee on Mental Hygiene on April 24, 1965, on a series of bills introduced by Senator Ohrenstein. These bills would have established a public health policy for the State of maintaining drug addicts on narcotics. The bills authorized the creation of maintenance outpatient clinics and authorized all private physicians in the State to provide narcotics to addicts even solely for gratification. The policy so established would have been completely contrary to the position not only of The Correctional Association, but also of the American Medical Association, the National Research Council, the Medical Society of the State of New York, and the Medical Society of the County of New York.

Prior to the hearing, the Association met at a breakfast meeting with representatives of the Narcotic Committees of the American Medical Association, the Medical Society of the State of New York, the Medical Society of the County of New York, the New York State Department of Mental Hygiene, and the Federal Bureau of Narcotics, at which time the testimony of each organization was coordinated. There was complete agreement that the bills in question would create an extremely undesirable public health policy.

Testimony presented at the hearing from Senator Robert F. Kennedy, as well as from all the recognized, authoritative medical groups, opposed the maintenance proposals.

In addition to Mr. Goff, Mrs. Ballantine also attended the hearing.

INSTITUTE ON THE OPERATION OF PRETRIAL RELEASE PROJECTS

At the invitation of Justice Bernard Botwin, Chairman, Mr. Pierson and Mr. Goff participated in a two-day institute on the operation of pretrial release projects presented by the Executive Board of the National Conference on Bail and Criminal Justice.

There are at the present time approximately 40 such projects throughout the United States which allow the screening of individuals awaiting trial for possible release on their own recognizance rather than on financial surety. These projects are the out-

growth of the "Manhattan Bail Project" conducted by the Vera Foundation in New York City.

The Institute on the Operation of Pretrial Release Projects focused upon an examination of legal and constitutional questions involved in their operation including the "privileged" nature of communications between bail interviewers and defendants, the effect and implications of the absence of counsel at such interviews, the right of defense counsel to obtain a copy of bail reports, the possibility of prejudice to defendants by making adverse material contained in such reports accessible to the judge in advance of trial, and the use of bail as means of preventive detention.

On the latter item, namely preventive detention, the General Secretary suggested that the Law Committee of the Association examine this concept with the possibility of the Association drafting such a proposal for legislative consideration.

LOCAL COUNTY JAILS

As Vice Chairman of the New York State Commission of Correction, Mr. Cass was assured of the support of the County Board of Supervisors in correcting extremely poor administration in the Orange County Jail. The improper supervision and administration of this jail has resulted in six escapes.

The Commission is continually pressing for the construction of a new jail in Putnam County which would provide adequate housing and treatment for young offenders in that county.

MEETING WITH GOVERNOR ROCKEFELLER

The General Secretary and approximately 20 other leaders in the general field of youth problems were asked to meet with the Governor to discuss ways in which the State's youth programs might further be developed, and to suggest the means of bringing about such improvements. This meeting took place immediately following the dedication of the new Division for Youth S.T.A.R.T. Center for Girls on Staten Island.

Mr. Goff expressed to the Governor the hope that, with proper safeguards, the New York State Intelligence and Identification System, presently being developed, would include information about juveniles who have been in difficulty with the law. We had previously heard that the Intelligence and Identification System of the State was not going to contain information about individuals under the age of 21, and since 30% of the serious offenses are committed by persons between the ages of 16 and 20 in this State, felt that this was a major weakness in the system.

We proposed that such data would be invaluable for research purposes in determining the effectiveness of various youth correctional programs presently in operation in the State. In addition, we pointed out that techniques might be devised to prevent the recurrence of another case where a juvenile history was not known to the courts.

The Association was supported in its point of view by Mr. Lawrence Pierce, Director of the Division for Youth and Executive Director of Lincoln Hall, who was particularly interested in being able to determine whether or not a high percentage of youngsters who have been in trouble at an early age eventually end up in mental hospitals.

Commissioner Kross also supported our proposal by stating that data on the background of juveniles would be particularly valuable to the Adolescent Division of the City Department of Correction. At the present time, the Adolescent Division of the City Department of Correction is receiving information on the past history of the young lads committed to it principally through the Probation Department, which obtains the information directly from the individual boy.

After expressing surprise that the Intelligence and Identification System as planned contains this major gap in data, Governor Rockefeller reassured us that he would look further into the matter.

COURT REFORM

Together with the Committee for Modern Courts, the Association of the Bar of the City of New York and several other organizations, The Correctional Association sponsored a public forum to expose present legislative efforts to undermine the court reform brought about by the constitutional amendment of 1961.

Noting three bills which would emasculate the Administrative Board of the Courts, the General Secretary alerted General Edward Greenbaum, long a driving force in court reform in New York State; Mr. Duncan Elder, Chairman of the Executive Committee of the Committee for Modern Courts; and Mr. Lawrence Marcus, Counsel for the Judicial Conference. As a result, the resources of the Committee for Modern Courts, the Association of the Bar of the City of New York, and other organizations interested were quickly marshalled and a spotlight focused on these efforts, through this public forum held on April 8, 1965.

Not only did the Association alert these other groups to these efforts to undermine court reform, and join in sponsoring this public forum, but also advised its entire membership of the meetings and

urged them to attend. We were pleased to note Mr. Harold K. Hochschild and Mr. Henry L. Pierson in attendance.

57th ANNUAL STATE CONFERENCE ON PROBATION

The Association was represented at the 5th Annual State Conference on Probation by Mr. E. R. Cass, who chaired a session on "New Viewpoints in Correctional Treatment: Probation, Institution, and Parole." As Chairman, Mr. Cass stimulated the meeting and set the stage for the discussion that followed by presenting some historic background of correctional treatment; and emphasized the value of man's concern for his fellowman.

WORK-FURLOUGH PROGRAMS

The Community Service Society asked the General Secretary to meet with a staff member of the Youth and Correction Committee and that organization to help in developing the Community Service Society position on Work-Furlough Programs.

For a number of years, the Association has urged the adoption of an extensive Work-Furlough Law in the State of New York. Last year we saw partial accomplishment with the enactment of legislation allowing for the commitment of nonsupport cases convicted of contempt on a work-release procedure.

The Community Service Society, which in the past has been somewhat reticent to support Work-Furlough legislation, appears to be ready to join with The Correctional Association in urging more extensive legislation.

CITY COURT—CITY OF BUFFALO

Having been supplied with material by The Correctional Association, Judge William J. Ostrowski began a campaign in his county for more effective ways of dealing with the chronic police court alcoholic. He circularized our Recommendation number IX to the 1965 Legislature to approximately 50 community leaders in the county as well as to the county officials, calling for a meeting to develop a program for alcoholics in the county. Already, the Buffalo Council on Alcoholism has volunteered its services to help develop a plan, and has met in a preliminary session with Judge Ostrowski, an Erie County probation officer, and the Director of the Terrace House, a halfway house.

We are most pleased with the results of our efforts to create interest in the problem of the chronic police court alcoholic and encouraged by the steps that have been taken not only in New

York State, but also in other areas throughout the country, to face this very difficult complex problem squarely.

A TRIBUTE LUNCHEON FOR MR. DAVID G. BAIRD

The Correctional Association was represented to a tribute luncheon for Mr. David G. Baird, sponsored by the Henry Street Settlement, by Mr. Melber Chambers, Mr. William Meyer, and Mr. Goff, who joined with over 300 other individuals, including Mayor Wagner, Dr. Howard Rusk, The Honorable Newbold Morris, Judge Sylvia Jaffin Liese, and the Reverend Dr. Dan N. Potter, in honoring Mr. Baird.

The warm feelings about Mr. Baird's benevolences were most succinctly expressed on the printed program:

"Over the years, Mr. Baird has contributed much to human betterment. Through the Baird Foundation, he and his family have made possible the creation of distinguished centers of health, research, and education; have extended the services of hospitals, health centers, and residences for the elderly; have provided health and hope for children and young people, particularly in advancing their education opportunities. However, Mr. Baird is best known for his personal interest in the children and families of the neighborhood. His hands stayed many an eviction and kept families together; put food on the tables of the destitute, warding off hunger until a relief check could arrive; provided warm clothes for shivering bodies and shoes for bare feet so children should go to school; brought legal help to boys in trouble so that they could have their day in court; sent children from crowded homes on carefree vacations. But for his interventions many a child might have gone to bed hungry or have been abandoned to the streets."

Mr. Baird, who contributed generously, and always anonymously, so that the beneficiaries of his help never saw him nor knew his name, has been one of the strongest financial supports of the direct service activities of The Correctional Association of New York.

NATIONAL MASS MEDIA

NBC TELEVISION DOCUMENTARY— "TERROR IN THE STREETS"

The Association was asked by the National Broadcasting Company to assist in preparing a documentary for the "White Paper"

program on the atmosphere of fear in New York City and other large metropolitan areas engendered by stories of violence and assaults. We worked with the director and writer providing technical assistance on crime causation and the crime picture in the United States and obtaining cases involving assaults and muggings. In addition to providing technical consultation, Mr. Goff interviewed, on camera, three assaulters.

The program was an attempt to objectively analyze the actual extent of violence, the role mass media may play in creating fear, as well as the possible role of the newspapers in causing assaults; the conscious, as well as the unconscious, motivations of assaulters, and the broad sociological base giving rise to fear and violence.

We obtained the cooperation of both the State Parole Commission and the New York City Parole Commission and presented parole as one means of maintaining control.

While the program centered primarily around the situation in New York City, it should be noted that a general feeling of uneasiness and apprehension over one's personal safety appears to prevail in a number of other large cities in the United States.

REACTIONS TO "TERROR IN THE STREETS"

On April 7th, 1965, the documentary, "Terror in the Streets," was shown to a nationwide television audience. As is the case on any controversial issue the reactions were mixed. The newspaper reviews of the program in the City of New York were as unfavorable as the reviews in newspapers outside of the city were favorable.

The Association received a number of telephone calls the day following the telecast, most of the very complimentary type, praising us for our effort to maintain objectivity. One well wisher who had read the local newspaper reviews said that the newspapers were saying in effect, "our minds are made up — don't confuse us with facts."

The decrease in the homicide rate over the last forty years, and the comparatively high suicide rate (it is four times greater than that of homicides) make little impact on the emotional "image of crime."

It is obvious from some evaluations of the telecast that, while the facts are real, fear also is real. The situation is somewhat analogous to that of trying to convince someone who has a fear of flying, that it is safer to travel by air than by automobile. The fact is accepted intellectually but rejected emotionally.

We were pleased to note that this documentary was also shown in New South Wales, Australia, and was very well received.

STATEMENT OF POLICE COMMISSIONER VINCENT L. BRODERICK

The Association was most pleased to note that, in spite of the criticism of the approach taken in "Terror in the Streets," the remarks and press releases of the Commissioner of Police have begun to reflect our efforts, through the program, to ameliorate the undue terror about crime in New York City.

In his remarks at a promotion ceremony held in Police Headquarters, November 24, 1965, Commissioner Broderick stated:

"We must recognize and must be sure the people of this City recognize, that there are dangers on the streets of New York, just as there are dangers in every great city. But we must articulate very precisely the scope and the nature of these dangers. We must warn of the dangers not to promote fear, but to induce caution.

"New York City is, by any standard, one of the safer urban communities of this nation. *There is a far greater danger on the streets of New York of being injured or killed in an automobile accident than there is of being assaulted, murdered, or raped.* This we should make clear to the members of the public so that they may walk the streets with caution, yet not with fear.

"The crimes which induce fear are the crimes of violence: murder, rape and assault. Among the ten largest cities of this country, New York has the lowest murder rate, only Houston has a lower rape rate, and only Cleveland has a lower assault rate.

"Danger is a relative concept. If we remember that in *New York City the danger of death or injury from the automobile is greater than the danger of death or injury from violent crime.* I firmly believe our approach to the crime that we do have in this city will be much more objective and constructive. If the people of New York remember that New York has less crimes of violence in proportion to population, than does Chicago, Los Angeles, Philadelphia, Detroit, Baltimore, Houston, Washington, D. C., or St. Louis, then in my judgment we can expect them to consider violent crime, and our efforts to cope with it, in a proper perspective."

NATIONAL EDUCATION TELEVISION

The Association was asked to cooperate with the National Education Television System in developing a documentary film on juvenile delinquency in the United States. In addition to spending

several hours with the producer, we made arrangements to tape sessions of a university course being conducted for police on juvenile delinquency, principally to obtain the flavor of police attitudes toward juvenile misconduct. The film is still in the planning stage.

RADIO BROADCAST—NARCOTIC ADDICTION

At the request of Gary Stradling, a producer, the Association organized a panel for two, one-half hour radio programs on narcotic addiction which were presented on two successive nights in January, on radio WNBC.

We were successful in obtaining the cooperation of Senator George Metcalf, Dr. Henry Brill, and Mr. George Belk, District Supervisor of the Federal Bureau of Narcotics. At the very last minute, Senator Metcalf called from Albany to advise us that an unexpected roll call prevented him from appearing on the program.

PARADE MAGAZINE

On February 14, 1965, "Parade Magazine," a Sunday supplement read by approximately 14,000,000 people, carried as its lead editorial article one which had been provoked by this Association last year. The article, titled "Should We Jail Alcoholics?", is the third such article carried in this publication. The first dealt with the jailing of psychotics, the second with holding juveniles in jail, and the most recent one on jailing alcoholics.

Within two days after publication, Parade Magazine was deluged with letters from readers, 80% of whom agreed that jailing an alcoholic is "an exercise in futility."

We have been attempting to interest this publication in a fourth article. We are hopeful that this article, on homosexuality, might be published in the coming year.

TODAY'S HEALTH

In preparing an article for "Today's Health," a publication of the American Medical Association, the writer was directed to contact The Correctional Association of New York for observation on "child molestation" from a criminological point of view. One of the specific questions that the editor of this publication wanted the writer to clarify was whether child molesters should be considered legally insane. We spent a great deal of time with the writer, attempting to explain the three different sets of criteria presently being used in the various States determining criminal responsibility: the Rules in the M'Naghten Case, the Durham Decision, and the

American Law Institute's criteria, which is in the Proposed Penal Law developed by the Temporary Commission on Revision of the Penal Law and Criminal Code.

We pointed out, among other things, that, from our institutional experiences, child molesters are looked down upon by all inmates. They occupy the lowest rung on the social status ladder in American prisons. We pointed out further the need for intensive psychiatric treatment and a flexibility in the way these sex offenders can be handled, referring to the sex offender laws of the States of Wisconsin and New Jersey. These laws allow for alternate commitment either to a mental hospital or to a correctional institution with release predicated upon the recommendation of the psychiatric board to the state's parole board.

Our efforts to using this type of mass media are directed toward building up public knowledge on the multiplicity of problems involved in the administration of justice, and to gain public support for constructive ways of dealing with the various social problems related to the correctional process.

NATIONAL COUNCIL OF CHURCHES

SEMINAR ON THE PASTORAL CARE FUNCTION OF THE LOCAL CONGREGATION TO THE OFFENDER AND HIS FAMILY

As chairman of the Committee on the Offender of the National Council of Churches, which developed the Conference, the General Secretary attended a four day consultation in East Lansing, Michigan, during May, for the denominational leaders of the various protestant churches. Approximately 50 clergymen were present at this first of, what is planned to be, a series of conferences to reinvolvement of the churches in the problems of crime and correction.

The purpose of this particular seminar was to delineate the needs of probationers, incarcerated offenders, parolees, releasees; existing penal and correctional institutions; and to determine what the churches are doing and can do to meet these needs. Through this national seminar, the Committee on the Offender hopes to focus more attention on the part the churches can play in meeting the needs of correction and offenders.

A paper by Myrl Alexander, Director of the Federal Bureau of Prisons, was read the day following the keynote address by Mrs. George Romney. Not only did we receive full cooperation from the various churches, but also the Committee received complete cooperation and assistance from the Federal Bureau of Prisons and the Michigan State Department of Correction. Mr. Gus Har-

ison, Director of the Michigan Department of Correction, expressed his personal appreciation for asking him, and Mrs. Romney, together with several other members of the professional staff of the Michigan Department of Correction, to participate in the program.

It is planned to conduct a similar National Seminar on homosexuality within the next three years.

COMMITTEE ON THE OFFENDER

The General Secretary met with the staff of the Department of Pastoral Services of the National Council of Churches to review past work of the Committee on the Offender of the National Council of Churches, which is chaired by Mr. Goff, and to draft plans for future activities.

The major thrust of this Committee has been to reinterest the Protestant Churches in the United States in the problems of the offender and his family. A national consultation involving leaders from the various Protestant groups was held in East Lansing, Michigan, as the initial public proclamation of the churches renewed interest. The Methodist Church of the United States has adopted this problem as a major area of christian social concern and it will be an area of principal emphasis of that body in 1967 and 1968.

The Committee on the Offender opened the door of several other areas of interest to The Correctional Association. It was able to bring about the development of a Committee on Sexual Variation within the National Council of Churches, which is examining the problems of homosexuality and the church's ministry to the homosexual community.

The Committee on the Offender of the National Council of Churches has brought about the development of a Committee on Narcotic Addiction within the National Council of Churches, which prepared material for circulation throughout the churches in the United States on heroin; and is also preparing a pamphlet on soft drugs, such as the barbiturates, the amphetamines, and the abuse of tranquilizers.

COMMITTEE ON SEXUAL VARIATIONS

Approximately three years ago, the General Secretary, at a Semi-Annual Meeting of the National Council of Churches Commission on Religion and Health, proposed that, in addition to narcotic addiction and alcoholism, homosexuality was a proper subject for concern of the Protestant churches in the United States. As a result,

the Methodist Church held a consultation with recognized homosexual groups in San Francisco.

The Committee on Sexual Variations was created on paper a year ago. The first meeting of this Committee was finally held in November, 1965. The Committee, among other things, will introduce into the Second North American Conference on Church and Family a small section devoted to homosexuality. It is further encouraging the developing of a meeting between local councils of churches and recognized homosexual groups. Already joint councils on religion and homosexuality, representing both local councils of churches and homosexual groups, have been organized in Chicago, San Francisco, Washington, Philadelphia and Toronto. Miami and New York City are considering setting up such councils to allow communications between the organized churches and the homosexual community.

At the meeting of the Washington Council on Religion and Homosexuality approximately 100 homosexuals and clergy met. This meeting was disrupted by two neo-Nazis entering and deriding the Jewish rabbi and Protestant minister who were acting as co-chairman for the churches.

The committee of the National Council of Churches will have at its meeting in the beginning of 1966 representatives of the Matachine Society and the Daughters of Bilitis here in New York to pursue further the church's ministry to the homosexual community.

COMMITTEE ON NARCOTIC ADDICTION

A sub-committee of the Committee on the Offender of the National Council of Churches, namely the Committee on Narcotic Addiction, is preparing for distribution to the clergy throughout the United States two publications. One, primarily for large urban centers, focuses principally upon heroin addiction. The second, and more difficult to prepare will deal with the abuse of dangerous drugs such as barbiturates, amphetamines, marijuana, and other so-called "soft narcotics." Because of the growing concern over the abuse of these "soft narcotics," particularly in suburban areas, it is felt that the second publication will be much more widely used and sought for.

AMERICAN CORRECTIONAL ASSOCIATION

BOARD OF DIRECTORS MEETING

Mr. Cass, President Emeritus and former General Secretary of The Correctional Association for 40 years, and Mr. Goff attended the Board of Directors meeting of the American Correctional Association

which was originally organized by The Correctional Association of New York in 1870. Until two years ago the two organizations were administratively joined, Mr. Cass being the General Secretary of both. At that time it was agreed to be in their best interests to separate. Because of the paternalistic interest of The Correctional Association in the national body, we have continued to provide the American Correctional Association with office space of its New York business office.

At the Board of Directors Meeting, a new General Secretary was appointed for a period of three years beginning June 1, 1965, by the Board of Directors. Mr. E. Preston Sharp, appointed to this position, has been long known to both Mr. Cass and Mr. Goff. The Correctional Association reassured Mr. Sharp and the President of the American Correctional Association of The Correctional Association's continuing interest in the national body.

MID-WINTER MEETINGS

As the Vice Chairman of the Committee on the Prevention and Treatment of Juvenile Delinquency of the American Correctional Association, the General Secretary met with members of this Committee to develop the Committee's program for the 95th Annual Congress of Correction which was held in Boston, Massachusetts, in the later part of August of the year.

Representing the Association, and as a member of the Ad Hoc Committee on Narcotic Addiction of the American Correctional Association, Mr. Goff submitted the Association's position and program for consideration by this group of professional correctional workers. It was anticipated that this newly formed Narcotics Committee of the American Correctional Association would prepare for submission to that body a series of tenets and proposals on narcotic addiction, as viewed by professionals working in correction throughout the United States.

This is another example of the way in which The Correctional Association is continually striving to obtain broad support for the various positions on which it has taken a strong stand.

ALCOHOLISM

TEST CASE ON THE CONSTITUTIONALITY OF PUBLIC INTOXICATION LAWS

Because of our interest in public intoxication laws and the modification proposed in the public intoxication law in the State of New York by the Temporary Commission on Revision of the Penal

Law and Criminal Code, the Association, through contact with the American Civil Liberties Union, obtained the brief of an appeal from the Court of General Sessions Criminal Division to the Court of Appeals in the District of Columbia on the conviction of an alcoholic on public intoxication.

This appeal raised two fundamental questions:

1. Does a "chronic alcoholic," who has, by statutory definition, "lost the power of self control" over the use of alcoholic beverages, become intoxicated with criminal intent necessary for violation of Section 25-128 of the District of Columbia Code?
2. Is it a cruel and unusual punishment to convict an "alcoholic," who has, by statutory definition, been designated as "a sick person and in need of proper medical, institutional, advisory, rehabilitative treatment," for public intoxication?

This appeal was filed by the law firm of Covington and Burling on December 23, 1964.

Copies of the brief were sent not only to the Temporary Commission on Revision of the Penal Law, but also to the State Bar Association, the Governor's Committee on Alcoholism, the National Council on Alcoholism, the International Bureau Against Alcoholism in Switzerland, and several of our corresponding members in the governments of other countries who have expressed great interest in this question.

The attorneys for the Appellant further have forwarded to us a copy of the Government Brief and of the Appellant Reply Brief argued in the District of Columbia Court of Appeals, February 8, 1965. Due to the great interest in this case, the Association continued to act as the hub for the distribution of information on it.

SECRETARY'S COMMITTEE ON ALCOHOLISM — DEPARTMENT OF HEALTH, EDUCATION AND WELFARE

Because of the important role The Correctional Association is playing in opposing the jailing of alcoholics, the Secretary of Health, Education and Welfare, asked the General Secretary to present a paper at a meeting called by him of about 100 municipal judges from all states. Mr. Goff was one of five individuals in the United States asked to present testimony on the present procedure on jailing alcoholics. In addition to Mr. Goff, whose paper "Correction and the Alcoholic" was well received, Dr. David J. Pittman from Washington University in St. Louis, Missouri presented a paper. We were much intrigued by the discussion the papers provoked and to note that the problem of the perennial jail habitue is being given serious consideration throughout the entire United States.

Because there is both a public apathy about chronic police court offenders and also a lack of understanding about alcoholism, particularly as it relates to the treatment of the chronic police court offender, efforts to shift the handling of these individuals from correction have in the past met with great reluctance and resistance. Even the police and some correctional personnel require education on this matter. The Technical Assistance Program, co-sponsored by The Correctional Association, the National Institute of Mental Health, the State Commission of Correction, the State Department of Mental Hygiene, and the United States Public Health Service, held in April, 1964, was an educational effort in this direction. The Handbook on Alcohol and Alcoholism for Police was another of our efforts.

FEDERAL LEGISLATION

FEDERAL ALCOHOLISM BILL—H.R. 781

Because of the Association's long time interest in the plight of what is estimated to be 50% of the population of the county jails, the chronic police court offender, the Ad Hoc Committee on the Alcoholic Offender has continuously pressed for the development of facilities and programs as alternatives to jail commitment. On the Federal level, the Association has been supporting H.R. 781, a bill introduced by Representative Hagan of Georgia, which would be a major step in this direction.

The Association received a telegram from Representative Hagan advising that his bill would have a public hearing in the Interstate and Foreign Commerce Committee of the House of Representatives, and urging us to testify in its behalf. While the time was short for the preparation of testimony, we were able to advise the House Committee on Interstate and Foreign Commerce of our desire to be heard and testify on behalf of the bill.

This bill finds alcoholism an illness and a public health problem affecting the general welfare and the economy of the nation, and further recognizes alcoholism as an illness subject to treatment and abatement, in that the sufferer of alcoholism is recognized as one worthy of treatment and rehabilitation. It directs the Federal Government to study and conduct research into the problems of alcoholism, including methods and facilities for the care, custody, detention, treatment, employment, and rehabilitation of alcoholics. It further enables the Federal Government both to establish and maintain hospitals, clinics, institutions, and other facilities for treatment, as well as provide grants in aid for the training of personnel and creation of facilities by state and local governments.

The interest of The Correctional Association in such legislation is obvious in that in most instances the jail is the only place at present available for the handling of the "chronic police court alcoholic." With Federal encouragement and financial support, many of the cases presently receiving repeated commitments to county jails could be sent to medical-welfare type facilities for the treatment they need, and, therefore relieve the county jails of a problem which they are ill-equipped to handle.

H.R. 2263—A BILL TO RESOLVE THE CRITICAL SHORTAGE OF QUALIFIED MANPOWER IN THE FIELD OF CORRECTION

On January 11, 1965, Representative Edith Green introduced H.R. 2263 in the House of Representatives. This bill provided an objective, thorough, and nationwide analysis and re-evaluation of the extent and means of resolving the critical shortage of qualified manpower in the field of correctional rehabilitation. The value of this bill is readily apparent.

In order to obtain Senate and bi-partisan support, The Correctional Association asked Senator Javits to consider introducing into the United States Senate a companion to the Green bill, co-sponsoring it with Senator Joseph Clark of Pennsylvania. Shortly after receiving our letter Senator Javits had his staff review the Green bill and advised us that he was willing and anxious to introduce such a bill in the Senate.

Senator Javits kept us advised by telegram of each step of progress as the bill progressed. It was signed into law by President Johnson in September.

NATIONAL ORGANIZATIONS

NATIONAL CONFERENCE ON LEGAL ISSUES AND ALCOHOLISM AND ALCOHOL USAGE

The Association was most pleased to be asked to represent the International Council on Alcoholism at the National Conference on Legal Issues and Alcoholism, sponsored by the Law-Medicine Institute of Boston University in Swampscott, Massachusetts.

This Conference brought together about 100 medical and legal experts on the problem of alcoholism from across the country, including The Honorable David L. Bazelon, Chief Judge of the United States Court of Appeals for the District of Columbia; The Honorable William H. Burnett, Chief Magistrate of the Denver Municipal Court; William J. Curran, Director of the Boston University Law-Medicine Institute; The Honorable Morris Ploscowe;

and Dr. Julian Waller, Coordinator of Accident Prevention for the California State Department of Public Health.

We were encouraged to see an increasing amount of attention being paid to the medical-legal aspects of alcoholism, a social-medical problem in which the Association has been interested for many years, due to the impact alcoholism has on the population of county jails, and the still unknown relationship between the excessive use of alcohol and serious crimes.

COUNCIL OF STATE GOVERNMENTS

The General Secretary was again asked to write the chapter on Correctional Services for the Book of the States, the biannual publication of the Council of State Governments. We used the same format of the previous chapters, describing with a wide brush the general trends in correction throughout the United States, and illustrating with examples of specific state programs.

The Association was complimented by this repeat request of the Council of State Governments, as it illustrated the high esteem in which the knowledge and objectivity of The Correctional Association is held.

NATIONAL SHERIFFS' ASSOCIATION

In furthering the efforts of the Association to develop meaningful programs in local correctional institutions, particularly as they relate to the problem of the alcoholic offender, the General Secretary met in Atlantic City at the National Sheriffs' Annual Conference, with Mr. Quinn Tamm, Executive Director of the International Association of Chiefs of Police, Mr. Ferris Lucas, Executive Director of the National Sheriffs' Association, and Mr. Raymond Miller, Chief of the Jail Inspection Service of the Federal Bureau of Prisons. The primary reason for this meeting was to interest the Sheriffs' Association in joining with the Correctional Association in developing a handbook on the alcoholic offender for use in over 3,000 jails in the United States. We were very encouraged by the support and glowing report on the Handbook the Association prepared for the police throughout North America, as given by Mr. Quinn Tamm, and were pleased by an indication from the National Sheriffs' Association that they would work with us on this project.

Because the local jails in the United States have contact with so many more people than do all the state and Federal institutions combined, and because these local jails are generally under the direct control of the county sheriff, we feel we should make every effort to work with the National Sheriffs' Association.

NATIONAL ASSOCIATION OF MUNICIPAL JUDGES

The Correctional Association was asked to participate in a meeting called jointly by the National Association of Municipal Judges and the United States Jaycees, to implement a project intended to arouse citizens support of courts and law enforcement, in a proposed continent-wide campaign to combat the increasing crime rate. The preliminary planning meeting for project "Law and Order—Respect for Law" was held in conjunction with the National Association of Municipal Judges Conference in Montreal, Canada. It was attended by selected representatives from the United States Jaycees, Optimists International, The National Council on Crime and Delinquency, The National Association of Municipal Judges, and The Correctional Association of New York. Tentative plans were made for a two-prong attack. First, an immediate attack, suggested by The Correctional Association, was the development of a campaign directed toward middle and upper class respect for traffic laws, jury duty service, and opposed to "ticket-fixing." The second was a more encompassing and prolonged effort, to awaken in the public mind a full understanding of the necessity for citizen support of courts and law enforcement, as the cornerstone of liberty and the most potent weapon to combat rising incidents of crime and lawlessness. Efforts are being made to create a combat team consisting of the President's Crime Commission, the United States Department of Justice, the American Bar Association, the United States Jaycees, the International Association of Chiefs of Police, the Office of Economic Opportunity, the American Legion, and the United States Department of Health, Education and Welfare.

PRESIDENT'S COMMISSION ON CRIME IN THE DISTRICT OF COLUMBIA

The President's Commission on Crime in the District of Columbia became interested in the Association's position and proposals on the handling of the alcoholic offender. We were asked to provide the Commission with copies of our testimony before several state legislative commissions, the Interstate and Foreign Commerce Committee of the House of Representatives, and the paper presented by Mr. Goff at the London Scientific Institute of 1964.

In addition to our thoughts on a long range program for handling the chronic police court offender, the Commission asked for specific proposals on the extension of probation services to handle alcoholic offenders which might be implemented immediately.

There are some questions about the effectiveness of the present procedure of having AA type weekly meetings under the aegis of

the probation department in the district, and of the present probation case load of about 100 probationers per officer. It is obvious that the probation personnel have little, if any, time available to provide the counseling and support their cases need. We strongly urged that the caseloads be reduced to a maximum of 35 for each officer, to allow more meaningful probation service.

Since the Association believes that the chronic police court offender should not be the exclusive responsibility of correction authorities, if indeed their responsibility at all, we urged the President's Commission to contact the North American Association of Alcohol Programs for assistance in developing both long-range and short-term proposals.

PROJECT MISDEMEANANT

The General Secretary was asked to be the Reactor to a presentation of a probation project in Royal Oak, Michigan, which utilized voluntary lay citizens as counselors and sponsors for lesser offenders. It should be noted that for the majority of lower courts in the United States, there is no probation service available, so that the judge normally has two dispositions at his disposal: (1) to fine, or (2) to jail. The value of probation supervision is well recognized, yet, in most jurisdictions, probation is a service available only to the court handling more serious offenders. Expansion of probation to the lower court certainly is desirable, and the Royal Oak Project is an excellent way of providing additional protection to the community through the use of supervised, voluntary laypeople.

THE EMPLOYMENT POLICY OF XEROX CORPORATION

As a result of an original contact made by Mr. Chambers with the Cornell Placement Unit, Xerox Corporation is considering a shift in its personnel policy, which would allow the employment of selected releasees.

The General Secretary met with the Personnel Policy Analyst of Xerox at his request to explain the various problems involved in obtaining employment for releasees and to discuss various screening methods.

It is expected that in the near future the blanket restriction against the hiring of individuals with a criminal record will be ameliorated to some extent by this large corporation.

GRATITUDE LUNCHEON-AA

Mr. Goff was most pleased to have received an invitation to be

a guest at the gratitude luncheon given by the General Service Board of Alcoholics Anonymous, expressing that organization's appreciation to people who have contributed to a better understanding of alcoholism. Due to a schedule conflict, the General Secretary could not attend, and asked Dr. MacDonald to represent the Association at this luncheon.

SUPREME COURT COMMITTEE ON JUVENILE CONFERENCE COMMITTEES

The General Secretary was asked by the Chief Justice of the New Jersey Supreme Court to chair a Supreme Court Committee examining the Juvenile Conference Committee plan of that State. This committee, composed of a county court judge, the president of a college, the psychiatric director of a county mental hygiene clinic, a county superintendent of schools, and a director of a council of social agencies, has held two hearings, with three additional hearings planned for the fall and winter of 1966.

In 1952, the Chief Justice of the New Jersey Supreme Court, Arthur Vanderbilt, by court direction, created in each municipality of the State, a committee of knowledgeable citizens to hear cases of minor delinquency. During his period as Chief of the Bureau of Correction of the State of New Jersey, the professional direction of the committees fell under the jurisdiction of Mr. Goff. Shortly prior to leaving New Jersey in 1960, Mr. Goff assigned two field representatives of his Bureau to study the operation of these Juvenile Conference Committees and had submitted a report to the Supreme Court of the State. Because of the pressure of other work, the court was not able to proceed further until late 1964, at which time it created the Committee, chaired by Mr. Goff, to study further both the philosophy of lay committees' dealing with cases of simple delinquency and the operation of such committees. It is because of the original 1960 report, and his position as Chief Consultant to the United States Senate Sub-Committee on Juvenile Delinquency, that Mr. Goff was asked to chair this out-of-state committee.

LITLA HRAUN

Litla Hraun, the one prison in Iceland, is located close to the town of Eyrarbakki, about sixty miles from Reykjavak, the largest City in the country.

Except for a cyclone fence surrounding it, Iceland's prison looks like any ordinary farm in the countryside. This institution handles all males from sixteen years of age up. On the day the General



Litla Hraun

Secretary visited the institution, there were twenty eight inmates, the majority of whom were serving short sentences from six to eighteen months. While the maximum possible sentence in Iceland is sixteen years, no individual has ever served more than twelve years of imprisonment.

Each inmate has his own room somewhat larger than cells in American prisons. Each room has a large outside window which is barred but which has a shade or drapery the inmate can close so that the bars are seldom seen. The rooms are comfortably fitted with over-stuffed chairs and a desk as well as a single bed. A thick solid oak door is left opened during the day and secured by hasp and padlock at night.

Of the twenty eight inmates, sixteen were on full minimum security, working away from the main building either on the institution's farm or in the institution dairy of approximately thirty head. A new building was being constructed as a workshop to provide work for the inmates during the inclement winter weather.

The assistant warden reported that out of twenty eight inmates about twenty had problems with alcohol. These twenty had been arrested for stealing in order to buy liquor which is extremely expensive in Iceland. Of the twenty, approximately half might be considered as "international vagrants." They had been imprisoned in Norway, Sweden, England, Denmark, the United States and other countries numerous times before their present incarceration.

While the inmates live one man to a room, they eat together at small tables in the dining room in the basement of the main building.

The assistant warden related that at times there had been "riots" in the prison. In view of the lack of repression and general freedom of the inmates, this was difficult to conceive.

INTERNATIONAL

QUINQUENNIAL CONGRESS ON THE PREVENTION OF CRIME AND TREATMENT OF OFFENDERS

The Correctional Association of New York was well represented in Stockholm, Sweden during the summer of 1965 at the Third Quinquennial Congress on the Prevention of Crime and Treatment of Offenders sponsored by the United Nations. Mr. Cass, who attended his first International Congress in 1925 and has attended every International Congress since that date; Mr. Schulte, and Mr. Goff, both who attended the 1960 meeting in London, England,

constituted the delegation of the Correctional Association at this international gathering of experts on crime — its treatment and prevention.

The Correctional Association of New York has a major interest in these International meetings since the first such International meeting held in London, England, 1872, resulted from the efforts of Mr. E. C. Wine, then General Secretary of the Correctional Association of New York. Through the international correspondents of the Association, Mr. Wine proposed that since crime transcended national boundary lines, those involved in the administration of justice should meet to "compare notes" and deliberate on the means of treating offenders to reduce recidivism and to establish progressive standards of correction.

The group that met in 1872 eventually organized the International Penal and Penitentiary Commission which, during the period of the League of Nations, affiliated with that body. In 1950, the International Penal and Penitentiary Commission, the last of the League of Nations organizations, turned its function over to the Social Defense Section of the United Nations, which continued in 1955, 1960, and again in 1965 the Quinquennial Meetings. There has been a gradual increase in the number of countries represented at these gatherings on crime until in 1965 in Stockholm there were over fourscore different national delegations.

These meetings not only permit the formal exchange of experiences, research projects, and experimental programs, but also act as a lubricant in international relations, transcending political ideologies and focusing on the common factor of the prevention and treatment of crime. The Stockholm Conference, for example, permitted Mr. Case to discuss probation with a probation officer from Nigeria; Mr. Goff learned more of the "people's court" being used behind the iron curtain; it was the means whereby Mr. Schulte learned the problems of juvenile delinquency in newly emerging countries. For all three of the representatives of the Correctional Association, this Quinquennial Meeting was an opportunity to meet with old colleagues and to establish new relationships of value to the Association, the State of New York, and to the United States.

Months in advance of the meeting, the staff of the Social Defense Section of the Secretariat of the United Nations worked diligently gathering, digesting, and circulating to the delegates voluminous background material for study in advance of the actual Congress. Papers on probation, citizen participation, inmate labor, the sociological affects of a rapidly changing society, and peer pressure in controlling criminal activities were but a few of the topics studied by the delegates before the meetings.



Mr. E. R. Cass (r.) with two delegates from Nigeria at the Quinquennial Congress, United Nations, Stockholm, 1965

Because of the importance of this International Meeting, a paper presented by The Honorable Thurgood Marshall, Chairman of the United States Delegation, is included as Appendix B. Regrettably, space is not available to include the Rapporteurs' Reports on the six agenda items. These included social change and criminality, social forces and prevention of criminality, community preventive action, measures to combat recidivism, probation (especially adult probation) and other noninstitutional measures, and special preventive and treatment measures for young adults.

Noteworthy, as is characteristic of these international gatherings, was the earnestness and sincerity of the delegates. Regularity of attendance at the various meetings was but one illustration of their seriousness and concern.

It was with a great deal of satisfaction the Correctional Association of New York continued its involvement in, noted the progress of; and was recognized for its role in starting these meetings almost a century ago.

VISITING OFFICIALS

ENGLISH VISITOR

The Howard League for Penal Reform, an international penal reform organization with its main office in London, asked us to outline a program for an English senior civil servant, Mr. Donald Broadhead, during his visit to the United States.

It will be recalled that several years ago Mr. Coff met with representatives of the British government and private aftercare agencies in London and urged the government to provide counsel, guidance, and supervision for all individuals released from correctional institutions. At that time these services were provided by volunteer prisoners' aid societies. Recently, the government has adopted the principles urged, and the Advisory Committee on the Aftercare of Prisoners, of which Mr. Broadhead is a member, is developing plans for the transfer of this function from private agencies to a government department.

SECRETARY GENERAL, MINISTRY OF JUSTICE, BELGIUM

After attending the International Criminological Conference in Montreal, Canada, Mr. Paul Cornil, Secretary General of the Ministry of Justice of Belgium, visited New York. The Association arranged for him to meet with Commissioner Henry Barnes of the Traffic Department and to visit the Division for Youth Home in the City, as well as meeting some members of the Executive Committee.

This brief visit of Mr. Cornil resulted from some earlier correspondence concerning the alcoholic offender. Like many European countries, Belgium is becoming increasingly concerned over the problem of alcoholism as it relates to the administration of justice and to traffic accidents. This is why he wished to talk with Mr. Goff and we arranged for him to meet with Commissioner Barnes.

Mr. Cornil has been long known to the Association. Together with Mr. Cass, he has been extremely active in many of the International Quinquennial Congresses, and is one of the many persons outside the United States with whom the Association is in correspondence.

DUTCH ATTORNEY

Miss Fre Le Poole, a Dutch attorney, was referred to the Association by the United Nations. We were asked to attempt to place Miss Le Poole in a working situation to give her experience, so that on her return to the Netherlands she would have practical knowledge of American correction. Miss Le Poole is training for a senior position in the Ministry of Justice, Correction Section, in the Netherlands. Through several contacts we were able to arrange for Miss Le Poole to be considered for employment in the research section of the New York State Division for Youth. She also worked for a three month period with Morris Ploscowe, who was preparing a new book.

ORIENTATION PROGRAM FOR DR. KENZO SORAI - RESEARCH AND TRAINING INSTITUTE OF THE MINISTRY OF JUSTICE, JAPAN

The Association was asked to plan a program of orientation for Dr. Kenzo Sorai of the Research and Training Institute of the Ministry of Justice of Japan, who was spending a year in the United States studying juvenile problems. After talking with Dr. Sorai in our office, we arranged for him to spend several weeks at a Division for Youth START unit, in a state mental hospital, and to visit a number of psychologists and sociologists working directly in the field of juvenile misconduct.

LEBANESE PROBATION OFFICER

Columbia University asked the Association to orient and prepare a program for Miss Jean Tasso, Probation Officer from Lebanon, who is completing her third year of academic study in criminology at the University of Paris. She spent three months in the United

States doing field research, under the program outlined by the Association.

DIRECTOR OF PAROLE, NEW SOUTH WALES, AUSTRALIA

The Association was asked by Mr. John Marony, Controller General of New South Wales, Australia, to meet with, and arrange a program of visitation for, Mr. Frank Hayes, Director of Parole for that State, while Mr. Hayes was in the United States. After our usual orientation to the administration of justice in the United States in our office, Mr. Hayes met with Chairman John Quinn of the New York City Parole Commission and Mr. John Reardon, Assistant Area Director of New York State Division of Parole.

Arrangements were made for Mr. Hayes to visit the State of New Jersey and spend time at the Highfields Project, the New Jersey Diagnostic Center, and the New Jersey Reformatory, as well as a New Jersey parole district office. On his last day in the United States we arranged for Mr. Hayes to attend Federal court sessions at Foley Square, and discuss parole with Mr. Arch Saylor, District Director of the Federal Probation Parole Office in New York.

PRESIDENT OF THE SOUTH-WEST MIDLANDS AFTER CARE SOCIETY

On his return trip to England from an International Exposition in Tokyo, Mr. Charles Irving, President of the South-West Midlands After Care Society, spent several days in New York, meeting with the General Secretary.

It will be recalled that a change in the British Government policy on after care had recently occurred. The new policy places the responsibility for parole supervision within the government rather than with voluntary after care societies. Two years ago, Mr. Goff was asked to meet in England with a number of individuals on this question, principally to reconcile the divergent points of view on the roles of the government and private agencies in after care. Since that time the policy has been established that parole and after care are government responsibilities. The implementation of the policy has not been completed. The existing private agencies are beginning, however, to recognize some of the ways in which a voluntary correctional association can compliment the governmental services, while at the same time acting as a stimulus for the improvement of the program.

Mr. Irving desired to talk with Mr. Goff about the changing role of the voluntary private after care society in England before meeting with The Honorable R. Duncan Fair, Chairman of the Prison Board.

ALCOHOLISM HANDBOOK

HANDBOOK FOR POLICE

The Alcohol and Alcoholism Handbook for Police developed jointly by the Ad Hoc Committee on the Alcoholic Offender of the Association, chaired by Mr. R. Brinkley Smithers, and the International Association of Chiefs of Police, was extremely well received. Orders were received for quantity copies from all over the United States, especially from many State Departments of Health and local police departments. In addition to the domestic distribution, copies were distributed to over thirty foreign nations. The initial printing of 50,000 copies was exhausted, and a second printing undertaken.

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE— NATIONAL INSTITUTE OF MENTAL HEALTH GRANT

To make the Handbook for Police on Alcohol and Alcoholism even more effective, the Association was successful in bringing together the International Association of Chiefs of Police and the National Institute of Mental Health to develop a series of regional workshops for police throughout the United States on the problems of alcohol addiction. We were advised directly by the International Association of Chiefs of Police that the first of these regional training workshops would be held in St. Louis, Missouri.

CANADA

ONTARIO WELFARE COUNCIL CONFERENCE — MAY 11, 12, 13, 1965

The General Secretary presented a paper at the main General Session of the Ontario Welfare Council's Annual Conference in Toronto. His assigned topic was "The Law and Treatment—Whose Decision?" Mr. Goff was asked specifically to talk on the development of social movements and penal reform techniques. Much material for this presentation was drawn from the history of The Correctional Association.

Of particular interest to the audience were the principles that should be followed by an organization interested in reform:

1. The need of the organization to make absolutely certain that its information is as accurate as possible.
2. Its proposals need to be practical.
3. It needs to have good contacts with senior civil servants who are in a position to make policy.

4. It must know the editors and leading writers of the influential newspapers. It must know further when it is important to make a public statement or to write a letter and when it is better not to show one's hand.
5. It must know and be able to persuade a number of influential public figures of the reasonableness of its arguments so that a certain amount of indirect pressure can be brought to bear on legislators or others without anyone necessarily being aware of the origins of the proposals made.
6. Last, and perhaps most important of all, it must know when not to take credit for the success of a particular change for which it may have been at least partially responsible.

ADDRESS TO THE BOARD OF THE ELIZABETH FRY SOCIETY, TORONTO

During his stay in Canada, Mr. Goff addressed the Board of Directors of the Elizabeth Fry Society of Toronto. This organization, named for the famed English woman prison reformer, operates a halfway house of ten beds for releasees from the local provincial jail. It is somewhat similar in organization to the Women's Prison Association here in New York.

UNITED KINGDOM

INTERDEPARTMENTAL COMMISSION—HOME OFFICE

Dr. Thomas H. Bewley, Member of the Interdepartmental Commission on Narcotic Addiction in England, asked for our permission to use the Position Paper of the Association on Narcotic Addiction, and to quote from our paper on "Correction and the Alcoholic," presented in May before the Secretary of Health, Education, and Welfare Committee on Alcoholism.

Dr. Bewley also asked us to arrange for him to meet with knowledgeable people in the field of narcotic addiction during his proposed visit to this country in September. We arranged for him to meet a number of doctors knowledgeable in the field of addiction here. Unfortunately, he was unable to make the trip due to the pressure of the work of the Interdepartmental Commission on Narcotics.

BBC—TELEVISION

As a result of the sensational prison escapes of three of the individuals sentenced for involvement with the mail train robbery in England, British television planned a television documentary on

prison security systems. In developing research material for this program, the BBC sent Mr. Bryan Wenham to the United States to learn about security in American correctional institutions. He was advised in England to turn to The Correctional Association for assistance in his undertaking.

We spent several hours discussing the two aspects of prison security, namely the physical security of bars, locks, and keys, and the security role of trained, honest, efficient, correctional personnel. In addition, we arranged for Mr. Wenham to visit the Federal House of Detention in New York City and to meet representatives of the Federal Bureau of Prisons, so that he might visit the new Federal institutions at Marion, Illinois.

UNITED NATIONS

INTERNATIONAL PRISONERS AID ASSOCIATION— BOARD OF DIRECTORS MEETING

As a member of the Board of Directors of the International Prisoners Aid Association, the General Secretary met in Toronto, Canada for its final meeting before the Stockholm Quinquennial Congress on the Prevention of Crime and the Treatment of Offenders. The International Prisoners Aid Association had recently received United Nations consultative status, and at the suggestion of Mr. Edward J. Galway, Chief of the Section of Social Defense of the United Nations, held a two day meeting immediately preceding the Quinquennial Congress.

This newly reorganized international group of voluntary correctional service agencies throughout the world presently consists of representatives from voluntary correctional agencies of a score of countries. It is divided informally into three regions. The first is the Far East under the leadership of Mr. Harold Weir, Director of the United Nation's Far East Institute on Crime and Delinquency in Tokyo. The second is the European region under the leadership of Mr. Alfons Wahl, from the West German Federal Government. The third region is the North American continent, presently under the leadership of Mr. D. C. S. Reid of Canada.

Mr. Alfons Wahl, a Vice President of the International Prisoners Aid Association, made the local arrangements for the organizational meeting in Stockholm. Mr. Galway was the principal speaker at the opening session of this United Nation nongovernmental organization's meeting.

THE CORRECTIONAL ASSOCIATION'S DIRECT SERVICE ACTIVITIES

DIRECT SERVICE

When the Correctional Association of New York was founded over one hundred twenty years ago, one of the three objectives spelled out by the original group of men who had concern for the administration of justice was "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."

Since those early days before the Civil War, the Association has been the means where by literally tens of thousands of individuals have been helped to return to a socially constructive life after release from a correctional institution.

Recognizing that it is the family, the innocent victims, who suffer grave hardships during the period of husbands and fathers incarceration, the direct service work of the Association was extended to the family of men institutionalized as well as to the releasees themselves.

FAMILY SERVICE BUREAU

During the year 1965, the Family Service Bureau has faith in the future lives of the children and wives of prisoners, providing patient understanding. We encouraged mothers to discover their own potential, to think sensitively toward their children and allow them to express themselves. These young wives of prisoners though inadequately clothed are generally neatly dressed. It isn't unusual in mid-winter for them to attend a counseling session without stockings, underwear, winter coat or warm jacket. The wives are generally high school graduates who are without financial assets: most are living in wretched shelters—poor housing, without enough heat, and no hot water. Friends, neighbors, and relatives who have heard accounts or read in the newspapers of the husbands' arrest and conviction turn against the wives and children adding to the already heavy burden. Yet in spite of all the adverse circumstances, most of the wives try to maintain a family for their children to which the husband can return.

As a whole, society is not geared through the courts and public agencies to provide the gentleness, understanding, and tolerance so sorely needed. There are weeks of waiting for emergency investigations to be completed before the family can obtain public financial assistance. Frequently the carfare to visit the husband who may be held in detention for months is taken from a limited

food budget. In years past, a family known in the neighborhood could go to the local grocer and get credit for food. But now with the large super markets this is not possible, and the breakdown of family life with the young people separating themselves from their parents, makes it impossible for them to get family cooperation in times of trouble.

At best, our families live on a day to day basis—they live a "heavy life." When the weekly pay check does not arrive, there is no money for food or other current expenses. Nearly every family faces immediate eviction from their apartment as the rent has not been met by the husband. Today, this is a major calamity with such poor housing at unheard of rentals in highly delinquent and wretched neighborhoods. Mothers fear for the lives of their children and refuse to send them to public schools where hoodlums attack them. Often a mother will go without food to send a young child of 6 or 7 to a parochial school. There, they may not pay a large tuition, but do have to buy uniforms, books, and items for religious ceremonies. One mother related that the gymnasium suit for her young daughter, 14 years, had to be white. This mother was receiving Aid to Dependent Children. She had almost reached a state of exhaustion caring for the needs of the family but made, washed and ironed each week this one white gym suit that was used for exercising on the floor.

Nearly all of the children are emotionally disturbed and need mental hygiene treatment. Frequently much emotional damage has already occurred before they come to the Family Service Bureau. Our Bureau makes appointments at clinics and hospitals for these families so that they may get necessary psychiatric help.

Many adjustments are made in discussions with schools or the Department of Welfare which unfortunately is plagued by a turnover of social investigators. One of our mothers had had ten different Department of Welfare workers come to her home in one year. As soon as one worker found the needs of the family she was replaced by a new worker. Because of this, oft times the basic needs of the family are not processed through the complicated public agencies. In one instance a mother without a bed slept on the floor for a full year before the Family Service Bureau entered the picture.

Many children in our families are not sent to school for lack of warm clothing. When teenagers are faced with this problem, they are highly embarrassed and no longer can behave normally at school or in their relationship with their mothers or others. This is one of the times the Family Service Bureau enters and gives much needed financial assistance.

At Christmas time toys and money for Christmas dinners are provided to all of the families.

In summer we attempt to find suitable camps for the youngsters and for the mothers. As our case load consists of a large number of physically handicapped children, the Family Service Bureau must find special camps and make special arrangements so that these children can get out of the sizzling city in the summer time. A camp stay offers the city child the rare opportunity of being alone, coupled with a well rounded program of group activities. To youngsters such as are in these families, the quiet of the woods or the cool of the glen is a completely new experience contrasting with the ugliness of tenements, the noise of the city, and the explosive dangers of congested neighborhoods in the summertime. The two or more weeks of happy and wholesome growth in the summer at camp is a major delinquency prevention effort on our part.

The urgent need of these individuals is not only for the physical necessities of life, food, clothing, and shelter. They need and ask for spiritual comfort—the warm friendship of a helping hand and the hope and renewed strength gained by the realization that, in this hurried and impersonal world, there are those who care about their fellow human beings.

At this time the Family Service Bureau wishes to extend sincere appreciation and gratitude to all those whose support has allowed us to help these families in distress.

The following are a few examples of the many letters of gratitude received from our families.

"This is submitted to you with the warmest expression of thanks and appreciation form my sons and I. The monthly contribution tended to us by your organization for a period covering twenty consecutive months was of invaluable assistance to us.

"On more than one occasion the children and I would have been in dire straits food-wise but for your contribution. Our hardships and difficult times were rendered a little less so due to your organization's kindness and generosity.

"I also wish to convey our sincerest thanks for the two week vacation at St. John's Camp made possible for us due to your organization. It is fortunate that there are organizations such as yours to assist families separated due to the unfortunate circumstance of its bread-winner entering prison.

Closing with the hope that your organization will continue to assist those who find themselves in the predicament mentioned above for many, many years."

(signature of client)

"I have been coming to you each month for almost a year. I received this week wonderful news that my husband will be home the 22nd of May. I will not be coming to you anymore after this month so I want to ask you to do a favor for me.

I've never met any of the wonderful people who have helped me so very much in my time of need. I cannot put down on paper how very much they have helped me and set my mind at ease.

So I'm counting on you to tell them. May God bless them one and all and thank them all for me.

I've never written a letter of thanks before. I think this letter expresses how I feel.

Thank you Mrs. L. you are one of the nicest people I've ever met. God bless you."

(signature of client)

STATISTICS FOR FAMILY SERVICE BUREAU FOR 1965

Families in actives category January 1, 1965	62
New cases accepted	28
Cases reopened	8

Total number of cases during year	98
Cases closed	37
Families in active category December 31, 1965	61
Total amount of financial assistance	\$5,730.00
Families provided with Christmas dinner and toys (total 80 persons)	27
Families visited in the home	99
Office interviews	417
Agency visits	135

EMPLOYMENT AND RELIEF BUREAU

In Webster's Dictionary we find the word "Correction" defined firstly as "the act of setting right," and secondly as "an act of discipline," therefore we can define a correctional institution as a place where men or women are sent for the purpose of being "set right" and or "disciplined"; usually for having violated our laws or possibly for some mental affliction which propelled them into a clash with the law.

It is our belief that a substantial number of these unfortunates

can, to a large degree, attribute their present difficulties to their inability to secure gainful and reasonably steady employment, within the scope of their ability, at a wage that would insure them against deprivation and fear.

Deprivation and fear have been known to cause deviations in personality and behavior within those whose sad lot it is to struggle through life subsisting on marginal or uncertain incomes. Eradication or at least amelioration of these economic conditions, through practical vocational and guidance counseling, particularly in our correctional institutions, can be an important factor in "the act of setting right." It is essential that the grade or skill to be offered, be one that is within the perimeter of the person's physical and mental development. The proposed pupil's ability to both absorb and profitably utilize the knowledge about to be offered, should be given intense thought. It would be foolhardy indeed, to attempt to teach engineering, for example, to one who has always had great difficulty with mathematics, in spite of skilled and patient teaching. Moreover, the skill must be such that it will provide the worker with more than adequate, and reasonably continuous financial returns for his labors; choosing a skill that is readily marketable at present and in the foreseeable future, will assure these returns. The industry connected with the particular trade should be examined to determine the existence of any problems or conditions which could adversely affect the new worker or delay his admission into the field; such as bonding, trade union requirements or security regulations.

Recognized leaders in the areas of management and labor should be invited to express their views on the opportunities and future the particular industry can offer.

Another step forward in "the act of setting right," would be the use of forums or meeting rooms, centrally located in the city. At these forums, civic minded volunteers composed of industrial executives, labor representatives, and vocational counselors, would devote one evening weekly without remuneration, to meeting with releasees, for the purpose of discussing problems affecting the economic life of the releasee. Suggestions and ideas, brought forward by advisers and releasees, could be explored and evaluated by all present.

Halfway houses could be created where releasees could gradually make the transition from restrictive institutional life into free society, with a minimum of mental or physical discomfort. The functioning of these houses would be conducive to dispelling any doubts or misgivings the releasee might have as to his ability to win acceptance and to secure for himself a new lease on life.

STATISTICS FOR EMPLOYMENT AND RELIEF BUREAU
1965

Different men interviewed	1,416
New York City applicants	724
New York State applicants	562
Probation applicants	33
out of state institution applicants	33
relatives of inmates	15
Others interviewed	1,832
Jobs provided	497
Total nights lodgings provided	227
Applicants given cash for carfare, shelter, food and tools	844
Total relief given for food, shelter, cash and employment ..	\$8,743.85

THE CORRECTIONAL ASSOCIATION'S
LEGISLATIVE ACTIVITIES

LEGISLATION

Analyzing and evaluating various bills relating to the administration of justice introduced into the Legislature is one of the purposes for which The Correctional Association of New York was originally organized. Following the study of all bills embracing our field of interest, the Association may register support or opposition with the chairmen of the various committees to which the bills have been referred and individual members of the Legislature. When a bill has been passed and forwarded to the Governor, the Association continues with written approval or protest.

From time to time we elicit the support of other organizations with a legislative interest or may join with them in a concerted effort of support or opposition.

This the Association has done throughout its 121 years of existence. 1965 was no exception.

On January 5, 1965, the 188th Annual Session of the State Legislature was convened. The legislative work of the Association had started a number of weeks before this date, examining the many pre-filed bills which numbered 682 in the Senate and 1,445 in the Assembly.

By the time the session was adjourned over 4,742 Senate bills and 6,176 Assembly bills had been introduced. While the large majority were in areas outside the interest of the Association it was necessary for us to review the summary of every introduced bill in order to determine those of interest to us. The actual bills of interest to us were ordered from the Legislative Index and studied in detail to determine whether or not the Association should include them in those on which a major effort was exerted.

The following are some of the bills on which the Association focused its attention during the 1965 Legislature:

SENATE INTRO. 639

ABOLITION OF CAPITAL PUNISHMENT

This bill amended the criminal code to abolish capital punishment for the crimes of murder, kidnapping and treason, except for the murder of a peace officer, by a person confined in state prison, or in custody for life or maximum life sentence or commutation, or after escape and on immediate flight. This the Association approved as amended. New Chapter 321 Laws of 1965.

SENATE INTRO. 1635 COURT ADMINISTRATION

This bill took away the power vested in the Administrative Board which insured more competent personnel in non-judicial court positions, and insured greater equality of court services throughout the State. Such authority made the judges independent of the local appropriating body, while at the same time it made certain that no more nor less non-judicial court positions exist than are necessary to provide effective, efficient court service. To take this power from the Administrative Board would undermine all efforts to improve the administration of justice in the State. We disapproved this bill. Failed of passage.

SENATE INTRO. 1636 COURT ADMINISTRATION

This bill, similar to Senate Intro. 1635, took the power vested in the Administrative Board away. We disapproved this bill for the same reason that we disapproved Senate Intro. 1635. Failed of passage.

SENATE INTRO. 1637 COURT ADMINISTRATION

This bill, similar to Senate Intro. 1635, took away the power vested in the Administrative Board. For the same reasons that we disapproved Senate Intro. 1635 and Senate Intro. 1636 we disapproved this bill. Failed of passage.

ASSEMBLY INTRO. 176 MANDATORY 50 YEAR SENTENCE

This bill would have provided, upon conviction of a person selling or giving narcotic drugs to an individual under 18, mandatory commitment for a period of not less than 50 years to a state institution. This bill we disapproved. Failed of passage.

ASSEMBLY INTRO 23 SALE OF MODEL AIRPLANE GLUE

This bill made it unlawful to manufacture, sell or distribute any plastic cement, model airplane glue, or other article containing ingredients which upon inhalation produces any harmful, narcotic, stimulant or other deleterious affects. In that there are many common household articles which would have fallen under such legislation and the State's efforts at controlling "glue sniffing" should be placed upon the individual and not upon the substance used, we disapproved the bill. Failed of passage.

ASSEMBLY INTRO. 229 PSYCHIATRIC BOARD TO RELEASE SEX OFFENDERS

This bill required that the Parole Board Chairman appoint a psychiatric board of advisors of three qualified psychiatrists to act

in all cases where prisoners had been sentenced upon conviction of sex crimes and that no release on parole of such offender shall be made except upon recommendation of the majority of the psychiatric board. In that such legislation would have removed entire control of the release of sex offenders from the State Parole Board, placing it in the hands of a psychiatric board, we disapproved this bill. Failed of passage.

ASSEMBLY INTRO. 233 AMNESTY TO FIRST OFFENDERS

This bill provided amnesty under certain conditions to certain first offenders and removed to a very great extent both the hidden and existing legal disabilities confronting many first offenders upon their return to the community. Regretful as it may be, serving a criminal sentence is not completed upon the individual's release to the community, for throughout the remainder of his life the individual continues to be "punished." We approved the bill. Vetoed.

ASSEMBLY INTRO. 4972 ADULTERY

This bill made adultery a Class B misdemeanor. To retain adultery in the Penal Law would weaken the overall fibre of law and authority in view of the minuscule enforcement of this particular offense. Daily, sworn testimony is presented in the divorce courts of the State of New York that adultery has occurred, yet no criminal prosecution follows. To have a law on the books which is not enforced (nor does there appear to be any desire whatsoever on the part of the people of the State to have it enforced) is a crack in the foundation of justice. We disapproved this bill. Now Chapter 1037, Laws of 1965.

ASSEMBLY INTRO. 1087 RELEASE OF SEX OFFENDERS

This bill provided that where an individual was convicted of a sex offense and reaches parole eligibility date, he must undergo a psychiatric examination by a board of five licensed psychiatrists and be cleared unanimously before parole is approved. This bill the Association disapproved. Failed of passage.

ASSEMBLY INTRO. 3159

STATE AID FOR PAROLE COMMISSIONS

This bill amended the Correction Law in relation to reimbursement of the costs of the Parole Commission in the cities, and had the State pay 100% of the operation cost of a parole commission that was or had been established by a city pursuant to provisions

of Articles 7A of the Correction Law. Although we agreed with the principle that state aid should be provided, we felt the matter should have been referred to the Temporary Commission on Revision of the Penal Law and Criminal Code, so that the parole reimbursement might be integrated into the Criminal Code presently being prepared by the Commission. Should this not be done, administrative disparities might result between grants to probation departments and those of the New York City Parole Commission. We disapproved this bill. Vetoeed.

ASSEMBLY INTRO. 3291 COUNCIL ON ALCOHOLISM

This bill amended the Mental Hygiene Law and set up in the Department of Mental Hygiene an Advisory Counsel on Alcoholism. It further required the Mental Hygiene Commissioner to establish within the department a unit on alcoholism and prescribed the powers and duties of the commissioner including a survey of the State's need of services and facilities for the prevention and control and treatment and rehabilitation of alcoholics. This bill we supported. Now Chapter 813 Laws of 1965.

ASSEMBLY INTRO. 4091

APPRENTICESHIP TRAINING FOR PAROLEES

This pill provided that a person is guilty of concensual sodomy relation to apprenticeship training for persons on parole. One of the major obstacles for rehabilitation and the reintegration of individuals into the community after incarceration is that of the difficulty of obtaining gainful employment. The employment obstacle is an extremely difficult one to overcome, both for the parolees and those who are seeking to aid in their rehabilitation. We approved this bill. Now Chapter 884, Laws of 1965.

ASSEMBLY INTRO. 4973 SODOMY

This bill provided that a person is guilty of consensual sodomy when he engages in devious sexual intercourse with another person. We believe discreet homosexual activities on the part of competent consenting adults is a moral, not a legal issue; and while we do not condone or approve of homosexual behavior, we feel that the control of such activities rests with the churches, not the courts. We disapproved this bill. Now Chapter 1038, Laws of 1965.

ASSEMBLY INTRO. 5592

MINIMUM STANDARDS FOR CORRECTIONAL PROGRAMS

This bill required the State Commission of Correction to promulgate rules and regulations establishing minimum standards for the

care, custody, correctional treatment, training, education, discipline, employment, and other correctional programs, for all persons confined in correctional institutions. We approved this bill. Now Chapter 706 of the Laws of 1965.

APPENDIX "A"

VICTIM COMPENSATION*

The Correctional Association of New York is most pleased to have this opportunity to present its views on legislation which would provide compensation to the victims of crimes of violence. The possibility of the State providing compensation to victims of violent crimes has been considered for some time by the Association and in March of 1965 a special committee was created to study the subject in more detail and to present detailed proposals for legislation.

The Committee not only gathered pertinent data from New Zealand, California, and Great Britain, but as Chairman, I met in Stockholm at the Third United Nations Congress on the Prevention of Crime and Treatment of Offenders with the Secretary for Justice of New Zealand; the head of the English Prison System; and representatives of the British Board of Magistrates, to discuss the experience that those countries have had with similar programs. My colleague, here today, Mr. Henry Pierson, has made a study of existing and proposed legislation in New Zealand, Great Britain and elsewhere.

The Association believes that the main thrust of any such law should be to provide swift and adequate relief for persons who are injured in what might be termed "impersonal" crimes as distinguished from persons who sustain injuries from violence growing out of family quarrels and the like. To include the latter type of situation would, in our estimation, create such difficulties of administration as to jeopardize the entire program. It becomes necessary, therefore, to draw a distinction as precisely as possible between "impersonal" criminal situations and the family quarrel situations. This we have attempted to do.

The Correctional Association was most concerned and therefore placed most attention on:

1. The offenses which should be covered.

*Prepared for presentation before the Committee on Financial Aid to Families of Crime Victims

2. The safeguards against fraud and exploitation which should be included.
3. The administrative structure which should be provided.
4. The measure of compensation which should be made to apply.

Accordingly, the Executive Committee at its December meeting, approved the following main provisions of a system of compensation for victims of crimes of violence.

Main Provisions of a System of Compensation
for Victims of Crimes of Violence, to be
Proposed for Adoption in New York State

1. *Offenses Covered.* All offenses which would constitute a felony or misdemeanor under the laws of New York and which include the element of violence, assault or offensive touching, including, but without being limited to, homicide criminal assault, robbery, rape and arson, and attempts to commit any of the foregoing excluding, however:

- (a) Offenses committed by another member of the victim's family relationship group (as defined below);
- (b) Offenses involving the operation of motor vehicles (including boats and airplanes), except where the vehicle has been used as a weapon—e.g. in a deliberate attempt to run the victim down.

As used in this Paragraph, the "family relationship group" of any person means (i) the family of such person, (ii) a member of the same household of such person, and (iii) any person maintaining a sexual relationship (whether or not legal) with such person or with any member of the family of such person. The "family" of any person means such person's spouse, children, parents, and brothers, sisters, uncles, aunts, nephews and nieces of the whole or half blood, whether or not in any case legitimized by legal marriage.

2. *Compensable Injuries.* Personal injuries (including death) directly attributable to:

- (a) A covered offense, as defined in Paragraph 1, or
- (b) The arrest or attempted arrest of any offender or suspected offender (whether or not in relation to a covered offense), or
- (c) The giving of help to any peace officer engaged in the arrest of any such offender or suspected offender.

3. *Safeguards Against Abuse.*

- (a) No claim for compensation would be entertained with respect to an offense which had not been reported to the police within thirty (30) days from the date the offense was committed.
- (b) Claims would be entertained whether or not the offender

had been apprehended, convicted or acquitted, provided only that evidence showed that a crime had been committed. Proceedings on claims might be stayed to avoid interference with cognate criminal proceedings.

(c) Proceedings on claims would be public, except as otherwise determined by judicial authority in order to withhold the identity of juvenile offenders, or to avoid embarrassment to criminal proceedings, or in the interest of public morality.

(d) Representation by counsel would be permitted at all stages of the proceedings, but legal fees would be subject to strict control in accordance with an established schedule. At the request of the claimant, legal representation would be made available to him without cost by the authority administering the law.

4. *Measure of Compensation*

(a) The basic principle would be to provide compensatory damages; exemplary or punitive damages would not be admitted.

(b) Allowances would be provided to cover hospital expenses and medical treatment, including psychological therapy in appropriate cases, subject to reasonable maximum limits.

(c) Loss of wages or earnings due to temporary disability would be taken into account, subject to reasonable limitations.

(d) Permanent, total or partial disability would be compensated for in accordance with standards applied under the New York State Workmen's Compensation Law.

(e) In the case of death claims, dependants would be compensated in accordance with standards comparable to those applied under the Workmen's Compensation Law.

(f) Compensation would not be conditioned upon the claimant's insurance. Blue Cross, Blue Shield, etc. would not be taken into account. However, there would be credited against the claim any amounts receivable by the claimant under the Workmen's Compensation Law and amounts payable by the State to the claimant under any other law by reason of the same occurrence.

(g) The administering authority would have power to reduce or withhold compensation where circumstances of provocation or consent or other circumstances of the particular case justified such action.

(h) The State would be subrogated to the victim's common law rights to recover damages from the offender, including the right of the victim to proceed against earnings of the offender while in prison or following discharge, to the extent of the compensation paid to the victim by the State.

5. Administration

(a) The law would be administered by a quasi-judicial authority to be known as the Criminal Injuries Compensation Board, which would be created for the purpose. The Board would be patterned insofar as appropriate after the New York State Workmen's Compensation Board. The Chairman of the Board would be its chief administrative officer. The Board would be assisted by an adequate staff of investigators and clerical employees, and would be provided with expert medical and legal assistance. Appeals from judicial determinations of the Board could be taken to the Appellate Division of the Supreme Court as to matters of law only.

The Correctional Association of New York believes that the State of New York should provide compensation to the victims of criminal violence as outlined above, and urges the Governor to include such a plan in his Annual Message to the Legislature.

APPENDIX "B"

"THE CHALLENGE OF FAIR AND EFFECTIVE CRIMINAL ADMINISTRATION"

Excerpt from An Address by Honorable Thurgood Marshall,
Judge of the Court of Appeals for the
Second Circuit of the United States and Chairman, U. S. Delegation
at the

THIRD UNITED NATIONS CONGRESS ON THE PREVENTION OF CRIME AND TREATMENT OF OFFENDERS

Stockhold, Sweden, August, 1965

Speaking in San Francisco in June, on the occasion of the United Nations' Twentieth Anniversary, President Johnson reaffirmed the faith of the American people in the mission of the United Nations.

"There can be no doubt" the President said, "that the United Nations has taken root in human need and has established a shape, and a purpose, and a meaning of its own."

This conference is a significant expression of that need and that purpose. We view this as a *sign of heightened interest in international cooperation on problems of criminal justice and correctional procedure.*

We are convinced that much can be accomplished by increased international contact and the exchange of views in this area. We in the United States are in the middle of great ferment in the development of methods and ideas for dealing with these problems. We feel sure we reflect the opinion of all the delegates here in our belief that each of the countries here can learn much from the effort and experience of other nations.

International cooperation on law enforcement is necessary for another very practical reason. Crime does not stop at frontiers. Criminals have adopted for their own purposes the faster transportation, better communications and other technological advances which have served to bring the peoples of the world closer together. The increasing volume and complexity of international trade also provides fertile fields for swindlers and embezzlers of every kind.

It lends cover for international narcotics peddlers and shields the transfer of stolen property.

Activities of this kind demand highly organized international forms of protection. Excellent international cooperation is already evident in such organizations as Interpol and in treaties and conventions on such special problems as the traffic in narcotics.

This conference, by providing direct contact among leaders in criminology, jurisprudence and law enforcement, can lead to an exchange of knowledge and better cooperation in control and suppression of crime that crosses national frontiers.

II

Lawlessness is as old as history. Its causes are still the subject of debate and controversy. We do not know why one man breaks the law and another, living in the same circumstances, does not. Certainly, the roots of criminal behavior are a complex interweaving of psychological, sociological, and economic factors. We know that the strains produced by changing social patterns, by urbanization and industrialization, by the rapid pace of modern life with its competitive pressures and its tendency to submerge the individual in a maze of conformity is making criminality an acute problem in most every country.

Indeed, it is this very problem—the core issue of this conference—to which we address ourselves today. For we share a common dilemma. We seek to give increasing recognition to the freedom of the individual. And yet, without ever losing sight of the rights and dignity of the individual, the State must repress lawlessness. It must stand between those who strive to make their way within society's established rules and those who would live as outlaws. This is what makes the struggle against crime such a difficult and complex task.

And, without question, increasing organization and urbanization in our world has accentuated this dilemma. We have come to understand the close relationship between poverty and crime, and to accept that it is essential that the benefits of our society should be more broadly shared. Similarly, it is clear that full political and social equality is fundamental in providing a sense of stake and participation in the community. For only then is there a moral climate present which is inconsistent with lawlessness. As President Johnson said in his recent message on crime:

"Plainly, laws are less likely to command the respect of those forced to live at the margins of our society. Stability and order

have little meaning and small advantage to those who exist in poverty, hopelessness, and despair."

A great tragedy which all of us share is that the heavily disproportionate percentage of crimes are committed by young people. For example, in the United States, more than one third of the serious crimes solved by the police last year were committed by persons under the age of 18, and more than 70 per cent of all arrests for serious crimes involved persons under the age of 25, and elsewhere the disheartening pattern of youth crime is not dissimilar to our own.

III

Once we identify at least some of the reasons which underlie crime today, we have two choices. We can wring our hands in despair, decrying the erosion of values in our society, and lamenting that young people have lost their moral fiber. It is regrettable that too many of us seem to have taken this course. Or we can deal directly and forthrightly with what we know about the problem of crime in our society and seek some answers, while remaining honest enough with ourselves to acknowledge what we do not yet know.

In the United States there is increasing evidence that this second—more difficult but more constructive—course seems to be winning acceptance. Problems and injustices which for too many years have plagued our criminal administration have begun to yield to the painstaking and thoughtful efforts being devoted to their solution.

In the last generation, there has been a dramatic recognition in the United States of the rights and protections to be afforded the individual in the administration of our criminal laws. To a very large extent, this development has been spearheaded by our Supreme Court which has recognized that under a constitutional system such as ours there are important points where the interests of society in dealing with the problems of crime are best served by a fair and full recognition of the rights of the individual.

For example, it is clear beyond question that the police may not use any form of coercion in seeking to obtain information about crime. And recently, it has been established that no man should be required to face a criminal trial without the full and effective assistance of competent counsel. Where the accused seeks to assert that his original trial was unfair, our courts have held that his poverty must not stand in the way of an effective appeal, and that he must stand on an equal footing with the man who has ample funds.

Another major stream in the protection of individual rights has been the recognition that race and religion must play no role in the quality of justice a man receives. The enactment by our Congress of legislation ensuring full and equal voting rights to all of our citizens is just the latest step in a continuing acceptance over many years, both in our courts and in our legislatures, that an essential role of law in our society is to achieve true equality.

One of the notable advances which has been made in the last few years in the administration of justice in the United States is the sharp reduction in pre-trial detention of those who are too poor to post bail in order to secure their release. Indeed, our Federal Congress is now considering legislation that would constitute a major overhaul of the pre-trial detention and bail rules in the Federal Courts. This law would enable many more defendants to secure their release pending trial and thereby participate *more effectively* in their own defense. The desirability of avoiding whatever possible incarceration of a defendant who has not—and many never be—convicted cannot be seriously questioned. Indeed, for all too many persons the first taste of jail and the associations and degradation which it involved has in the past come at the pre-trial stage.

Another of the difficult problems we share in common is that of finding sound and fair treatment and control of those who have violated our criminal laws. The traditional disposition of guilty offenders is to send them to a penal institution to be held behind masonry walls and iron bars until they have paid their "debt" to society. In many respects, this is the easiest method for dealing with those who violate the law, because, while serving their sentence, they present only a custodial problem. The trouble is that there is growing realization that a rigid adherence to such practices may be tragically self-defeating. To subject individuals to substantial periods of imprisonment which exceed the reasonable needs of the society can only engender bitterness and hatred, thereby impeding rather than furthering rehabilitation. Indeed, there is substantial danger that such imprisonment, with its deprivation of self respect and alienation from the community, will produce new recruits to a "criminal culture," presenting dangers greater than those the penal system seeks to avoid.

Along with many of the other countries represented here, the United States is engaged in an attempt to explore new methods for the treatment of offenders which will fairly reflect society's interest in protecting itself and yet will provide the maximum opportunity for the individual to turn away from a career of crime.

There is increasing emphasis on treatment of offenders outside of institutions, both by greater use of intensive supervised proba-

tion as a substitute for prison sentences, and by affording early parole for those offenders who have indicated their readiness to return to society and live within the law. Clearly the key to successful use of such programs is the provision of close and effective supervision. This, in turn, requires the development of a vastly increased number of able, trained and motivated correctional personnel.

One current example of such an expansion is the Federal work release bill which is now pending in the United States Congress. This legislation would facilitate the early release and rehabilitation of prison inmates by permitting them to engage in responsible and gainful employment prior to their complete discharge. Indeed, the work release technique has been tried and found effective in a number of our State systems, and we are hopeful that its successful adoption in the Federal system will lead to a general acceptance throughout the country.

There is probably no area in the whole field of criminal administration where the need and opportunity for close collaborative effort among various nations is greater than in corrections work. The great—and still largely unanswered—question is what methods work best in particular cases. By comparing those areas where we have been successful, and frankly acknowledging those where our efforts have not borne fruit, there are exciting possibilities for mutual learning and development. By exchanging information among ourselves at conferences such as this and on a close continuing basis between these meetings, enormous opportunities lay open for us.

The great dilemma facing us today in the criminal field is providing a fair balance between the freedom of the individual and the fair interests of society. We have many agencies and individuals at work in our country seeking to prevent crime by dealing with the family, social, and personal situations which give rise to criminal behavior. A substantial part of the work of our Department of Health, Education and Welfare, Office of Economic Opportunity, Department of Labor, and other agencies is devoted to the goals of crime prevention, and hopeful progress is being made in this critical field.

In addition, with respect to society's needs to enhance its own direct control of lawlessness, there is much to be done. One of the important goals which we are seeking to meet in the United States is to provide more adequate training and facilities for our police and other law enforcement officials. This serves not only the ends of law enforcement, but also helps protect against possible abuse of personal liberties. For it has repeatedly been shown that a

trained and adequate police force is one of the strongest bulwarks against invasion of citizens' rights and dignity.

To meet these needs, and to improve crime prevention, law enforcement and the administration of criminal justice generally, President Johnson has committed his administration to a broad program to deal with the problems of crime in our country. Existing agencies of government have concentrated more of their efforts and resources to this task. And a year ago there was established in the Department of Justice a new Office of Criminal Justice committed to the sole task of improving the administration of our criminal laws. There is now pending before the Congress of the United States legislation which would authorize the Attorney General of the United States to make substantial financial grants to explore improvements in law enforcement and in the administration of criminal justice, including the correctional field.

In July, 1965, President Johnson appointed a nineteen-member Commission on Law Enforcement and Administration of Justice. This is the first official body in the United States ever to make a systematic, nation-wide study of the entire spectrum of crime problems. Its studies will range from the causes of crime to arrests and rehabilitation. The Commission's broad assignment underlines our strong belief that an approach to the problem of crime must be unified and inclusive to be effective.

IV

Describing the steps taken in the United States to deal with some of the problems in the criminal field, is not done with the notion that the United States has found a perfect answer to any of the vexing questions in this field. It is done rather to show the ferment and concern in the United States in the effort to find appropriate solutions. The problems of criminal behavior will be with us as long as men continue to live together in an organized society. Hopeful some of the broad social changes now taking place in the United States—particularly the direct onslaught of racial discrimination and poverty—will make marked inroads in the conditions which underlie criminal behavior. But many of the challenges of criminal behavior must be met head-on by seeking to improve preventive efforts and the enforcement and administration of criminal laws and to provide fair and effective methods of dealing with those who do violate the laws.

It is not believed that the conflict between protection of the individual and the interests of society is irreconcilable. The task of finding a fair basis for reconciliation is an enormously difficult one. It can be accomplished not by debate over broad generalities, or

clashing ideologies. Ultimate resolution requires the kind of detailed inquiry and understanding of the problems in the criminal field which meetings such as this can help generate.

It often seems that those who work in this field—such as the group represented here today—are among the unsung heroes in our society. Progress is slow and the problems are as perplexing as the unplumbed depths of the human mind and the complex society it has produced. And yet, the progress which has been made since the Congress five years ago can fairly be a source of some pride on the part of the delegates here today.

Those of us here have much to learn from one another. The United States delegation is confident that what we have already learned and expect to learn from this conference will send us home with important and valuable insights in our own tasks. The United States Government, pledges its total cooperation with those who would join in seeking answers to the problems in this field, and its unremitting efforts to seek solutions to some of organized society's oldest and most difficult challenges.

FINANCIAL STATEMENT

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 thousand dollars, nor be applied to any other purpose than those for which this corporation is formed.

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

ARTICLE FIRST

The objects of the association shall be:

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

ARTICLE SECOND

The officers of the society shall be a president, four vice-presi-

* FORMERLY, The Prison Association of New York. At a social 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.

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

ARTICLE THIRD

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

ARTICLE FOURTH

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

ARTICLE FIFTH

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

ARTICLE SIXTH

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

ARTICLE SEVENTH

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

ARTICLE EIGHTH

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

ARTICLE NINTH

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

ARTICLE TENTH

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

ARTICLE ELEVENTH

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

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

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

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

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate, and concerns of said association and the management, government, instruction, discipline, and employment of the persons so as aforesaid committed to the said workhouse, not

contrary to law, as they may deem proper and may appoint such officers, agents and servants as they may deem necessary to transact the business of the said association, and may designate their duties. And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition 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 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 employment 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; provides, 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 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.
3. 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.

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

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 name 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

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

prisons outside of the City of New York and within the State of New York.

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

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

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

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

The funds of the association shall be divided into two parts to be known as

1. The endowment fund.
2. The general fund.

The Endowment Fund.—The endowment fund shall consist of such contributions as shall be given with the restriction that the income only shall be used for the purpose of the association, and all legacies.

The Endowment and General Funds.—The endowment and general funds shall be under the immediate direction and control of the committee on finance, and all investments of the endowment fund shall be ordered by the committee, of which the treasurer shall be a member and chairman.

The securities belonging to the association shall be kept in a custodian department of an institution selected by the members of the committee on finance.

The executive committee may in their discretion draw upon such portions of the endowment funds as are unrestricted, for the general purposes of the Association.

The General Fund.—The term "general fund" shall cover all receipts of the association not constituting a special fund or specified for the endowment fund, the intention being that all the income, except legacies, including donations for general purposes, and income from endowment fund, shall be credited to the general fund to

which the authorized disbursements of each activity of the association shall be charged at the close of the fiscal year.

The treasurer shall notify the corresponding secretary immediately on receipt by him of any sum for the account of the association that such receipt may be entered at once to the credit of the proper account on the books of the association.

The corresponding secretary shall be the general disbursing agent of the association, the object of the provision being to keep in the central offices of the association, all receipts for payments by him for the association of any kind, nature or description and to have in the central offices immediate record of all his disbursements.

All donations received by the corresponding secretary shall be entered by him upon the proper books of the association and then deposited in such bank as directed by the treasurer to the credit of the association. Whenever the executive committee shall make an appropriation out of the general fund the corresponding secretary shall send to the treasurer a copy of the resolution making the appropriation, certified by the recording secretary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

The treasurer shall keep an account covering the general fund in the name of the association. All bank accounts of the Association, except the bank account of the corresponding secretary for current disbursements, shall be subject to the check of such members of the Committee on Finance as shall be designated by the Executive Committee.

The corresponding secretary shall keep a bank account in the name of the association, subject to his check as corresponding secretary for current disbursements, and shall deposit to the credit of said bank account all moneys he may receive from the treasurer drawn from the general fund.

The committee on finance shall arrange for annual audits of the accounts of the treasurer and of the corresponding secretary.

At each regular meeting of the executive committee the treasurer shall make a detailed statement of the receipts and disbursements for the preceding calendar month. He shall make a statement showing the investments and the receipts and disbursements of the endowment fund; he shall make, at the annual meeting of the association, a detailed statement of receipts and disbursements for the fiscal year.

XI. It shall be the duty of the committee on law to examine and report from time to time upon the penal legislation of the State, with their suggestions for the amendment thereto, to consider ques-