

STATE OF NEW YORK

THE ONE HUNDRED AND NINTH
ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1953



ALBANY
WILLIAMS PRESS, INC.
1954

6653-1-1

PREFACE

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

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

WINSTON CHURCHILL SPEAKS

Excerpt from a Speech by WINSTON CHURCHILL, then Home Secretary, in the House of Commons, 1910

(Reflects on the changing attitude of public opinion toward the prisoner)

The mood and temper of the public with regard to the treatment of crime and criminals is one of the most unfailing tests of the civilization of any country. A calm, dispassionate recognition of the rights of the accused, and even of convicted criminals against the State—a constant heart-searching by all charged with the duty of punishment—a desire and eagerness to rehabilitate in the world of industry those who have paid their due in the hard coinage of punishment: tireless efforts toward the discovery of curative and regenerative processes: unflinching faith that there is a treasure, if you can only find it, in the heart of every man. These are the symbols, which, in the treatment of crime and criminals mark and measure the stored-up strength of a nation, and are sign and proof of the living virtue in it.

CONTENTS

	Page
Preface	3
Winston Churchill Speaks	4
Officers for 1953	7
Standing Committees for 1953	8
Letter of Transmittal	9
<i>New York Times</i> Editorial	10
An Inventory of Achievement	11
Recommendations to the Legislature	11
I. Coordinated Correctional System	16
II. Extension of Reception Center Age Limits	18
III. Increase of Reception Center Staff	18
IV. Improved Salary Scales	18
V. Revision of Sex Offender Legislation	18
VI. Establishment of Advisory Committee on Correctional Industries	19
VII. Public Relations Program	20
VIII. Extension of Discretionary Power of Parole Board in Certain Cases	20
IX. Continuation of State Training School Annex at New Hampton	21
X. Amendment of Youthful Offender Law Concerning Determination of Arrest	21
XI. Department of Correction—City of New York	22
XII. Alcoholism	23
XIII. Control of Narcotics	23
XIV. Removal of Restrictions Relative to the Appointment of Institutional Heads	24
XV. Civil Service Status to County and Local Penal Institution Personnel	24
XVI. Change of Title from Prison Guard to Correction Officer	25
XVII. Executive Director, State Division of Parole	25
XVIII. Revision of the Penal Law	25
XIX. Inmate Counseling System	26
XX. Development of an Internship Program	26
XXI. Public Defender System	26
XXII. Caution Against the Curtailment of Prison Industries	27
Items of Interest in 1953	29
Citation by The Greater New York Fund	29
Governor Dewey's Message to the 1953 Legislature	31
Letter on Chain Gangs	31
Governors' Annual Conference—Seattle	32
Report of the Committee on Detentions	34
Over-Crowding—New York City Department of Correction	36
Prison Ward—Bellevue Hospital	36
Letter to Mayor Re: Housing of Delinquent Children	37
Columbia County Jail Food Scandal	37
Woodbourne, New York, Correctional Institution	37
By Way of Reporting Distortion	37
New York City Reformatory at New Hampton	38
Visit to Dannemora State Hospital and Clinton Prison	39

	Page
Association Newsletter	40
Prison Riots and Disturbances	40
The English Royal Commission on Capital Punishment	46
Juvenile Delinquency	47
Pennsylvania Correctional System	47
Texas Prison System and Attendance at Southern States Probation and Parole Conference	48
Research Project	49
United Nations	49
Middle Atlantic States Conference of Correction	50
United Prison Association of Massachusetts	51
Regional Conferences	51
St. Lawrence University Institute	51
Michigan Corrections Commission	51
Radio Presentation	52
Louisiana Correctional Progress	52
National Council of Churches	52
Council of State Governments—Book of the States	52
Third Naval District Brig	52
Luncheons with Mrs. Eleanor Roosevelt	53
New York City Youth Board	53
Reader's Digest	53
Jail Association Regional Forum	53
Citizens' Research Council of Michigan	53
Methodist Commission on Chaplains	54
Rochester Visit	54
Regional Forum on Jail Problems	54
The Association's Bureaus of Service	55
Employment and Relief Bureau	55
Statistics for Employment and Relief Bureau for 1953	58
Family Service Bureau	59
Statistics for Family Bureau for 1953	61
Legislation—1953	62
Annual Congress of Correction of The American Prison Association	70
Prisons at the Crossroads	76
Financial Statement	89
Constitution and By-Laws	90

THE PRISON ASSOCIATION OF NEW YORK

OFFICERS FOR 1953

<i>President</i>	<i>Treasurer</i>	<i>Recording Secretary</i>
EDWIN O. HOLTER	C. C. AUCHINCLOSS	WALTER C. TEAGLE, JR.

Corresponding and General Secretary

E. R. CASS

Assistant Secretary

ROBERTS J. WRIGHT

Vice Presidents

HENRY G. GRAY

HAROLD G. HOCHSCHILD

EDWARD P. MULROONEY

JOHN L. SCHOENFELD

Executive Committee

EDWIN O. HOLTER, *Chairman*

Class of 1953

GEORGE F. BAKER, JR.

PAUL MOORE, JR.

G. HOWLAND SHAW

Class of 1955

MRS. JULIUS OCHS ADLER

CHARLES SUYDAM CUTTING

FREDRICK M. EATON

HENRY A. WILMERDING

Class of 1954

ARCHIBALD S. ALEXANDER

REGINALD L. AUCHINCLOSS

RICHARD C. BARCOCK

BURTON J. LEE, JR.

RICHARD C. PATTERSON, JR.

FRANCIS E. POWELL, JR.

Class of 1956

JOSEPH E. DAVIS

MRS. ALLEN W. DULLES

JOHN L. SCHOENFELD

STANDING COMMITTEES FOR 1953

COMMITTEE ON LAW

GRAY, ALEXANDER, EATON

COMMITTEE ON FINANCE

C. C. AUCHINCLOSS, HOCHSCHILD, LEE

COMMITTEE ON DETENTIONS

SCHOENFELD, R. L. AUCHINCLOSS, MRS. DULLES, MOORE, PATTERSON

COMMITTEE ON NOMINATIONS

C. C. AUCHINCLOSS, DAVIS, HOCHSCHILD

COMMITTEE ON PROBATION AND PAROLE

SHAW, CUTTING, POWELL, WILMERDING

COMMITTEE ON PRISON ADMINISTRATION

MULROONEY, R. L. AUCHINCLOSS, MRS. ADLER, BARCOCK,
BAKER, TEAGLE

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

HON. WALTER J. MAHONEY,

Temporary President of the Senate:

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

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK

By EDWARD P. MULROONEY, *President*

E. R. CASS, *General Secretary*

THE NEW YORK TIMES

Tuesday, February 17, 1953

WATCHING OUR PRISONS

The Prison Association of New York warns in its annual report and recommendations to the Legislature against any smug attitude based on the happy fact that New York has thus far been exempt from the nation-wide wave of prison disturbances. "It can happen here," in spite of the generally good management of our institutions. So the Association's report deserves, this year, the special attention by the Legislature and by the state administration that might avert serious consequences.

"The loose talk that prisons are too attractive is just so much unadulterated nonsense," the Association says. Over-age and overly large institutions seem susceptible to disturbances among inmates. There is a growing need for diversification of institutions. All felons should be processed and screened by a reception center. Research pays: "If we know what we are dealing with we are well ahead of the problem." Correctional personnel need more training, better pay, better pensions, new dignity of civil service title. Disparity and inequity of sentences produce prisoner unrest. Many areas in the state are ignoring the Sex Offender Law; its use in commitments should be mandatory. Too many prisoners are idle, instead of doing useful work. The parole system needs strengthening; probation needs extension to ten counties now without such service.

There is, as usual, a wide sweep of recommendation, with attention given to the problems of alcoholism and support voiced for the work of the State Crime Commission. The public has come to look forward to the thoughtful, enlightened recommendations of the Prison Association, which are of much importance to the moral fabric of our society. To follow this advice is not costly as to money, but to ignore it can be very costly in the long run.

RECOMMENDATIONS*

February 22, 1954

To the Honorable Members of the Senate and Assembly:

In accordance with Chapter 163 of the Laws of 1846, we have the honor to present the following recommendations to the Legislature as a part of the 109th Annual Report of The Prison Association of New York, and urge that they receive your serious consideration.

Respectfully submitted,

THE PRISON ASSOCIATION OF NEW YORK

EDWARD P. MULROONEY, *President*
E. R. CASS, *General Secretary*

AN INVENTORY OF ACHIEVEMENT

At first glance it would seem that this title is one that reflects a somewhat egotistic spotlight upon ourselves. This, we hasten to state, is most assuredly not the intent of this comment. On the contrary, the intent of these few paragraphs is to record in summary form some of the more significant changes and improvements made in New York State since the close of World War II and to thus point up the value of persistency to the end that correctional progress will be a mark of distinction to the Empire State.

We feel quite frankly that progress requires recording just as much as it requires implementation. Without the written word of achievement available for consultation it is possible that much activity of worth and value might slip by unnoticed and be lost to posterity. Therefore, while this section of the report deals primarily with Recommendations to the 1954 Legislature, this opening discussion serves to point up, we trust, the results of some of the Association's recommendations since 1945. Progress in the field of penology is admittedly slow, and well it might be, recognizing that legislative provisions are difficult to modify or alter, and that public opinion is not easily aroused except in the instance of a catastrophe. This is to say that experienced observers do not follow the pattern of speed in this field any more than do qualified persons in other areas of social welfare. We prefer to witness a period of experimentation and to learn by the trial and error method. We trust that this discussion will help the reader of the present and future to have confidence that the gradual method is better than that of speed alone.

* These Recommendations in mimeographed form were made available to all members of the Senate and Assembly on February 22, 1954.

This discussion does not necessarily imply that the Prison Association was alone in the campaign for the specific recommendations noted because in some instances several groups, private and public, were of course interested. In many, however, we acted as an "advance guard" and spearheaded the campaign.

At the conclusion of this resumé comment will be made concerning those recommendations that have been continued from year to year, and these same recommendations will again be repeated for legislative consideration later in this report.

In order to set the stage, so to speak, for the discussion that follows, note should be made of some of the Association's major achievements over the years prior to the post-war period. Reference has been made to these milestones in a special summary included in the Association's 100th annual report published in 1944, and some are noted herewith in brief outline form only:

1. The introduction of the indeterminate sentence into this country.
2. The introduction and development of probation in New York State.
3. The development of probation in New York City including the provision of supervisory service for the Court of General Sessions for many years prior to that Court's adoption of its own service.
4. The introduction of the first reformatory in the United States and, for that matter in the world, at Elmira in 1876.
5. The introduction of parole as a correctional technique, and the maintenance of a parole supervisory service for many years.
6. The divorcement of politics from prison administration and the sponsorship of the merit system.
7. The establishment of the National Prison Association, now the American Prison Association, and the organization of the former International Penal and Penitentiary Commission presently merged with the United Nations.
8. The improvement of prison conditions generally through the years with special emphasis on physical plant, personnel and treatment procedures and techniques.
9. The advocacy of psychiatric study and treatment as a part of an approach to individualization of treatment.

These and a great many additional accomplishments too numerous to mention here substantiate the stand of the Association that it is a pioneering body dedicated to the introduction of new ideas and experimentation in preventive and treatment techniques. As we stated in our 100th annual report, "... the work of the Association has been characterized not so much by a conspicuous declaration

of activities as by persistent and quiet cooperation when possible with prison authorities and by consistent propaganda for the betterment of prisoners and the treatment of crime . . . and the Association, the pioneer in this State, has never failed to apply its best efforts to aid those released from reformatories and prisons and at the same time to provide for their families."

We consider it our function to hammer away without fanfare at those barriers that may exist to prevent the application of sound procedures and advance in the field generally. This we do in cooperation with appropriate officials whenever possible, but in those instances where roadblocks are thrown up against wholly reasonable projects we continue to campaign for what we feel to be in the best interests of the people.

In reviewing a total of 53 recommendations submitted since the last war (1945) by the Association it is gratifying to note that over 50 per cent of them have been acted upon favorably. We make comment on some of them below, listing them without regard for their priority because each one in its own manner contains validity and importance.

1. A long-standing recommendation for expanded professional services is gradually being fulfilled in keeping with reasonable demands upon public funds. Much of the State's professional service within correctional institutions suffered a damaging blow at the peak of the depression nearly twenty years ago when economy waves broke first upon professional personnel. In many instances these have been restored and the correctional authorities are receptive and anxious to add more as funds become available. Pending legislation and contemplated budget provisions further give support to this.
2. A vast increase in public interest with respect to the chronic alcoholic has been noted during the last decade. While this interest can be traced largely to the excellent work of Alcoholics Anonymous and the gradual acceptance by the public that alcoholism is a disease and not a crime, it is of importance to note that the Association has a long history of activity in behalf of improved methods of treatment for the chronic alcoholic. The record shows clearly many efforts to establish colonies, farm units and other centers for the problem drinker before this became a popular subject for discussion. It is gratifying to note during the past year or two the establishment of state-subsidized treatment clinics and research projects concerning this problem. In cooperation with medical and legal bodies we look back with encouragement to the results of our combined labors.
3. The damaging effects of benzadrine inhalers have been ended prisoners were able to so use their contents to provide "benzadrine jags" with resulting disciplinary problems within the institutions, with the cooperation of pharmaceutical manufacturers. Heretofore

This particular type of inhaler is no longer manufactured and a harmless substitute is now marketed.

4. The membership of the State Board of Parole was expanded to five from the original three with resulting efficiency and greater public protection. The Association has been gratified to note over the years the stability of a full time service in contrast to those earlier deficiencies which we attacked, at times, practically single-handedly.

5. After many years of agitation for the improvement of probation within the State, including our long standing recommendations for a state subsidy, the Knapp Report of several years ago called for immediate action to help improved probationary services. The 1953 legislature, at the request of the Governor, made provision to permit multi-county probation services and, with funds made available through the State Youth Commission, financial assistance is presently available for the establishment of demonstration projects in counties where probation is inadequate. Emphasis will be given to those ten counties now without probation services. In 28 counties probation is considered inadequate according to the State Division of Probation. State financial aid at the rate of 50 per cent will be available in keeping with the standard Youth Commission formula. The project will be for not more than two years but will serve to convince the county of the value of probation services.

The Association feels that the implementation of this particular recommendation repeated many times over the years is a clear-cut example of the value of continual emphasis on worthwhile objectives. It is a visual manifestation of the old proverb of the drop of water wearing away the stone.

6. Another area in which the Association pioneered relates to the treatment of the sex offender. It was in 1947 that the Association first had introduced legislation affecting sex offenders. While the bill passed both houses it was vetoed by the Governor who indicated that his veto was in no manner to be construed as opposition to the need for remedial legislation. However, he felt it advisable to establish an interdepartmental committee to set up a pilot project for two years and to then recommend legislation. The Association's general secretary was one of four members of the committee. Chapter 525 of the Laws of 1950 is the end result of the diligent labors of the committee. Admittedly the current law is not perfect but the base is there and imperfections will receive the Association's attention. The law makes possible a different basis for commitment of offenders and provides for clinical procedures at Sing Sing and other prisons. Likewise it makes possible continued research under competent medical and psychiatric direction.

In this instance the Association again played the role of setting up the necessary targets and kept to the fore desirable objectives.

7. Immediately following the war it became apparent that existing procedures permitting the transfer of prisoners between the Hospital for the Criminal Insane at Matteawan and institutions of the New York City Department of Correction were inadequate and cumbersome. The Association had legislation introduced and passed amending the Correction Law which provides a simplified procedure. While this is, in a sense, a technicality it points up the value of an agency such as the Prison Association keeping a watchful eye on everyday administrative procedures.

8. For many years the Association has submitted various recommendations concerning the narcotic addict and his treatment. Of late this problem has assumed tremendous proportions, especially in the New York City area. Through the assistance of staff members the Association has cooperated with and worked on the Committee on the Use of Narcotics Among Teen-Age Youth of the Welfare and Health Council of New York City and was conspicuous in the establishment of the committee several years ago.

9. With respect to the former Central Guard School of the State Department of Correction, the Association encouraged its founding some eighteen years ago, in keeping with its frequent plea for improved personnel. Since its disestablishment at the peak of the depression era because of monetary considerations we have continued to call for increased emphasis on in-service training. The legislature of 1953 appropriated \$50,000 for the establishment of the Frederick A. Moran Memorial Institute on Crime and Delinquency, and a portion of this money is available for concentrated refresher training within the state's correctional institutions, thus implementing a recommendation of the Association made for many years, and again showing the value of keeping to the fore essential needs.

10. In company with other community agencies we were active in the successful campaign to revise the veterans preference restrictions of the civil service law.

11. We have called for expanded psychiatric service within correctional institutions and the passage of Chapter 525 of the Laws of 1950 which, among other things, placed the correctional psychiatric service under the Department of Mental Hygiene, materially helped to further this goal. This is in adherence to our earlier support of competent psychiatric service in the correctional field dating back to 1916 with the establishment of a psychiatric clinic at Sing Sing Prison. Dr. Walter B. James of our Executive Committee played a conspicuous role in the initial activities and long range planning.

12. During the war years and later in keeping with defense efforts related to the Korean conflict, we have called for a relationship of correctional industries with defense production. While this has been a complicated problem in view of many prison labor restrictions, we

feel that correctional authorities are cognizant of the matter and taking appropriate steps.

13. Another recommendation of many years was last year implemented with Moran Institute funds; namely, the establishment of a division of research in the correctional department.

From 1946 to 1953, inclusive, the Association has submitted 53 specific recommendations to the Legislature, all providing for the improvement of correctional procedures. Some of these have been major proportions and others have been minor in character but none the less important for an effective correctional system. The discussion above summarizes briefly positive action taken as a result of the recommendations.

Despite favorable action given to many of the Association's recommendations, we are the first to proclaim that many others continue to require implementation and to this end we will in turn continue our plea for legislative action.

The following comment, therefore, presents our thinking with regard to those matters requiring attention in order to make for a more progressive and scientific correctional system. We recognize that their activation depends upon public sentiment as voiced through the legislature and with the courage of our convictions that New York is steadily moving ahead we urge favorable consideration by the 1954 Legislature.

I. COORDINATED CORRECTIONAL SYSTEM

This is the eighth consecutive year that we have urged favorable legislative support be given to efforts to further coordinate the State's correctional processes. While this is, in itself, a basic recommendation, many of those that follow would serve to implement this first basic requirement. We state at once that the task ahead is not only the province of correctional authorities of the State but more importantly it requires legislative support. This support can most readily be given through the provision of specialized personnel and cooperation with correctional department officials. As we have often stated, we see no need for additional surveys and studies but we do recommend that many of the existing studies be again reviewed to cull out the important recommendations of the past still requiring implementation. Such studies as the so-called Lewisohn Commission, the Knapp Report, the Committee of One Hundred findings, recommendations of this and other correctional agencies, all contain a wealth of helpful and carefully considered suggestions for advancement of the State's correctional processes. While ideally the State could well use additional specialized facilities we have, at least for the immediate present, sufficient physical units. The important factor at the moment is the need for more effective treatment processes and long range planning. We are now at the time when

we should reap the benefits of the long range planning that should have been done ten years ago. The test of the value of long range planning of a decade ago is to determine if what we are doing now was planned at that time. We would venture the opinion that insufficient opportunity is provided to "think ahead" — that is to say, the everyday problems of running a complex correctional system preclude diverting one's thoughts to problems of the future. This is unfortunate and efforts should be made to establish a planning board, or some other scheme, whereby time will be budgeted for such planning. Perhaps an advisory committee of qualified persons could be established for just this purpose. In some states a corrections commission is provided to give this top-level advisory direction with daily administrative responsibilities vested in a departmental director. We are not suggesting such a change in New York but we would urge the development of a non-salaried body of not more than a dozen persons with varied interests within the correctional field to give its undivided attention to the problems that will inevitably face the people of the state a decade or more from now.

As we stated in 1953, the most pressing need of the moment is for the coordination of programming and the avoidance of the unscientific distribution of prisoners among existing institutions. This is avoided presently in such units as Wallkill Prison, Coxsackie, the Reception Center, and to a considerable degree at the Elmira Reformatory. The Reception Center is a vast step ahead but the everyday demands of keeping pace with thousands of cases passing through have occupied the time and energy of authorities and have precluded the diversion of deliberation of the problems of the future.

The Legislature should give its support to the formation of an advisory committee whose sole function would be long range planning. This need not entail the expenditure of funds except for incidental travel of members to institutions and a common meeting place. The committee should have the prestige and dignity of appointment by the Governor and be charged with periodical report to the Commissioner of Correction and the Governor. In other words, this recommendation simply delegates long range planning to a body with sufficient time to think of the future without the intrusion of everyday problems of department administration. We recognize that intra-departmental committees have been at work, as well as various inter-departmental groups, but frequently persons working at close range day in and day out with specific problems fail to observe the broad concepts of a progressive correctional philosophy. No one is on safe ground when an attitude of expertness is assumed, and no one has all the answers. We continue to favor the pooling of knowledge and thinking directed to the accomplishment of the best possible correctional system.

II. EXTENSION OF RECEPTION CENTER AGE LIMITS

As a logical sequence to the need for a more coordinated correctional system, we urge again the extension of the age limits of those offenders eligible for commitment to the Reception Center from 21 to 25. This recommendation is in harmony with our plea for a wider classification procedure and is in keeping with the Governor's recommendation based on the findings of the Knapp report. We have said often that we look to the day, even though it be in the distant future, when *all* offenders will be processed by a reception center. This would, in turn, require commitment of all offenders to one or more screening units rather than to specific institutions. We urge the Legislature to again approve a bill to extend the age limits to 25 on the basis that nine years of experience with the Reception Center receiving offenders from 16 to 21 warrant this expansion of its function.

III. INCREASE OF RECEPTION CENTER STAFF

We again support the recommendation of the Knapp report of a year ago in urging an increase in the professional staff of the Elmira Reception Center. Additional professional personnel and services are needed if the Center is to return a full measure of success. This is particularly necessary if the age limits of those eligible for commitment to the Center are raised. Without the recommended increase of services correctional authorities are put in a position of being unable to support the age increase simply because the present staff and physical limitations would be unable to handle more cases and do a creditable job at the same time. We feel this recommendation to be urgent and in need of rapid implementation.

IV. IMPROVED SALARY SCALES

The Legislature is urged to give favorable consideration to departmental requests for improved salary scales. This recommendation is based on the premise that competent personnel will not be attracted and will not function properly without compensation commensurate with the degree of responsibility and skill expected. It must be recognized that this is the day of competition in personnel circles and good people cannot be attracted or held without adequate compensation. This recommendation includes provision for adequate pension plans for those in hazardous occupations. The state can ill afford to be penny wise and pound foolish in its relationship with personnel.

V. REVISION OF SEX OFFENDER LEGISLATION

As has been stated previously in this discussion, the Association was largely responsible for the introduction of recent legislation providing for improved methods of handling the sex offender. Chap-

ter 525 of the Laws of 1950 authorizes discretionary terms of one day to life in the sentencing of sex offenders. We feel the time is at hand when serious consideration needs to be given to making the application of this law mandatory rather than discretionary. First we would suggest a legislative review of its function and application based on nearly four years of use and recognizing that its use has been limited. This fact in itself suggests the need for an inquiry. The experience of New Jersey's use of a law requiring mandatory application of their sex offender law should be studied. As a part of this study consideration needs to be given to the broadening of the legislation to include so-called minor sex offenses. This does not imply that we feel minor offenses necessarily require lengthy terms of imprisonment but it does imply that they need something more than custody and routine disposition. It should be noted that too often minor beginnings are prolonged and have serious consequences.

VI. ESTABLISHMENT OF ADVISORY COMMITTEE ON CORRECTIONAL INDUSTRIES

One of the critical needs of the Department of Correction, we feel, is an advisory committee on correctional industries. In areas where such groups are at work in cooperation with correctional authorities they have paid high dividends in productive work schedules for inmates. The problem of supplying adequate labor opportunities for all prisoners has baffled penologists since the door of the first prison was opened. The era of contract labor and other systems basically exploitive for private gain did keep men at work but not within the bounds of fairness and human decency. The only one to profit by contract and similar systems was the possessor of the agreement—certainly not the prisoner and, in the long run, not the State.

In these days of acute competition in private industry, and the requirements of organized labor, such areas as California and the Federal Government have found it expedient to form advisory prison labor groups. In California the advisory committee plans and controls the work schedules with the result that harmony prevails and complaints of outside groups are better resolved. It is again our recommendation that such a group be authorized within the New York State Department of Correction, to be appointed by the Governor and to serve on a non-salaried basis. The committee should be representative of management, industry, agriculture, labor and the public-at-large. One of the major and justifiable complaints of outside observers of prisons is the vast amount of idleness among prisoners. Surely this is not to the liking of prisoners because the monotony of idleness breeds discontent and prolongs the drudgery of a sentence. Likewise it is not to the liking of the prison admin-

istrator who, frankly, fears the consequences of a group lacking employment. Furthermore, no one wins at this game, particularly the taxpayer. Therefore, it behooves the Legislature to take this step to assure progress.

VII. PUBLIC RELATIONS PROGRAM

It is axiomatic that public support can be gained only if an informed body of opinion exists among the taxpayer group. Without an understanding public correctional progress will lag. A sound program of public relations is needed, and the Association again endorses the proposal of the Knapp study group in this direction. It has been noted that correctional personnel frequently pull in their reins at the sound of the phrase "public relations" and it would seem to be in order to discuss the true meaning — and our meaning — of the terms. One of the best definitions of public relations is that of W. Emerson Reek, as quoted in "Public Relations Handbook" edited by Philip Lesley, namely: "Public relations is the continuing process of creating, shaping, implementing and interpreting policies that will emphasize an institution's sense of social and moral responsibility." This is not the place for a detailed discussion of the techniques of public relations, but we do want to emphasize the need for a clear-cut policy based upon accepted principles of informing the public. In the above quotation it would appear that the words "continuing process" are the keys to a successful program. Many who are uninformed of the value and need for an aggressive public relations program too frequently consider it but a temporary matter. On the contrary, an effective public relations approach requires constant attention and the development of a thoroughly understood philosophy at the top administrative level. As Abraham Lincoln once remarked, "Public sentiment is everything. With public sentiment nothing can fail, without it, nothing can succeed." The application of these words of wisdom in correctional administration would be well to the point.

We urge that the Legislature, therefore, give its support to the establishment of a sound public relations program within the Department of Correction.

VIII. EXTENSION OF DISCRETIONARY POWER OF PAROLE BOARD IN CERTAIN CASES

We repeat a recommendation of other years that would provide authorization for the State Board of Parole to determine and specify the portion of the remaining or original maximum term to be served by an offender who commits a new felony while on parole for a previous felony. The Board of Parole concurs in this recommendation which would provide discretionary power provided that it not

be applicable except in those cases where at least more than five years remain to be served on the original sentence. Presently the law provides that the entire maximum sentence be served before service of the second term can commence. It should be pointed out that this discretionary power now exists with respect to Elmira Reformatory cases by virtue of Chapter 678 of the Laws of 1945. Its application to all inmates is urged rather than restricting its provision to but a small number of cases. Decisions as to time to be served within the legal framework of the sentence itself should be determined on the basis of each individual case in keeping with the greatest value of the theory of parole.

IX. CONTINUATION OF STATE TRAINING SCHOOL ANNEX AT NEW HAMPTON

We heartily concur with the recommendation of the Governor as presented to the Legislature in the annual message delivered on January 6, 1954, which would provide permanency to the present experimental unit located at New Hampton. In 1947 the State Department of Social Welfare developed what is known as the Annex of the New York State Training School for Boys, and placed it at the site of the New York City Reformatory at New Hampton. There the Annex is enabled to purchase light, heat and other service necessities on a contract basis from the City of New York. Devised to provide intensive case work care for individual boys who have demonstrated their inability to adjust to institutional procedures at the training institutions at Industry and Warwick, the Annex has met with unusual success in reclaiming these youngsters. On the basis of more than 200 boys who have successfully worked their way through this unit the Annex has proved its worth and should be established as a permanent unit.

X. AMENDMENT OF YOUTHFUL OFFENDER LAW CONCERNING DETERMINATION OF ARREST

We urge again that Title VII, Section 913-n of the Code of Criminal Procedure be amended to provide further clarification of the so-called Youthful Offender Law. It is our opinion, in which the probation department of the Court of General Sessions and other official agencies concur, that the law requires amendment to bring it into line with the original legislative intent and basic philosophy underlying the law. The intent, it is obvious, was to protect deserving first offenders adjudicated under the law and not to be confused with youthful offenders per se. This special consideration is available only after careful deliberation by the court and the district attorney and in some areas the probation departments of the court. It is our recommendation that the law be

amended to read as follows (and the portions in italics constitutes the recommended new wording): ". . . and no youth shall be denominated a criminal by reason of such determination, nor shall such determination be deemed a conviction, nor shall the apprehension and detention of a youth who has been approved for adjudication or trial as a youthful offender be deemed an arrest. Notwithstanding the foregoing, all persons lawfully detained for the commission of a crime shall be subjected to all the due processes of law as provided by the Code of Criminal Procedure."

We feel that if conviction need not legally be a matter of public information, surely the act of being taken into custody on the same offense should not be a matter of public record. Note that we use the term *public record* in that all records pertaining to Youthful Offenders under law are open only upon court order. They are not destroyed, deleted or in any manner eliminated. With the recommended exclusion of the "arrest" factor the law will then become a truly protective device in the battle against delinquency. Our attention has been drawn to the recorded concern of judges relative to this problem. These same judges join with the intent of our recommendation to the end that hardships encountered in locating employment, hardships met in enlistment in the armed forces, and in a number of other ways be reduced. The law now makes possible that offenders "adjudicated" as youthful offenders may legally deny that they have been convicted of a felony, but they continue to be required to admit to an "arrest" for the same felony for which they need not legally declare their conviction.

XI. DEPARTMENT OF CORRECTION — CITY OF NEW YORK

For a number of years the Prison Association has questioned whether or not the municipality should engage in the administration of the specialized institution for young, first offender misdemeanants at New Hampton. We feel this way especially since the State has long assumed responsibility for the care and treatment of young offenders and in recent years has given added attention to the problem. The correctional philosophy resulting in the establishment of the Elmira Reception Center, for example, commits the State to a thorough screening of offenders with subsequent recommendations as to the type of long-term unit best suited to their individual needs. It is unfortunate that tradition alone seems to be responsible for the continuation of the New York City Reformatory at New Hampton as a separate unit operating outside the benefits provided young offenders by the State. While there has been improvement over the course of years in the Reformatory, mainly physical, we feel it is not the province or function of the City of New York to attempt an involved rehabilitation program for adolescent offenders some-

what in competition with the State simply because the law thus dictates. We feel, therefore, that the City Reformatory at New Hampton (Orange County), since it is a treatment unit rather than a detention facility, should logically be related to the Reception Center program and be a part of the State's correction process.

We recommend, therefore, serious consideration be given to the transfer of the Reformatory to the State which now conducts a unified correctional plan for the adolescent offender. It is urged that the Legislature give its support to exploratory conferences between State and City correctional officials with a view to developing plans for the eventual transfer of this institution, including the necessary legislative changes that may be required.

XII. ALCOHOLISM

While marked progress is being made each year with respect to treatment for chronic alcoholism, we urge again that the Legislature make every effort to assure that the State provides the best type of treatment program possible. We have discussed the scope of this problem for many decades, as the record will show, and we urge that serious consideration be given to the findings of the Committee on Alcoholism of the Welfare and Health Council of New York City, and other community-wide bodies as they may be operating within the State. The support now being given to state-aided clinics and research centers is most commendable, but more financial support is needed to do the job required in the light of the extent of the problem.

XIII. CONTROL OF NARCOTICS

Spearheaded by such groups as the Committee on the Use of Narcotics by Teen Age Youth of the Welfare and Health Council of New York City, and other study groups, narcotic control legislation passed during the past two or three years has been excellent. There remains, however, the major problem of controlling the drug at the source and the entrance of narcotics into the country. In view of the fact that this is a matter for United Nations and the Federal Government, it appears that the State should direct its concern to the problem as it affects its citizens. This, of course, it has done and there is every assurance that this will continue. We recommend, however, that the Legislature officially memorialize the Congress of the United States to take effective action leading to the expansion of border patrol and customs personnel to provide a more positive tightening of the seepage points through which drugs now reach illicit disposal points. It is admitted that narcotics would continue to be smuggled into this country were we to authorize the Army and the Navy to direct its full attention to this

problem. This is to say that the largest enforcement group imaginable could not close all the gaps, but an expanded force could most assuredly decrease the amount of drugs presently being smuggled into the nation.

XIV. REMOVAL OF RESTRICTIONS RELATIVE TO THE APPOINTMENT OF INSTITUTIONAL HEADS

This recommendation urges that legislative support be given to efforts of the correctional authorities to remove restrictions presently precluding the competition of so-called professional personnel in civil service examinations for institutional wardenships and superintendencies. Appointments of this category should not and never should have been closed to qualified personnel who meet the standard civil service requirements. At the present time only those persons rising through the uniformed ranks are permitted to compete in promotional examinations for wardenships of prisons. This closes the door tightly and prevents those in other than the uniformed custodial force from competing and ever holding the top administrative positions. We acknowledge, of course, that this is in no manner a criticism of the uniformed group. It is simply a plea that others be permitted to compete for the institutional directorships. We feel that many qualified and desirable persons lose interest in correction as a career service as soon as they discover that doors such as these are forever closed to them. Competition is the staff of life and if correction is ever to achieve its rightful place as a profession and career service then all qualified persons should be permitted equal opportunity to compete for top level positions. The Association urged this recommendation last year in unison with the Knapp Report findings and we again enter this plea for remedial action.

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

This is a recommendation that strikes at the heart of political control of locally managed penal institution personnel in certain areas of the State. By the use of the term "political control" we mean the appointment of uniformed personnel and others on the basis of personal friendships or political indebtedness without regard for professional competency. This is another long standing recommendation urging that all personnel of locally operated penal institutions such as county jails and penitentiaries in those areas not already having such provisions be appointed under standard civil service procedures. In this connection, however, we are not willing to commit ourselves to the *freezing into the service* incompetents or those who hold their jobs solely because of political attachment.

XVI. CHANGE OF TITLE FROM PRISON GUARD TO CORRECTION OFFICER

In keeping with the general trend away from the use of the term "guard", "keeper", etc., and a general acceptance of the term "correction", the Association urges that the Correction Law be amended to provide for "Correction Officer" rather than the variety of titles now used. This recommendation applies also to the change of title from criminal insane "hospital attendant" to "correction officer". Correction officers are, in large measure, responsible for the ultimate rehabilitation of offenders, and they should be accorded the dignity and prestige of such title as "correction officer".

XVII. EXECUTIVE DIRECTOR, STATE DIVISION OF PAROLE

The Association recommends that consideration be given to the re-instatement of the position of Executive Director of the State Division of Parole. This position represented an important cog in the administrative machinery of the Parole Board for a number of years subsequent to the establishment of the Division in 1930, but was dropped later. This recommendation is suggested in the light of an increasing prison population which, in turn, guarantees an added volume of work for the parole authorities. Likewise, this would tend to relieve the board members of a certain amount of administrative detail that should rightfully be in the hands of a staff director. Effective parole is based on the most careful selection of parolees, and boards under the constant pressure of time and administrative detail are not wholly free to apply themselves to the basic and difficult task of determining fitness for release. It is recognized today that prisons are receiving more and more difficult cases presenting complex behavior patterns, and it is our opinion that it will be to the best interests of public safety to provide this additional position to give continuity of leadership and direction. This position should be within the civil service but consideration should be given the desirability of securing the best possible person, regardless of legal residence.

XVIII. REVISION OF THE PENAL LAW

For a number of years we have recommended that the Legislature authorize the Law Revision Commission or some other suitable body to conduct an examination into the sentencing process. In this recommendation we have been joined by the findings of the Knapp Report of 1952. This year, however, we join with others in urging a broader and more all-inclusive study leading to the revision of the penal law. As is well known, the last examination of any consequence was conducted in 1909 when the consolidated penal law

was adopted. In simple terminology the penal law of today is geared not to the present stage of life but instead to the horse and buggy days of 45 years ago. While the American Law Institute is conducting a draft of a model penal law, it would seem most appropriate for an exploratory group to be authorized now looking to revision of the penal law of this State.

XIX. INMATE COUNSELING SYSTEM

The disastrous prison riots in many states in 1952 and 1953 emphatically pointed up the need for improved methods of communication, so to speak, between prisoners and administrators. In almost all riot cases inmates criticized the lack of effective liaison between the two groups. It is obvious that an effective relationship and a clear channel for the course of legitimate complaints by prisoners is necessary within a prison, and is a protection to all concerned. We do not advocate that a counseling system within a prison is the one and only answer to this problem, but we do state that it is a step in the right direction, and if properly controlled can be of substantial value. Without going into technical detail, a counseling system provides trained personnel to be assigned to groups of inmates to work with them on a personal counseling basis. Individual prisoners in large groups—such as those numbering 2,000 and over—frequently feel themselves to be forgotten and lost, and nothing breeds discontent faster. Since New York's institutions in the main have large populations it is our recommendation that serious consideration be given to the installation of a counseling program on an organized basis.

XX. DEVELOPMENT OF AN INTERNSHIP PROGRAM

The State is already committed to the development of internships but the Association would like to see increased emphasis on intern programs within the correctional and parole units. These are fertile fields calling for career personnel and there is no better method of developing qualified persons than to provide internships. This protects the people of the State as well as the individual. In simple terms, an internship is nothing more than a scholarship awarded qualified persons in given fields of endeavor. Such a program presupposes adequate supervision and on-the-job training. While this is another old Prison Association recommendation we are happy to note concurrence by the Knapp committee.

XXI. PUBLIC DEFENDER SYSTEM

We continue to include this recommendation as each year passes because we have faith that ultimately such a system will be provided the people of the State. The Association urges that the Ju-

dicial Council or some other appropriate body explore the question of the advantages and disadvantages of the public defender system, and to this end we urge the Legislature give its approval and authorization. Such areas as Los Angeles, Omaha, Columbus, Memphis, Providence, St. Paul, St. Louis, San Francisco, and others, satisfactorily make use of this technique. The plan would further provide a means of breaking down "shyster lawyer" practices that occasionally are observed.

XXII. CAUTION AGAINST THE CURTAILMENT OF PRISON INDUSTRIES

Frequently the Association has concluded its annual recommendations with a word of caution to the Legislature to be on its guard against attempts—some outspoken and others *camouflaged* with subtlety—to curtail existing prison industries. Such attempts are more prevalent in times of recession than in more prosperous days and caution needs to be exerted. Competition of prison labor with free industry is at the barest minimum, and cognizance needs to be taken of the fact that idleness among prisoners is the best assurance we know of to set the spark of open rebellion. The preservation of existing correctional industries and the full support of endeavors to establish new industries demands the attention of each individual legislator. While idleness is to be condemned one must not lose sight of the fact that an idle prisoner is not idle by choice. He is unable to work unless suitable work outlets are provided.

A recent survey of prison industrial practices and program in the Commonwealth of Virginia entitled "Prison Production and the Virginian Economy" contains two sets of points worthy of repetition in this comment, the first listing the multiple objectives, as follows: "1) the protection of society; 2) rehabilitation and training of inmates; 3) disciplinary treatment; 4) maximum self-maintenance of prisoners." Toward these objectives a work program has been designed to minimize certain economic and social costs, as follows: "1) the loss of possible productive labor during and after imprisonment; 2) the moral, mental and physical degeneration of prisoners; 3) expenses of maintenance, upkeep and supervision of inmates; 4) costs of possible riots and uprisings; 5) cost of future crime." To properly implement these objectives a diversified work program is necessary, and it is to this end that the Advisory Committee on Correctional Industries has been recommended in our Recommendation VI. No one, particularly prison administrators, would advocate the indiscriminate production and sale of prison made goods and the possible disruption of the free market. We do advocate, however, a prison industrial program in keeping with the

general objectives set forth above, and we urge the Legislature to support, preserve and extend the present industrial program and to be alert to any and all attempts to bring about its curtailment.

Conclusion

The Prison Association feels that many correctional administrators have learned the hard way, so to speak, as a result of the many riots of 1952 and 1953. Last year in our 108th annual report we tried to direct the thinking of the Legislature to a discussion of prison disturbances and at the same time offer our suggestions and recommendations to keep New York's prisons outside the circle of those plagued by uprisings, some of which were wholly unnecessary. Thus far our State correctional institutions have remained free and clear of headline riots and we feel that this is because of good management rather than pure good luck. True, prison administrators can never be certain what the next moment will develop within their institutions, and correction is surely one field where nothing can be taken for granted. The moment the prison administrator feels "it can't happen here" various conditions operate to disprove his contention—and in many instances it is disproved violently and vividly. All of this is to say that we again implore the Legislature not to overlook its share of responsibility for a progressive and forward-looking correctional program. It is axiomatic that whatever progress is determined within a prison system must first be born within the people themselves—and in this case the people speak through their legislative representatives.

In concluding our statement in 1953 we asked this question:

"What Does The Public Expect Of Its Prisons?"

In concluding this 1954 comment we repeat what we said last year because we can think of no better terminology:

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

ITEMS OF INTEREST IN 1953

It was very gratifying to be recognized by The Greater New York Fund with the following citation as an indication of the confidence of that important body representing business, professional and employee segments of the City's population. This action was taken at a special meeting of the Fund on May 26, 1953, in the presence of a large gathering at the Hotel Roosevelt. The citation recognizes the Association as one of 31 agencies out of 423 member agencies in New York City with an unbroken record of more than one hundred years of service. The Association is pleased to know of the trust and confidence which endorsement by The Greater New York Fund embraces, and this kind of encouragement, together with the desire to keep faith with its founders, strengthens its Executive Committee and staff members with a desire to carry on in the public interest.

THE GREATER NEW YORK FUND

Is Honored to Award This

CITATION

to

THE PRISON ASSOCIATION OF NEW YORK

Founded in 1844

IN RECOGNITION OF MORE THAN 100 YEARS OF SERVICE TO the people of the City of New York, strengthening in our five boroughs the intangible ties of neighborliness and inter-dependence which bind us all together—the strong and the weak, the rich and the poor, the well and the sick—regardless of race and creed in a great community.

E. B. SCHWULST

President

WILLIS D. CRITTENBERGER

Executive Vice President

Date:

May 26, 1953

Seal of
The Greater New York
Fund Incorporated

GOVERNOR DEWEY'S MESSAGE TO THE 1953 LEGISLATURE

Relating to the portion of Governor Dewey's Annual Message to the Legislature on correctional needs in this State, the following communication was addressed to him as an indication of our appreciation.

HON. THOMAS E. DEWEY
Executive Chamber
Albany, New York

January 8, 1953.

MY DEAR GOVERNOR:

I have just finished reading your Message to the Legislature as brought to our attention through our legislative service, and I hasten to congratulate you on its high quality and the sound thinking it reflects. Those of us who have been in the field for some time can not help but be encouraged by the attention you urge be given this year to correctional needs. We like the various items you bring out and which are related to the study made by Mr. Knapp. Our position could not be different because of the parallel thinking that is contained in his report and our various recommendations and suggestions official and otherwise, over the past years.

You might not know this but at any rate I recall that when Great Meadow Prison was still in the stage of development in 1913, having been opened in 1911, the hope was that through this new experiment we would solve many troublesome problems. In the course of time these hopes declined because of the lack of enthusiastic official leadership and Great Meadow gradually became just another prison. When I was there recently one of the problems was that of idleness among its inmates. I bring this to your attention, expressing the very earnest hope that what is intended to come out of the new assignment for Great Meadow will be more fruitful of fulfillment than that of other days. We have learned the inadequacy of the emphasis on "the get out into the country idea", together with new and costly buildings and, fortunately, now are trying for a fuller approach through highly qualified personnel and the development of new techniques.

It is good to feel that you are still at the helm.

Sincerely yours,

E. R. CASS,
General Secretary.

LETTER ON CHAIN GANGS

In response to a communication from the Hon. Preston S. Marchant, member of the South Carolina Legislature, who was heading up a campaign to deal with a county chain gang operation, the following letter was addressed to him in the hope that it would serve his purpose in relieving what he regarded as a very unsatisfactory local situation.

HON. PRESTON S. MARCHANT
Caesar's Head Hotel
Caesar's Head, South Carolina

July 3, 1953.

DEAR MR. MARCHANT:

I do not know specifically about the Greenville County, South Carolina chain gang. However, I do know, and speaking generally, that the chain gang system as it existed for many years, did not measure up to the standards of what we like to think of as American decency. The state prison systems in the south have been undergoing considerable improvement. Only recently I was in Texas and I assure you it was very gratifying to note the tremendous progress that has been made in the past seven years. The credit for this lies in many directions including the general public which finally demanded that the outrageous conditions involving cruelty, exploitation, corruption, and other evils be abolished. Texas has done that.

The chain gang system in the south has been criticized severely and justly because of the housing conditions, the use of chains, inadequate feeding of prisoners, excessive labor requirements, and the misuse of public authority and trust in the direction of personal gain. When state and other prisoners are turned over to county control they are pretty much at the mercy of those who are not particularly interested in their rehabilitation but who are anxious to utilize them in any way that fits in with their judgment, which is not always in conformity with standards of human justice and decency.

I think that the south is suffering less now from the chain gang operations because, as I have indicated above, there is progress noted in the handling of prisoners who are maintained in state institutions and are under the daily supervision and control of state employees. I think any fair-minded person who knows about the situation will say that conditions, generally speaking, in the chain gangs were pretty rough.

Any reference to these chain gang situations is not based on a sentimental attitude but in our time when America is opposing and protesting exploitation of human beings in various parts of the world, and their harsh and cruel treatment, it seems

that there are situations at home that make our position awkward, to say the least, and these conditions have been commented upon by some people in foreign lands. It seems fair to take the position that the prisoner, after all, is a human being and while he should not be sympathized with or his crime condoned, nevertheless, he should be dealt with in a way that removes the opportunity for his exploitation for private gain, cruel treatment and excessive and degrading labor, and given opportunity to improve himself mentally, physically and morally.

Again let me emphasize that all of the above is general comment and may or may not apply to the county which you have in mind.

Sincerely,

E. R. CASS,
General Secretary.

GOVERNORS' ANNUAL CONFERENCE—SEATTLE

When it was learned that Governor Fine of Pennsylvania was to head a discussion on penal affairs at the Governors' Conference in August of 1953 the following communication was addressed to him with the hope that he would use the opportunity to not only impress his colleagues but at the same time initiate a message from an assembly of Governors for the information and guidance of the people of the United States. It is gratifying to report that the Governor took the advice contained in the letter seriously as well as that coming from other sources, and in his discussion he very pointedly emphasized various needs for better public understanding in handling problems relating to riots and dealing with law-breakers in custody generally. His address was well received by the conference and had an unusual amount of favorable nationwide publicity.

July 10, 1953.

HONORABLE JOHN S. FINE
Governor
The Commonwealth of Pennsylvania
Harrisburg, Pennsylvania

MY DEAR GOVERNOR:

I have learned that you are to lead the discussion on penal affairs at the Governors' Conference on Thursday, August 6th. This is a fine chance for you to deal with a subject that is not too popular but is of vital interest to the public welfare, as you have recognized recently on the basis of your own experience. You were alert and straightforward in your own state and handled the situation in a way that indicated you were anxious for progress and that you wanted the people to know of their problem.

I am sending you herewith another copy of our statement concerning prison riots. In addition to what it contains on prison riots there is also set forth many of the long standing problems existing in too many areas that erupt now and then in riots or some other kind of disturbance. Unfortunately, the public does not become aware of these contributing conditions until there is some kind of a blow-up and the loss of life and the destruction of property. Then there usually follows a demand for correction and the fixing of responsibility.

One difficulty is that any attempt toward progress in dealing with criminals is too frequently interpreted as a desire to sympathize with them and to condone crime. Those who speak for progress are regarded as reformers and meddlers and "do-gooders". In the meantime the public is increasingly burdened with the upkeep of more and more institutions and bigger populations, and the crime problem continues to be a national disgrace. Its cost runs into astronomical figures. Further, the high rate of recidivism continues both on a national and state level which means that the taxpayers are not getting a good return on their costly investment.

I was greatly impressed when you assured the Devers* committee a free hand and I think you will agree they did a good job. They were courageous and pulled no punches and they made suggestions that if followed can not help but make for progress. I wish the bills introduced as a follow-up of the committee's work had provided for the elimination of the boards of trustees and make it possible for the commissioner of correction to have a free hand and an undivided relationship to the Governor and the Attorney General. The sharing between a commissioner of correction and a board of trustees is always an unsteady path.

I would like to see you lift some, or all, of the points out of the statement on prison riots, together with whatever other material you have and put them squarely before your colleagues at the Governors' Conference for their serious attention. Give them a chance to know about the problems, if they do not already, so that when trouble comes or too much stagnation and status quo is unexpectedly revealed they can not say no one gave them warning. We know from reliable material that has come to our attention regarding some of the recent riots that messy and almost unbelievable conditions prevailed before the final blow-up.

* General Jacob L. Devers was chairman of Governor Fine's Committee to investigate the riots in Pennsylvania prisons. This Committee handed up a report in April, 1953, which pointed the way toward progress. The General Secretary of The Prison Association of New York was pleased to serve as consultant to the Committee.

I earnestly hope that you will make good use of the opportunity that is yours at the coming conference since I know you are capable of putting over a strong message.

Sincerely yours,
E. R. Cass,
General Secretary.

REPORT OF THE COMMITTEE ON DETENTIONS

Commissioner Schoenfeld, as chairman of our Committee on Detentions, reported as follows:

Since January 1, 1953, 57 places of detention in the Boroughs of the City of New York, Nassau and Suffolk counties—plus up-state institutions—were personally visited and inspected.

At the time of the above visits and inspections, Civilian Defense was again discussed and it was stated that suitable arrangements have been made.

Many recommendations contained in previous reports of inspection have been complied with and a number of new recommendations have been submitted.

UNUSUAL OCCURRENCES

Since January 1, 1953, 32 unusual occurrences from the Police Department and 28 from the Department of Correction were brought to our attention. These include attempted suicides, suicides, assaults on officers, etc. As previously stated, all of these are investigated and copies sent to the State Commission of Correction in Albany.

NEW YORK COUNTY CIVIL JAIL

In compliance with recommendations, the New York County Civil Jail was closed as of June 28, 1953. However, Sheriff McCloskey stated that he found it necessary to re-open the institution on September 20th until further notice.

DETENTION OF PARKWAY POLICE PRISONERS

Commissioner Cass and the undersigned are urging that the matter of the detention of Parkway Police prisoners, who are now being detained at the Westchester County Penitentiary, be discussed and that the Westchester County Commission see to it that the building of their own place of detention be completed. We are confident that this will soon be accomplished.

QUEENS CITY PRISON AND LONG ISLAND CITY MAGISTRATES COURT DETENTION PENS

Approval was given on a site for a new Queens City Prison and also on alterations on detention pens at Long Island City Magis-

trates Court and Court of Special Sessions. These alterations are now in progress.

PROPOSED PLAN FOR HOUSING OF WOMEN PRISONERS

Commissioner Cass and the undersigned, acting for the State Commission of Correction and The Prison Association of New York, are continuing their efforts to re-open the 250-acre unit at Camp LaGuardia, Chester, New York, as a confinement unit for sentenced prisoners currently housed in the House of Detention for Women in New York City.

HOUSING OF MILITARY PRISONERS AT THE 18th PRECINCT POLICE STATION

Several years ago, the State Commission of Correction and the Police Department of the City of New York approved a plan whereby military prisoners would be housed at the 18th Precinct. The original understanding was to set aside 8 cells for this purpose but it was discovered that 16 cells were being used at times, therefore making this Precinct inadequate for the detention of police prisoners. The matter was taken up with the Police Department, conferences were held, and the situation has been adjusted as per the original agreement, that is, 8 cells are now being used by the Army.

CITY PRISON—RICHMOND

The closing of the Richmond City Prison at Staten Island has been a blow to the Department of Correction of the City of New York. There will be many delays in bringing prisoners from the City Prisons located in Manhattan and Kings Counties, particularly so in stormy weather. The matter will be discussed with the incoming mayor as soon as possible. We are in favor of re-opening this place.

LOWER MANHATTAN MAGISTRATES COURTS DETENTION PENS

The recommendation made by the undersigned that low steel partitions be placed alongside all the toilets in the Lower Manhattan Magistrates Courts Detention Pens has been complied with. In fact, a very fine job has been done.

TRANSFERRING OF PRISONERS FROM DANNEMORA (CLINTON PRISON) TO NEARBY INSTITUTIONS

A study is being made by Commissioner Cass and the undersigned with reference to the matter of having local prisoners confined in nearby institutions, so as to reduce the traveling time and the amount of money spent by the families of those inmates who wish to visit them. For example, if the wife and child of a prisoner confined at

Dannemora wish to visit him, and if they reside in the City, as did the prisoner prior to confinement, they would be compelled to undergo considerable expense and spend about two days in traveling time in order to effect this visit.

OVER-CROWDING—NEW YORK CITY DEPARTMENT OF CORRECTION

Commissioners Schoenfeld and Cass, during the course of the year were concerned regarding over-crowded conditions in the City Prison, Manhattan, and the closing of the City Prison, Richmond. It will be recalled that in October, 1951, the Commission of Correction protested the over-crowding in the City Prison, Manhattan. This action aroused considerable tension among the judges of the Court of General Sessions and others and, subsequently, steps were taken to ease the situation. However, the congestion developed into more than a temporary problem and was extending beyond this one unit of the Department of Correction. The census of the Department on May 11th reached a new high of 5,900 resulting in the doubling up and sleeping on floors. If all prisoners who rightfully belong in the City Prison, Manhattan, were confined therein the population on May 11th, 1953, would have reached 1,652 or 701 over the capacity. As it now stands, some prisoners have been transferred to other detention units. It was felt that the decision to close City Prison, Richmond, as of July 1st, in view of lack of funds, would aggravate this situation.

A letter was addressed to Mayor Impellitteri directing his attention to the seriousness of the situation and urging that not only steps be taken to quickly relieve it but also to undertake some long-range planning in view of every indication of the steady rise in the criminal population. The letter was personally delivered to the Mayor by a member of our Executive Committee, John L. Schoenfeld. After the Mayor had read the letter he gave assurance of his growing concern and pledged his best efforts to make for improvement.

PRISON WARD—BELLEVUE HOSPITAL

Following inspection in April, 1953, of the prison ward by Commissioners Schoenfeld and Cass, the attention of the New York City Commissioner of Correction was directed to the need of expanding the program of therapeutic treatment and also to deal with the problem of congestion in the women's ward. The inmates of this ward require medical attention or are being held for psychiatric examination to determine their mental condition. It is important, particularly with the mental cases, that steps be taken to direct their attention to things wholesome during the progress of their examination and study.

LETTER TO MAYOR RE: HOUSING OF DELINQUENT CHILDREN

Following the appearance at our May meeting of Judge John Warren Hill, presiding justice of the Court of Domestic Relations, and in keeping with action taken by the Executive Committee, the General Secretary on May 26th addressed a formal communication to the Mayor urging public facilities for the housing of delinquent boys and girls under the jurisdiction of the Children's Court. The emphasis was directed particularly to expediting the opening of the Sevilla Home. Under date of June 18th the legal aide to the Mayor replied to our letter of May 26th indicating that the purchase of equipment for the Sevilla Home was approved by the Board of Estimate on May 28th with instruction to give this matter rush priority.

COLUMBIA COUNTY JAIL FOOD SCANDAL

There came to the attention of the State Commission of Correction via the State Crime Commission, headed by Judge Proskauer, of which Commissioner Mulrooney was a member, information which created suspicion with regard to the feeding of prisoners in the Columbia County Jail. Both Commissioners Schoenfeld and Cass, as members of the Commission of Correction, earnestly pressed for investigation. Subsequently, an investigation by the Commission, brought to light serious omissions and various suspicions, but it was decided that prosecution could not be had because of the absence of witnesses, mainly prisoners, and the death of certain jail personnel. This view was concurred in by the attorney for the State Crime Commission. The Commission of Correction formulated a set of rules and a check on January 8th by its inspectors revealed that the Six Rules of Procedure are being followed.

WOODBOURNE, NEW YORK, CORRECTIONAL INSTITUTION

Personnel changes have been made at this institution; namely, the superintendent was transferred to the New York State Training School at Albion, and the former superintendent at Albion was transferred to Woodbourne as superintendent.

This change was brought about because Commissioner Edward J. Donovan of the State Department of Correction became dissatisfied with the administration of the Woodbourne institution and in this connection the Association concurred. We congratulated the Commissioner on the action taken.

BY WAY OF REPORTING DISTORTION

The medical experiments in both Federal and State correctional institutions which we have endorsed and encouraged were subject

to misrepresentation in a communication coming out of the Iron Curtain country of Czecho-Slovakia on November 12, 1953, as follows:

CZECHO-SLOVAKIA
U. S. Prisoners Are Medical Guinea Pigs
Prague, Czech Home Service, Nov. 10, 1953

Barbarous medical experiments resembling those carried out in Hitler's concentration camps are being conducted in U. S. Prisons and psychiatric institutions, according to an admission which appeared in the *Washington Post*. In 1944, 2,000 inmates of federal prisons were inoculated with malaria, jaundice, and dysentery. From 1951 onward these experiments have been carried on in three prisons in Kentucky, Pennsylvania, and Washington. In these prisons 550 were inoculated with virulent jaundice.

The *Washington Post* adds that similar barbarous experiments are being conducted in the mental hospital of St. Elizabeth, Washington. The American defenders of humanity evidently regard the use of animals for medical experiments as too expensive and prefer to use human guinea pigs.

The above is another glaring example of the length that Communistic techniques will go without regard for the truth.

NEW YORK CITY REFORMATORY AT NEW HAMPTON

This institution was visited during the year by Mr. G. Howland Shaw, member of our Executive Committee, together with Mr. Robert L. Hoguet, President of the Lincolnale institution, and our General Secretary.

A very high standard of cleanliness and order prevailed but it was again noted that while the inmates were engaged in a work program there was lacking academic and vocational training programs and personnel. What was said by the General Secretary in writing an inspection report as a member of the State Commission of Correction in December, 1945, applies equally to the present time. Outstanding excerpts from that report read:

The above historical review is included in this report so as to give some idea of the long struggle to provide some satisfactory means of housing and treating young misdemeanant offenders committed by the courts of the City of New York. The extent to which the situation still remains unsatisfactory will be treated during the course of this report and with specific reference to the

procedure for committing young offenders to this institution, the absence of a well-defined and functioning educational program and the general need of bringing the institution, if it is to be continued as a reformatory, up to the standards reflected in the program and administration of other institutions in this State and elsewhere.

The first recommendation contained in the 1945 report reads as follows:

Unless the City of New York can find ways and means of maintaining this institution in accord with approved standards for a reformatory type of institution, consideration should be given to its abandonment. The pity is that the institution has great potentialities. The site and the buildings on the whole, are satisfactory. All that is needed is an adequate staff, well rounded program with emphasis on education to be applied in its broadest sense, and inspiring leadership. In this connection the interest and cooperation of the New York City Board of Education should be revived.

At this writing there is a new City administration and a new Commissioner of Correction; namely, Anna M. Kross, for more than twenty years a City magistrate. She recognizes the shortcomings of the present institution program and it is anticipated that she will make an earnest effort to correct the situation.

There are various possibilities if personnel and funds can be provided; to wit, the bringing of the program up to generally accepted reformatory standards and then perhaps finally turning the institution over to the State of New York as part of its state-wide correctional machinery, to deal with both misdemeanants and felons in the youth range. To continue the institution as at present does not bring it within the classification of a well-programmed, equipped and administered reformatory.

VISIT TO DANNEMORA STATE HOSPITAL AND CLINTON PRISON

On September 21st, Messrs. Shaw and Cass visited Clinton Prison and the Dannemora State Hospital, conferring with institution heads and other officials. Both were impressed with the general tone of administration of the Hospital and the physical expansion including a chapel, gymnasium, modern kitchen and added living accommodations for inmates. Mr. Shaw was particularly impressed with the emphasis on the occupational therapy program as a means of utilizing the time and giving instruction and a stabilizing influence to inmates. This practice is in striking contrast to observation of other days when inmates spent most of their time sitting or wandering about in wards or yards getting little or no benefit from the con-

fining and monotonous routine. The particular objective in those days was that of safe custody.

Another encouraging observation at the time of the visit, and in keeping with the therapeutic approach, was an existing baseball game between the inmates of two wings. As a matter of fact it was the final game of a seasonal contest and the interest and enthusiasm of the inmates was most noteworthy.

Dr. Shaw, the superintendent of the institution, with the combined encouragement from Commissioner Donovan of the Department of Correction and Dr. Bigelow of the Department of Mental Hygiene are all to be congratulated in their efforts to bring some hope and cheer to these inmates and to ease what at best is a depressing atmosphere.

The impression was gained that Warden Jackson, in charge of the Clinton Prison, is maintaining a clean and orderly establishment. The industrial operations, a major factor at the institution, gave the appearance of being satisfactorily manned. The academic program continues to be applied to those who give reasonable evidence of being able to adjust to it and benefit thereby.

The Medical Department, headed by Dr. Leman Caswell, is deserving of high commendation, not only because of the excellent and well-kept physical facilities, but the unusual devotion displayed by him in the discharge of his responsibilities.

ASSOCIATION NEWSLETTER

This year we prepared two issues of a quarterly Newsletter. This will give opportunity for discussion of the various services of the Association. It will, likewise, serve as an informational device for our many friends. The advantage of this medium will be also to give information in advance of the more complete treatment of activities in the Association's Annual Report.

PRISON RIOTS AND DISTURBANCES

The Association, principally through its close and long-standing relationship with The American Prison Association, continued its interest in prison riots and gave advice and guidance on every occasion.

We urged and gave encouragement to the preparation of a statement concerning causes, preventive measures and methods of controlling prison riots and disturbances authorized by the Board of Directors of The American Prison Association in the early part of 1953.

We quote herewith the opening paragraph of that significant statement as follows:

During 1951 and 1952, and extending into the early months of 1953, the nation has experienced an unprecedented number of outbursts of mass violence and mutinous behavior in our prisons. These occurrences have been the cause of deep concern to responsible public officials, and have been widely publicized in a sensational fashion by the popular press.

The Board of Directors of the American Prison Association feels that it has a responsibility to offer a professional and objective interpretation of this phenomenon to the public, and to responsible officials throughout the country.

Violent and destructive behavior by groups of prisoners is not new to penology. There have been occurrences of this type from time to time from the very beginning of the general use of imprisonment as a penalty for criminal acts. The experience of the recent past has been different, chiefly because of the contagious nature and widespread incidence of these episodes.

A riot in one prison is a cause for concern in every other prison. Failure to prevent these occurrences, or to control them with efficiency, firmness, and dispatch when they do develop, is a reflection on all of the correctional services of the country.

The violent, and often hysterical and irrational, behavior of people confined in penal institutions results from the development of emotional tensions. These tensions are always present in some degree. The potentialities for an outburst of pent-up emotional energy, resulting in riotous incidents, are inherent in the very nature of imprisonment. They feed upon monotony and boredom, a sense of injustice and frustration, hopelessness for the future, sexual privations, anxiety about family and friends, and similar factors. These ever-present tensions burst into open rebellion under the stimulus of such immediate factors as bad food, brutality, unfair or capricious treatment, race conflicts, staff disharmony, inept and vacillating management, or other similar basic conditions which serve to stir man's elemental emotions.

It should be observed, also, that a large percentage of prisoners are not normal human beings. A few are actually insane, some are sexual deviates, many are psychoneurotics, and a great number are psychopathic personalities who habitually resist authority and discipline in or out of prison. It is this last group that usually supplies the leaders of prison disturbances. In this connection, it is worthy of note that in even the worst of prison riots only a relatively small percentage of the total population has been actively involved.

Prisons are not set apart from society in general to the extent usually supposed. They are dominated by the attitudes of the employees and visitors who live in the free community; they are permeated by the press, the radio, and countless other outside

influences. The emotional tone of the great mass of free people is reflected in prison as truly as in other groups of human beings. Prisoners would riot but rarely, even under the worst of conditions, if they did not have some perverse notion that they might gain a degree of public sympathy as a result. It is believed by some that prison riots here, in Canada, in Africa, in South America, and the Orient, are at least partially related to mass rebellion against authority. This thesis can be neither proved nor disproved but, in any event, it should not be seized upon as a convenient excuse or a pat explanation for prison riots.

In spite of the difficult nature of the problem, and the inherent risks basic within it, it is possible to operate penal and correctional institutions with relatively few incidents of mass violence or insurrection if a few well-known principles and practices are observed. We believe that the widespread occurrence of prison riots, strikes, and mutinies, since mid-1951, are almost always the direct result of the shortsighted neglect of our penal and correctional institutions, amounting to almost criminal negligence in view of the costly results, by many governors, legislators, governing boards, directors, wardens, and others basically responsible for the administration and management of these institutions.

Prison riots should be looked upon as costly and dramatic symptoms of faulty prison administration. The causes of these faults may exist within the prison or outside of it. Therefore, a discussion of such riots must begin with a consideration of the basic causes of poor prison administration.

In Part I, under the caption BASIC CAUSES, there is set forth the following:

The immediate causes given out for a prison riot are usually only symptoms to more basic causes. Bad food usually means inadequate budgets reflected in insufficient supplies, poor equipment, poor personnel and, often, inept management. Mistreatment of prisoners, or lax discipline, usually has behind it untrained employees and unwise or inexperienced management. And thus it goes.

The fundamental causes of prison mal-administration may be categorized under a number of general heads:

- A. Inadequate financial support, and official and public indifference.
- B. Sub-standard personnel.
- C. Enforced idleness.
- D. Lack of professional leadership and professional programs.
- E. Excessive size and overcrowding of institutions.
- F. Political domination and motivation of management.
- G. Unwise sentencing and parole practices.

The above list is offered merely for emphasis and convenience of discussion. There is obvious overlapping between categories. Political motives of some nature are usually involved in budget making. Low budgets affect salaries and numbers of personnel, as well as overcrowding. Poor personnel affects professional programs, and enforced idleness is the result of political pressures.

Each of these items are treated separately in the Report and space does not permit the inclusion of the analysis. However, by way of further discussion of the content of this report, we include herewith the text of a press release of June 4, 1953.

Declaring that "prison riots should be looked upon as costly and dramatic symptoms of faulty prison administration," the American Prison Association today (June 4, 1953) released a detailed study of the causes and preventive measures and methods of controlling prison riots and disturbances. The Association, with headquarters in New York City, authorized the study in February, 1953, and a Committee on Riots under the chairmanship of Richard A. McGee, director of the California Department of Correction, and a former deputy commissioner of correction of the City of New York, has compiled what is termed "a professional and objective interpretation of this phenomenon." Directed to the public as well as to responsible officials throughout the country, the study was stimulated by the "unprecedented number of outbursts of mass violence and mutinous behavior in our prisons during 1951, 1952 and the early months of 1953."

One of the Association's basic conclusions is that "... the underlying cause of poor prison administration all stem from a lack of public understanding of the problem and from a consequent reluctance to provide adequate financial support and to keep politics out of management."

Prison riots, the report states, "are nearly always the direct result of the shortsighted neglect of our penal and correctional institutions, amounting to almost criminal negligence in view of the costly results, by many governors, legislators, governing boards, directors, wardens, and others basically responsible for the administration and management of these institutions."

"The immediate causes given out for a prison riot are usually only symptoms of more basic causes. Bad food usually means inadequate budgets reflected in insufficient supplies, poor equipment, poor personnel and, often, inept management. Mistreatment of prisoners, or lax discipline, usually has behind it untrained employees and unwise or inexperienced management."

The Association's Committee on Riots includes: Sanford Bates, Commissioner, New Jersey Department of Institutions and Agencies; James V. Bennett, Director, U. S. Bureau of Prisons; William

S. Brent, *Supervisor of Jails, Virginia Department of Corrections*; Father Gervase Brinkman, *O.F.M., Illinois State Penitentiary, Joliet*; James W. Curran, *Industrial Superintendent, Maryland Penal Institutions, Baltimore*; Major John W. Foote, *Minister, Department of Reform Institutions of Ontario, Canada*; Warden Garrett Heyns, *Michigan Reformatory, Ionia*; Warden G. Norton Jameson, *South Dakota Penitentiary, Sioux Falls*; Prof. Austin H. MacCormick, *School of Criminology, University of California at Berkeley*; Warden Joseph E. Ragen, *Illinois State Penitentiary, Joliet*; Will C. Turnbladh, *Executive Director, National Probation and Parole Association, New York*; Dr. Walter M. Wallack, *Warden, Wallkill Prison, New York*; Warden Elwood H. Wilson, *New Castle County Workhouse, Wilmington, Delaware*. Major General Ralph B. Gibson, *the Canadian Commissioner of Penitentiaries and President of The American Prison Association, together with E. R. Cass, General Secretary of The Prison Association of New York, and Roberts J. Wright, Assistant General Secretary, gave consultant advice.*

The Association listed preventive measures which can be effective "in spite of glaring deficiencies in our prisons" in reducing the incidence of prison riots and similar disturbances. The recommendations are concerned primarily with methods of maintaining a good level of inmate and employee morale and "keeping in constant repair a comprehensive plan for maintaining mutual understanding between inmates and management."

The report also set forth a detailed summary of measures for control of disturbances once they have occurred. The report stressed the necessity of a carefully developed and constantly maintained "riot plan" designed to meet any eventuality.

While recommending against "deals" with rioting prisoners, the report noted that "conditions and practices that form a valid basis for inmate grievances should be corrected as soon as possible, even though one violently disagrees with the methods taken by the rioters to bring them to official attention."

The Committee listed seven fundamental factors contributing to prison maladministration and paving the way for riots and other disturbances:

1. *Inadequate financial support, and official and public indifference*—"Hand-to-mouth budget practices and deficit financing, usually stemming from political considerations, will be found to be at the root of nine-tenths of the inadequacies of personnel, plant, and program, which result in prison riots and scandals. The tax-payer will pay the price of good prisons even if he doesn't have them."

2. *Sub-standard personnel*—"The inadequacy of prison personnel rests, basically, upon insecurity of tenure and poor salaries . . .

Low salary scales result in low standards of recruitment, heavy turnover rates, and in excessive temptations to dishonest conduct . . . Lack of a sufficient number of employees to provide adequate supervision for safety, to say nothing of rehabilitation, is the rule rather than the exception, even in our better prisons."

3. *Enforced idleness*.—"The enforced idleness of a substantial percentage of able-bodied adult men and women in our prisons . . . militates against every constructive objective of a prison program. It is one of the direct causes of the tensions which burst forth in riot and disorder . . . The opposition of pressure groups, attempting by every means possible to eliminate even the slightest competition, has resulted in restrictive legislation, both state and federal, which has reacted against the public interest by forcing us to maintain prisoners in idleness while they deteriorate physically, mentally and morally."

4. *Lack of professional leadership and professional programs*—"We have been drawing people, especially for the important posts of warden, department head, and parole board member, from other fields only superficially related to ours. They come from the military services, from the police, from the ranks of educators, lawyers, doctors, business men, and, all too often, from the ranks of plain politicians."

5. *Excessive size and overcrowding of institutions*—"Institutions for adult prisoners, in most of the more populous states, have been allowed to become much too large. Any such institution, operating as a single unit, becomes increasingly inefficient and unsafe as its population exceeds 1,200. The ideal size for a prison for adults has been held to be one of 800 to 1,000 capacity—some say as small as 500."

6. *Political domination and motivation of management*—"Improper political activity in connection with prison management is far more dangerous and injurious to the public welfare than in most other phases of government . . . Any state which seriously wishes to reorganize its prison system and place it on a sound foundation, must begin by developing an organizational structure as free from improper political influences from top to bottom as it is possible to make it within the framework of a democratic form of government."

7. *Unwise sentencing and parole practices*—"Almost universally, prisoners, even though they have pled guilty to the offenses for which they have been convicted, nevertheless believe that they are being unjustly treated . . . The state in which there is an indeterminate sentence law, and a central board for the fixing of definite terms and the granting of paroles, have the least difficulties from this source."

We feel that the "conclusions" contained in the riot statement are worthy of repetition and they are listed in the following statement:

The causes of prison riots and mutinies are to be found partly in the inherent nature of imprisonment; to a debatable degree in mass social unrest; and more particularly, in basic weaknesses in our penal systems.

The underlying causes of poor prison administration all stem from a lack of public understanding of the problem and from a consequent reluctance to provide adequate financial support and to keep politics out of management.

In spite of glaring deficiencies in our prisons, many preventive measures can be taken which will reduce the incidence of prison riots and similar disturbances. These are related primarily to methods of maintaining a good level of inmate and employee morale and to keeping in constant repair a comprehensive plan for maintaining mutual understanding between inmates and management.

Each prison has an obligation to use every resource possible to prevent inmate rebellions; but it also must be prepared at all times to control and subdue such an occurrence if it takes place. Each prison, or state department of corrections responsible for prisons, should and can have a comprehensive and detailed "riot control plan". Such a plan must be based upon a clearly developed policy which should emanate from the central governing departmental authority. The specific plans will be tailored to the special requirements of each institution and must be kept up to date and in constant working order. The concept is analogous to a fire-prevention and fire-fighting program in any well-ordered city.

Insofar as they have any rational purpose, prison disturbances are intended primarily to attract public attention. Consequently, prison administrators and representatives of the press and radio each have a special obligation to handle a prison disturbance in a manner which will not react against the public interest by encouraging the recurrence of similar episodes.

The above discussion of this valuable work of the Committee is much too brief but, nevertheless, because of our interest and the quality of the Committee's labors, we can not overlook the opportunity to at least make this summary reference.

THE ENGLISH ROYAL COMMISSION ON CAPITAL PUNISHMENT

In 1949 there was appointed a Royal Commission "to consider and report whether liability under the criminal law in Great Britain to suffer capital punishment for murder should be limited or modified, and if so, to what extent and by what means, for how long and under what conditions persons who would otherwise have been

liable to suffer capital punishment should be detained, and what changes in the existing law and the prison system would be required; and to inquire into and take account of the position in those countries whose experience and practice may throw light on these questions."

Through correspondence and later when the Commission visited this country our General Secretary gave testimony and also assisted in visits to courts and institutions. Considerable American literature was also provided. In September, 1953, the Report was submitted to Parliament and it is gratifying to note that acknowledgment is recorded regarding our interest and cooperation.

JUVENILE DELINQUENCY

During the year there was appointed a sub-committee of the U. S. Senate Judiciary Committee and headed by Senator Robert C. Hendrickson of New Jersey, to investigate juvenile delinquency in the United States. Once again this challenging problem is under study and, unfortunately, the committee began with a very small appropriation which, at the start, made its task almost impossible, and it would not have been able to proceed without the voluntary services of national and local agencies in the field. At this writing the committee has been continued with a larger appropriation and will renew its hearings in different parts of the country. It has been supplied with a tremendous quantity of literature on the subject and many viewpoints, suggestions and proposals were submitted as the result of a questionnaire sent out by the committee. There is no question that the Committee will be abundantly supplied with information and remedies, but its real challenge will be to focus public attention on conditions and emphasize the need for action and implementation in the various communities throughout the country where juvenile delinquency is a daily challenge.

Mr. G. Howland Shaw, a member of our Executive Committee, has been very active in Washington, D. C., in cooperating with the Committee and we have, both locally and through communication, assisted in every possible way.

PENNSYLVANIA CORRECTIONAL SYSTEM

Our General Secretary served as a consultant on a special committee to investigate Pennsylvania prisons, established by Governor John S. Fine of that State. Following submission of the Committee's report administrative changes were made and legislation was passed and approved by the Governor.

As of September 1st the first Commissioner of Correction was appointed in the person of Arthur T. Prasse, who has many years of experience, primarily within Pennsylvania. This, for the first

time, gives the State a center of leadership and responsibility for the future administration of its correctional institutions. There exists, of course, some difference of opinion regarding some of the suggestions contained in the report but basically it establishes a blueprint for the future.

Deplorable conditions found during the investigation revealed once more the lack of public interest in a situation so vital to its general welfare.

The following letter was received by the General Secretary from Governor John S. Fine under date of June 23, 1953:

DEAR MR. CASS:

Personally, and on behalf of the Commonwealth, I want most sincerely to again extend deepest thanks for the tremendous service you rendered the Commonwealth in making such an exhaustive and most satisfying study of our penal institutions.

Your report on that study has been a most worthwhile contribution toward the rehabilitation and modernization of our penal system and, generally speaking, should accomplish much good.

You have performed a great service to the State, and I am deeply grateful to you for your part in rendering that service.

With all good wishes,

Cordially,

JOHN S. FINE,
Governor.

TEXAS PRISON SYSTEM AND ATTENDANCE AT SOUTHERN STATES PROBATION AND PAROLE CONFERENCE

While attending the Conference held in Dallas, our General Secretary made some observations of the Texas Prison System. He is strongly of the opinion that during the past seven years tremendous forward strides have been made, bringing the System to a level of respectability.

For decades the Texas Prison System has been roundly condemned by citizens of that State, as well as experienced observers from other parts of the country. The combined action of an aroused citizenry and an outstanding prison board, composed of men of business and professional experience, the backing of the press, the interest of the Governor, and the vision, courage, and intelligence of the General Manager of the Texas Prison System, Mr. O. B. Ellis, is responsible for the many improvements that have been made. It is not intended to give the impression that the Texas Prison System is perfect any more than that of other states. The important point is that Texas is moving forward rapidly in keeping with progressive thinking, planning, and action. It can no longer be said that prisoners are being exploited for private gain, and there is cor-

ruption in the management, cruelty toward prisoners, and a vicious attitude on the part of the staff. The morale of the inmates seemed good and the humane and businesslike tone of the administration was impressive, as well as the quality of the key personnel.

Regarding the Southern States Probation and Parole Conference, with representatives from fifteen states, there was considerable enthusiasm and earnestness. Our General Secretary addressed the general gathering on the subject of "The Prisons and Their Public Relations." It was an opportunity to clarify various misunderstandings and to urge tolerance and team work among correctional people; also the need to honestly and frankly inform the public regarding their problems.

RESEARCH PROJECT

During the year the Association, continuing its long-standing interest in the subject of parole, with particular reference to its organization and administration, sought funds to conduct a project. This project would have a two-fold purpose in further acquainting the public generally as to the true meaning and value of parole and secondly, presenting incontrovertible data for the use and benefit of paroling bodies throughout the nation and in foreign lands.

Basically, the proposed inquiry would examine the following five major categories as regards parole and correctional treatment in the State of New York:

- 1) The problem of sentence structure.
- 2) The problem of evaluation of institutional treatment programs.
- 3) The problem of evaluation of the use of investigative material.
- 4) The problem of evaluation of parole treatment.
- 5) The problem of evaluation of parole failures.

Continued effort will be made to add available funds to get this project under way.

UNITED NATIONS

At the first national conference held in Cincinnati in 1870 and continued through the years, first as the National Prison Association and then The Prison Association, the general secretary of the Prison Association of New York, Dr. Enoch C. Wines, was an outstanding figure because of his initiative, enthusiasm, leadership and future outlook. Thus, there was held not only the Congress in Cincinnati but in the summer of 1872 there was held the first Congress of an international character in London. Out of this grew the International Penal and Penitentiary Commission but since 1950

the work of the Commission has been taken over by United Nations particularly through its Section on Social Defence. It is fitting to note again that the following were presidents of the International Commission from the United States of America:

- Dr. E. C. Wines, General Secretary of the Prison Association of New York, 1872-1878
- Dr. Samuel J. Barrows, General Secretary of The Prison Association of New York, 1905-1909
- Dr. Charles R. Henderson, 1909-1910
- Sanford Bates, Commissioner of Institutions and Agencies, New Jersey, 1946-1950

It can be seen from the above that The Prison Association of New York has concerned itself not only with state and national questions of correctional policy and administration through the years but also extended its interest and activities on a world-wide basis.

It was with some regret, of course, that we noted the passing of the International Commission in 1950 and it is hoped that the United Nations can do a more effective service. To this end we have been working toward a closer relationship with the United Nations and as a step in this direction its Secretary General was invited to the 1953 Congress of Correction in Toronto. He, being unable to attend, was represented by Dr. Manuel Lopez-Rey, Chief of the Section of Social Defence. It is anticipated that there will gradually develop a more intimate and cooperative relationship expanding beyond limits now existing through the earlier appointment of three liaison representatives on the part of the United States; namely, Messrs. Sanford Bates, James V. Bennett and Thorsten Sellin. There should be a working arrangement whereby national and organizational identities will be preserved. At the same time, without competition in any direction, there should result mutual knowledge of operations under way, these to be strengthened at every opportunity and along lines of mutual agreement. In other words, what we envisage is a wider usage for world-wide benefit, of the knowledge and experience gained by a larger number of the leaders and others in the correctional field of this country. There is reason to believe that the United Nations is interested in this wider and more intimate relationship and we shall continue to give it support.

MIDDLE ATLANTIC STATES CONFERENCE OF CORRECTION

This group met in New York April 17th and 18th and Mr. Wright represented the Association as a participant in a panel discussion on the relationship of parole procedures to prison riots. Warden Martin of Attica and Major Henry Hill, chairman of the Pennsylvania Board of Parole, were the other discussants.

UNITED PRISON ASSOCIATION OF MASSACHUSETTS

On May 12th Mr. Wright acted as panel moderator at the annual meeting of the United Prison Association of Massachusetts. The session dealt with the problem of the adult authority as it might be applied in that State. This was the 13th annual meeting and the Prison Association gave liberally of its advice and counsel at the time the organization was founded in 1940 and has cooperated with them since their establishment.

REGIONAL CONFERENCES

In May Mr. Wright attended on behalf of the Prison Association and The American Prison Association, and at the expense of the latter organization, the Central States Regional Conference on Correction at Louisville, Kentucky. At that meeting he participated in a general session program on the subject of prison riots.

In June he participated in the Seventh Eastern Regional Forum on Jail Problems, sponsored by The National Jail Association at Roanoke, Virginia.

In September, he participated in the New England Conference on Correction at York Harbor, Maine. This representation gives evidence of our continuing working relationship with the various regional groups and allied bodies.

ST. LAWRENCE UNIVERSITY INSTITUTE

During the week of August 16th the Annual Institute on Delinquency and Crime was held on the campus of St. Lawrence University, Canton, New York. This was the fifth year of its operation and was conducted officially as The Frederick A. Moran Memorial Institute on Delinquency and Crime. For the third successive year Mr. Wright was invited to participate as a faculty member and conduct a course in orientation in criminology. The Institute this year was considered the best of those held to date and some 508 persons were registered, including 85 police officers from departments throughout the State.

MICHIGAN CORRECTIONS COMMISSION

On October 1st Governor Williams of Michigan appointed a new bi-partisan Commission on Correction, consisting of six members, three Republicans and three Democrats, with the former director of the department as chairman. Immediately after the organization of the Commission they requested the consultation of Austin H. McCormick, of the University of California, and Mr. Wright of our staff. On November 30th a meeting was held in Detroit, which was arranged for by the Citizens' Research Council of Michigan.

Mr. Wright and Mr. MacCormick consulted informally with the Commission on a confidential basis, and were able to be of assistance regarding their future plans, personnel policies, etc.

RADIO PRESENTATION

On June 9th, Mr. Wright presented a fifteen minute talk over the national coast to coast radio hook-up of the Mutual Broadcasting Company (WOR locally) on the program known as "Faith in Our Times."

LOUISIANA CORRECTIONAL PROGRESS

The Assistant Director of the Louisiana Department of Institutions forwarded to the General Secretary a five-page progress report of the achievements within the State of Louisiana. In view of the excellence of the comment we requested additional copies for distribution to the Executive Committee. Louisiana has long had the dubious distinction of maintaining one of the most backward prison systems but with the recent change in state administration and the appointment of the present officials, marked improvement has been noted.

NATIONAL COUNCIL OF CHURCHES

On November 10th one of the two annual meetings of the Commission on Ministry in Institutions of the National Council of Churches was held in this city. Mr. Wright, as chairman of the Commission, presided and the meeting was addressed by James V. Bennett, the director of the United States Bureau of Prisons and by church denominational executives. The topic for discussion was "The Institutional Framework of Chaplaincy Service." Mr. Bennett spent several hours with the Commission in an effort to further assist their efforts to improve standards of chaplaincy service in Federal prisons.

COUNCIL OF STATE GOVERNMENTS—BOOK OF THE STATES

Mr. Wright again submitted an article of 1,800 words on correctional progress in 1952-53 for publication in the biennial Book of the States released by the Council of State Governments.

THIRD NAVAL DISTRICT BRIG

On April 20th we were requested by officials of the Third Naval District to assist informally in recommending competent architects to consult on proposed changes to the Third Naval District Brig. We worked out arrangements with Naval officials and Alfred Hop-

kins and Associates and through subsequent telephone conversation we were informed that this service was deeply appreciated by Navy representatives.

LUNCHEONS WITH MRS. ELEANOR ROOSEVELT

During the summer Mr. Cass and Mr. Wright attended various luncheons given by Mrs. Lewis S. Thompson of New Jersey for Mrs. Eleanor Roosevelt in preparation for her appearance at the Toronto Congress of Correction. We were requested to be of assistance in briefing her on current correctional procedures and acquainting her further with the background and activities of The Prison Association of New York.

NEW YORK CITY YOUTH BOARD

Under date of October 23rd a letter was addressed to Mr. Wright by the Executive Director of the New York City Youth Board, Ralph W. Whelan, extending their thanks and appreciation for the helpful interest of the Association in the activities of the Board.

READER'S DIGEST

During the summer Mr. Wright worked with some of the staff of the *Reader's Digest* on an article that appeared in the September issue concerning a North Carolina prison camp. The article contained a brief quotation by Mr. Wright and we received subsequently a letter from the editor of the *Reader's Digest*, Mr. DeWitt Wallace, thanking us for our cooperation.

JAIL ASSOCIATION REGIONAL FORUM

On October 29th and 30th the National Jail Association held its first Central States Area Regional Forum on Jail Problems at the Dayton, Ohio, Correctional Farm. Mr. Wright was in attendance in his capacity as executive secretary of that Association. There were in attendance approximately 125 sheriffs and jailers who spent two days at the Dayton jail farm witnessing demonstrations and participating in group discussions on improved methods of jail administration.

CITIZENS' RESEARCH COUNCIL OF MICHIGAN

During the late summer and early fall Mr. Wright cooperated on behalf of the Association and the National Jail Association in a survey of Kent County Jail, Grand Rapids, Michigan. The survey itself was conducted by a former president of the National Jail Association, Warden Edgar R. Etter, of the Dayton, Ohio, Workhouse and Correctional Farm. Later Warden Etter, Mr. Tilden

Mason of the Citizens' Research Council of Michigan, and Mr. Wright conferred in our office on the final conclusions and presentation of the report.

METHODIST COMMISSION ON CHAPLAINS

At the request of the executive secretary of the Methodist Commission on Chaplains Mr. Wright represented the Association at the biennial institute of Methodist chaplains in prisons and hospitals from various sections of the country. This was held in Washington on January 7 and 8 and Mr. Wright led the discussion on the afternoon of January 7. A letter of appreciation for his services is on file.

ROCHESTER VISIT

On March 2nd Mr. Wright represented the Association in Rochester on the occasion of the monthly meeting of the Social Workers' Club of Rochester. This is a twenty-five year old organization and Mr. Wright was invited to discuss the activity of the Association and the problems of correction in general. His trip included an address at a dinner meeting, together with press conferences and television interviews. During the afternoon he visited the New York State Agricultural and Industrial School at Industry.

REGIONAL FORUM ON JAIL PROBLEMS

On March 19th and 20th Mr. Wright attended the First Mid-West Regional Forum on Jail Problems at Milwaukee, which was attended by 125 mid-western sheriffs and jailers. Mr. Wright has been giving a portion of his time to the affairs of the National Jail Association since its establishment in 1938 and the administration of these regional forums is handled by this office. This continues our long-standing interest in the improvement of the jail situation in general.

THE ASSOCIATION'S BUREAU OF SERVICE

Employment and Relief Bureau

When employment is at an all time high it is difficult enough to obtain ready placement for individuals who have been released from penal institutions; therefore, with the present sharp decline in employment opportunities, one well can appreciate the almost impossible task that daily confronts the Prison Association and similar organizations. Absence of jobs is but the first hazard, the second, and perhaps even more dire, being the employer who is too overcome with doubt to vindicate in his own mind the hapless individual who has made—albeit paid for—a dreadful mistake. He will quickly agree that the unfortunate well deserves a second chance but prefers to let another risk that second chance! Such reluctance and mistrust on the part of some employers can only destroy the very foundation of the sanctuary of rehabilitation that thus far has been given rise through the kindness, patience and thoughtful understanding of those employers who readily extend an open heart and mind. May we herewith express to them our deepest respect and appreciation and at the same time offer a fervent hope for others who have not yet done so, to join ranks in this glorious march, thus rewarding the untiring efforts of the Prison Association of New York, dedicated to aiding parolees, discharged prisoners, and those men in various institutions awaiting release.

Rehabilitation spells ultimate freedom to the ex-inmate. True, it is a long, slow uphill trek, but with proper reassurance and encouragement, he will gain a better foothold on readjustment to civilian life, advancing onward and upward towards the very top where at long last he need only to reach out and pluck the golden fruit—the full restoration of rights and privileges, the rightful grant of any respected member of a community! And here again we see the need for gainful employment. It weaves a tried and true pattern for the individual to follow and he will learn to follow it to the letter, discharging his duties properly, never deviating, until finally he may one day feel entitled to accept his cherished rights and privileges. And no less important will be the lesson he will have learned, that courtesy and respect must be earned and can be preserved only by sharing the same with everyone he meets.

For the past twelve years the Employment and Relief Bureau has been under the able supervision of Mr. Harry Schwartz, who is credited with forty years' experience in the field of crime treatment and prevention in New York City. Mr. Schwartz' activities include among others, personal contact with employers, entailing innumerable visits blanketing an extensive area and representing equally widespread fields comprised of commercial houses, factories, mills,

garages, laundries, stores, et cetera. We are pleased to insert a note of encouragement here and explain that in those instances where no actual placement resulted, our representative nonetheless was greeted with utmost graciousness on the part of all those visited.

The Bureau is more than an employment agency. The most frequently recurring problems by which our clients are harassed, include financial stress, inadequacy of proper clothing, lack of necessary transportation to job locations, proper tools, union dues, fees, et cetera. In appropriate cases the required aid is granted after careful investigation and approval. Those clients whose means of self-sustenance have been hampered by years of ill health, call upon the Bureau for financial aid and guidance through the critical period of readjustment. Further, our program deals with families and friends, and is augmented by referrals to the proper welfare agencies who are qualified to accept cases for permanent and long-range financial aid and support.

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

It is always gratifying to hear from men whom we have helped. The following are a few excerpts from letters selected at random.

* L. B. along with his contribution of money for other unfortunates wrote . . . "just a few words to let you know that I received your letter . . . and I thank you very much for helping me when I needed help . . . now maybe the money will help some other fellow along the right road . . . I know, because I needed that help . . ."

* B. P. writes in part . . . "I should like to express to you by this letter my gratefulness and deep appreciation for your immediate response to my appeal for my son . . . he feels jubilant about your interest . . ."

* G. L. says . . . "I have just received your letter informing me that you obtained a job offer for me. Needless to say it certainly is good news. My sincerest thanks and gratitude to you and the Prison Association. It is my prayer that this time I might be paroled and be able to take this job . . ."

The purpose and achievements of this Bureau are most constructive and highly valuable as can be attested by those whom we have helped. Letters such as the above are the happy medium, linking together in close relationship both the Bureau and client. We shall

* All names and initials are fictitious.

reserve another of these wonderful letters until the conclusion of the following chapter when its contents will be noted. Meanwhile we shall relate the true story of the sender, dating back to his first interview and right up to his most recent one received by us during the week before Christmas. In view of all the black yesterdays in this man's life, and his never ending search of the brighter tomorrow, we shall call it just that . . .

The Brighter Tomorrow

In 1942, *A. M. was released from the correctional institution where he had served a sentence for grand larceny. Our Secretary later received a visit from him in which he stated his vital need for employment. From his own story, our representative quickly gathered and pieced together the broken threads of this man's life. He had possessed a fine job which paid well, but unfortunately not quite well enough to supply his wife's insatiable demands for the highest luxuries of which diamonds and expensive furs were only a small part. It was quite apparent that she cared little where or how her husband was to obtain the necessary money, and gradually *A. M. sadly came to realize that the only way he could keep his wife was to keep her happy! This was a most regrettable situation of course, and certainly one that could not continue without dire results. Consequently, *A. M. was apprehended and in due time convicted for grand larceny. He served his prison term in exemplary fashion. At first he found it not too difficult to secure placement but soon news of his past seeped out and reached his fellow employees who refused to work beside him. The employer was compelled to discharge him. It was the same pattern throughout the ensuing years. Each time *A. M. would obtain a job it would be inferior to the previous one, due to his inability to produce references from his past employer. It was a sad fact that each employer should grow increasingly suspicious of the man's past, and rather than recognize his talents, preferred to believe that he had lost his previous job because of his criminal record. The truth was distorted of course, but it proved the same with each job. At last, utterly dejected, and with his hopes at their lowest ebb, *A. M. turned once again to our Secretary for helpful guidance. This proved to be the happy turning point! Our Secretary promptly contacted an employer, a most benevolent gentleman, who immediately lost no time in acquainting himself with the facts. This employer had previously employed an ex-inmate who soon proved himself invaluable, winning the trust and confidence of all those around him. He quickly rose to fore-

* All names and initials are fictitious.

man and now it was quite natural for the employer to feel kindly towards the services offered by the Bureau. He willingly came to the rescue, and secured for *A. M. a very fine position with a large concern where he is at present personnel manager. There is a whisper of a hint that he soon may become a member of the firm! His wife has seen the error of her ways and they since have become reconciled and with their two fine children have once more become a happy, well-adjusted family. This is a true story; an inspiring example of what one's faith in himself and in others can accomplish. And now for the final note, here is the letter from *A. M. to our Secretary. Its purpose is self-explanatory — its mission a happy one — with a kind wish to help someone else along the road to A Brighter Tomorrow!

"Just a note of thanks for your kindness to me when I needed it so desperately. May God Bless you for it. May this five dollars help someone else at some future date. My family and I will think of you in our Christmas prayers.

Sincerely,

(Signed) *A. M.

Perhaps we are all too eager to accept the gratitude of our many clients; therefore, at this point we should like to do complete turn-about face and instead proffer our thanks and admiration to these men who have so amply rewarded our efforts! They truly deserve the praise. They have made it worth the while!

* All names and initials are fictitious.

Statistics for Employment and Relief Bureau for 1953

Office interviews	1,866
Telephone consultations*	1,303
Different persons interviewed	1,735
Men released from New York City penal institutions..	1,081
Men released from New York State penal institutions	418
Men released from out-of-state penal institutions.....	62
Men released on probation	28
Relatives of prisoners concerning employment.....	146
Meals provided	278
Nights' lodgings provided	3,789
Employment contacts made by personal visits.....	650
Men placed in employment	389
Men given cash relief	985
Total amount spent solely for relief (includes cash, meals, and lodgings)	\$4,283.05

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

FAMILY SERVICE BUREAU

One of the basic purposes of the Family Service Bureau is to create a feeling on the part of the families of prisoners that someone is interested in their problems and concerned for their welfare. We have stated on many occasions the fact that those who are left behind suffer most from the imprisonment of their breadwinners, and constant daily contact with the wives and mothers of convicted offenders only serves to emphasize this point. Many are the problems raised, and in few other areas of social work are similar troubles voiced by those who come for help.

When husbands and fathers are suddenly removed from their homes, the womenfolk left behind must carry the burdens of loneliness and despair. We say this not in a manner to excuse the behavior of the offender because such is not our purpose. We say it primarily to illustrate our feeling and knowledge of the problems created, and the concern the Association has had for more than a century in the troubles of those who are left behind. The fact that "someone cares" is far more important than the material help which we are able to supply for emergency purposes.

The determination of most of our families to carry on despite seemingly overwhelming odds is an inspiration in itself. The battles that children of prisoners must face in the taunting of their childhood friends — so often one of those cruel but inevitable realities a child must meet — is but one of the major situations requiring our help. Perhaps the solution means moving the family from the neighborhood in order to give the children a new environment, or perhaps it means a conference with teachers and school principals to iron out the difficulties. There is a limit to human endurance, and many appear to be nearing the breaking point until they find the presence of folks who know and understand their unusual problems. Many times the recounting of similar problems of others provides the necessary incentive to carry on. Discussion of problems in an open and frank manner oftentimes results in families becoming aware of their impenetrable barriers.

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

During the summer months special attention is given to the need of many mothers and children to experience a restful vacation period either in camps or vacation homes. In this endeavor we use cooperating camps operated by other agencies and in many instances the Bureau stands the expense involved in addition to financing the needed extra clothes, travel, etc. Likewise during the Christmas season the Association conducts a special holiday appeal for extra funds to cover the costs of a happy Christmas period for the children. Through this interest toys are purchased and funds made available for special holiday meals. This is a traditional service conducted by the Bureau for many decades. The goodwill engendered and the emphasis given to the spirit of Christmas is a most satisfying experience and the Association is grateful to those who contribute each year that "extra" amount to assure a merry Christmas for those less fortunate.

During 1953 the Bureau made a special effort to provide a more intensive case work relationship with families, and the following narrative illustrations give a cross-cut picture of our activity conducted day in and day out through the year. Human sorrow and misery knows no holidays and the services of the Bureau are at the beck and call of those who require them regardless of the season.

- 1) Mrs. C., with three children, was overburdened, worried and harassed. Recovering from a nervous breakdown, and just as she was gaining her composure, her husband was re-committed to state prison. Tony, her 17-year-old son, had to quit school to attempt to find a job, but having a heart condition he found that every job he secured was too difficult. Finally, he was forced to remain in bed every day, unable to lead an active life.

Lena, the 15-year-old daughter, was unable to do her school work and was losing her appetite and becoming nervous. She had overheard the discussion of the troubles in the family for so many years that she felt insecure.

Roslyn, 5½ years old, had convulsions as an infant and had mobile eyeballs. The family lacked money for medical care. The Family Service Bureau was able to assist in making a long term plan with a hospital for Roslyn and Tony, and gave the family financial assistance.

- 2) Mrs. H., 23 years old, mother of 4 children, came to the Family Service Bureau following the arrest of her husband. She needed shelter for her alcoholic father and mentally ill sister.

Unable to solve her problems, Mrs. H. needed wise counseling and guidance. The Bureau not only financially assisted Mrs. H., but helped her to re-evaluate her life.

* All names and initials are fictitious.

- 3) One tragedy after another had brought Mrs. J. to the Bureau. She was 84 years old, and since the death of her husband had continued to hold her job until recently when, due to her advanced age, she no longer could travel alone. Her eyesight was failing. An alcoholic son who added to her meager earnings had been arrested and the rent was overdue. Mrs. J. had been unable to apply for social security because her employer had not reported her earnings and neighbors did her shopping and the heavy housework. With Mrs. J. growing increasingly feeble, friends enlisted the Bureau's help.

When it was suggested that Mrs. J. enter a nursing home, she opposed it because she wanted to maintain a home for the time her son would be released from prison. We assisted with financial aid and friendly guidance, and the home was preserved in keeping with her desires.

* All names and initials are fictitious.

Statistics for Family Service Bureau for 1953

Families in active category January 1, 1953	211
New cases accepted	93
Cases reopened	11
<hr/>	
Total number of cases during year	315
Cases closed	176
<hr/>	
Families in active category December 31, 1953	139
Total amount of financial assistance	\$8,062.15
Families provided with Christmas dinners and toys	124
Children and mothers sent to summer camps	62
Office interviews, home and agency visits	1,031*

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

LEGISLATION—1953

The 1953 session of the Legislature gave encouragement to those who are anxious for progress in the various phases of correctional treatment, in that provision was made for additional personnel, mainly custodial, in the State Department of Correction, joint county probation service, the authorization of an institute for the training of correctional personnel, the extension of the life of the Youth Commission, the creation of a commission to make a comprehensive study of the judicial system of the State and administrative justice, additional construction and renovation in the Department of Correction, the designation of Great Meadow Prison at Comstock for a special group of youthful offenders, thereby creating an intermediate reformatory and expanding classification, and other items. The Legislature was also favorably inclined to amend the Correction Law extending the age to twenty-five for those to be committed to the Elmira Reception Center, another move intended for improved classification and more considerate treatment. However, this legislation was delayed because of lack of facilities at the Center.

In 1951, following Governor Dewey's Message to the Legislature, there was authorized a study of institutions and procedures relative to the care and treatment of the adolescent offender. This was headed by Mr. Whitman Knapp, a former assistant district attorney under Governor Dewey. The Prison Association was pleased to cooperate with Mr. Knapp and his associates in the study and was delighted at the findings and recommendations contained in the report, since they coincided considerably with our earlier observations, findings and recommendations. Reference to this is made on pages 26 and 34 of our 108th Annual Report for the year 1952. While all the recommendations contained in the report are not fulfilled legislatively or administratively, thus far, the report had the very definite value of creating an awareness of the need for doing something in the interest of progress and thus sparked concern and activity in various directions at the State Capitol. We, therefore, commend the support shown by Governor Dewey, the Legislature, and the State Department of Correction.

The Association continued to be active, as it has for 109 years, concerning juvenile delinquency and crime, and the effect of such conduct upon the welfare of the community. In this connection it used every opportunity during the 1953 legislative session to record itself regarding various legislative proposals. Again it is gratifying to report that opinion expressed by the Association for or against bills is respected and appreciated by not only the members of the Legislature but by the Governor's office as well. Particularly

gratifying is the request from the Governor's counsel for an expression of opinion on bills awaiting the Governor's action.

The difficulty of legislative action on the thousands of bills during the comparatively brief period that the Legislature is in session and especially during the closing days is glaringly obvious. The following is a breakdown of this tremendous task.

There were introduced in the Senate 2,912 bills; in the Assembly 3,245; making a total of 6,157. Of this number 879 became law. The Governor was required to act on 1,212 bills, the bulk of which were passed during the rush of the closing days of the Legislature, and of that number he vetoed 333. In addition, there were 138 Senate resolutions and 156 Assembly resolutions.

Regarding bills holding the attention of The Prison Association of New York, there were 59, of which we approved 42, and opposed 17.

APPROVED BILLS

Failed to reach the Governor	21
Vetoed by the Governor	2
Signed by the Governor	18
Passed and sent to the Secretary of State for final approval by the voters at a general election.....	1

OPPOSED BILLS

Failed to reach the Governor	15
Vetoed by the Governor	2
Signed by the Governor	—

Approved

STATE YOUTH COMMISSION, *Senate Int. 17, Pr. 17: Assembly Int. 65, Pr. 65:* Amends chapter five hundred fifty-six of the laws of nineteen hundred forty-five, entitled, "An act authorizing the establishment, operation and maintenance of youth bureaus, recreation projects and education projects for the development, protection and security of children and providing for the payment of state aid therefor; creating a temporary state commission to assist local agencies in the development and prosecution of the work, defining its functions, powers and duties generally, and making an appropriation therefor." *Chapter 69.*

STUDY OF JUDICIAL SYSTEM, *Senate Int. 18, Pr. 3465:* Creates temporary state commission to make a comprehensive study of the judicial system of the state and the administration of justice; and making an appropriation therefor. *Chapter 591.*

PROBATION SERVICE, *Senate Int. 19, Pr. 19: Assembly Int. 48, Pr. 48:* Amends the code of criminal procedure, in relation to the establishment of a joint county probation service. *Chapter 46.*

ELMIRA RECEPTION CENTER, *Senate Int. 274, Pr. 3076*: Amends correction law in relation to authorizing the reception at the Elmira reception center and the classification for purposes of confinement and treatment of male offenders between the ages of twenty-one and twenty-five years. *Failed of passage.*

TEMPORARY ASSIGNMENT OF JUDGES, *Senate Int. 344, Pr. 904*: Amends article six of the constitution, in relation to temporary assignment to the supreme court in counties within the city of New York of judges of the county courts within the city of New York, of judges of the court of general sessions of the county of New York, of justices of the city court of the city of New York, and in relation to temporary assignment to the county courts within the city of New York and to the court of general sessions of the County of New York, of justices of the court of special sessions of the city of New York, and in relation to temporary assignment to the city court of the city of New York of justices of the municipal court of the city of New York and justices of the court of special sessions of the city of New York. *Passed and sent to Secretary of State.*

ENDANGERING MORALS OF CHILDREN, *Senate Int. 394, Pr. 394*: Amends the penal law, in relation to punishment for endangering morals of a child upon conviction for second offense. *Failed of passage.*

RIGHTS OF DISCHARGED PAROLEES, *Senate Int. 415, Pr. 3008*: Amends penal law, in relation to capacity to sue, and to marriage, of prisoners discharged from parole. *Chapter 176.*

CUSTODIAL EMPLOYEES AT DANNEMORA AND MATTEAWAN STATE HOSPITALS, *Senate Int. 496, Pr. 506; Assembly Int. 422, Pr. 422*: Amends civil service law, in relation to requiring the allocation of the positions of custodial employees at Dannemora and Matteawan state hospitals to the same salary grade as custodial employees in state prisons. *Failed of passage.*

CUSTODIAL EMPLOYEES AT WESTFIELD STATE FARM AND ALBION STATE TRAINING SCHOOL, *Senate Int. 497, Pr. 507*: Amends the civil service law in relation to requiring the allocation of the positions of custodial employees at Westfield State Farm and Albion State Training School to the same salary grade as custodial employees in state prisons. *Failed of passage.*

CHANGE OF TITLE, PRISON GUARDS, *Senate Int. 521, Pr. 531; Assembly Int. 1305, Pr. 1332*: Amends the civil service law in relation to change of title of prison guards in the department of correction. *Failed of passage.*

RETIREMENT OF GUARD SERVICE OFFICERS, *Senate Int. 595, Pr. 611; Assembly Int. 564, Pr. 564*: Amends correction law in relation to retirement of guard service officers of jails, penitentiaries, or departments of correction of civil divisions of the state. *Failed of passage.*

CORRECTION OFFICERS HOURS OF DUTY, OVERTIME COMPENSATION, *Senate Int. 646, Pr. 671*; also *Senate Int. 2004, Pr. 2114*: Amends the correction law, in relation to providing certain standards for the hours of duty, and overtime duty compensation of penitentiary guards and correction officers employed by the political subdivisions of the state. *Failed of passage.*

APPEARANCE OF DEPARTMENT HEADS BEFORE THE LEGISLATURE, *Senate Int. 650, Pr. 675*: Amends the state departments law, in relation to appearance of department heads before the legislature. *Failed of passage.*

PAROLE SUPERVISION, SEX OFFENDERS, *Senate Int. 707, Pr. 732; Assembly Int. 200, Pr. 200*: Amends the correction law in relation to extending and providing the continuation of parole supervision over persons hereafter convicted of sex offenses involving children. *Failed of passage.*

NARCOTIC DRUGS—SCHOOL BUILDINGS, *Senate Int. 721, Pr. 746*: Amends the education law, in relation to prohibiting the use of school buildings and school grounds for selling or giving away narcotic drugs. *Failed of passage.*

REORGANIZATION OF CIVIL SERVICE DEPARTMENT, *Senate Int. 736, Pr. 984*: Amends the civil service law, in relation to the organization and functions of the civil service department. *Chapter 19.*

BARBITURATE DRUGS, *Senate Int. 781, Pr. 814*: Amends the penal law, in relation to obtaining barbiturate drugs or prescriptions by fraud or deceit. *Failed of passage.*

YOUTH BUREAUS, *Senate Int. 814, Pr. 848*: Amends chapter five hundred fifty-six of the laws of nineteen hundred forty-five, entitled "An act authorizing the establishment, operation and maintenance of youth bureaus, recreation projects and education projects for the development, protection and security of children and providing for the payment of state aid therefor; creating a temporary state commission to assist local agencies in the development and prosecution of the work, defining its functions, powers and duties generally, and making an appropriation therefor," in relation to increased state aid. *Failed of passage.*

COMPULSORY CARE, TREATMENT AND GUIDANCE OF ADOLESCENT DRUG USERS, *Senate Int. 873, Pr. 912; Assembly Int. 1109, Pr. 1128*: Amends public health law, in relation to providing for the issuance of warrants in relation to the compulsory care, treatment, guidance and rehabilitation of adolescent drug users. *Chapter 409.*

EMERGENCIES IN CORRECTIONAL INSTITUTIONS, *Senate Int. 916, Pr. 955; Assembly Int. 1118, Pr. 1137*: Amends correction law, in relation to emergencies in correctional institutions. *Chapter 177.*

CONVICTS' DEPOSITS, *Senate Int. 917, Pr. 956*: Amends the correction law, in relation to convicts' deposits. *Chapter 667.*

RECONSTRUCTION AND IMPROVEMENTS, *Senate Int. 964, Pr. 1004; Chapter 23.*

MAIN BUDGET BILL, *Senate Int. 960, Pr. 1000; Chapter 20.*

EMPLOYMENT HAZARD AND APPOINTMENT PRISON OFFICERS, *Senate Int. 1217, Pr. 1278*: Amends the general municipal law, in relation to providing certain standards for the limitation of hazard, and the appointment of prison officers in departments of correction in cities of the state. *Failed of passage.*

RETIREMENT CONTRIBUTIONS, *Senate Int. 1248, Pr. 1309*: Amends the administrative code of the city of New York, in relation to retirement contributions and pensions of employees of the department of correction. *Failed of passage.*

INADMISSIBILITY OF CERTAIN CONFESSIONS, *Senate Int. 1358, Pr. 1427*: Amends the code of criminal procedure, in relation to the inadmissibility of certain confessions. *Failed of passage.*

MATTEAWAN STATE HOSPITAL, *Senate Int. 1395, Pr. 1465*: Requires that a copy of the minutes of the proceedings instituted to determine mental condition of defendant shall be furnished to Matteawan State Hospital. *Chapter 188.*

YOUTH CORRECTION AUTHORITY, *Senate Int. 1404, Pr. 1474*: Relates to correction and rehabilitation of persons between the ages of sixteen and twenty-one convicted of violations of law, constituting chapter sixty-seven-a of the consolidated laws, by creating a Youth Correction Authority. *Approved in principle. Failed of passage.*

ADJUDICATION AS YOUTHFUL OFFENDER, *Senate Int. 1405, Pr. 1475*: Amends the code of criminal procedure, in relation to the effect of an adjudication as a youthful offender. *Vetoed.*

QUALIFICATIONS — APPOINTMENT GUARD, KEEPER OR CORRECTIONAL OFFICER, *Senate Int. 1542, Pr. 1620*: Amends the correction law, in relation to the qualifications to be required for appointment as guard, keeper, or correction officer in penitentiaries or departments of correction of municipalities. *Failed of passage.*

COMPENSATION, PENITENTIARY GUARDS AND CORRECTION OFFICERS, *Senate Int. 1544, Pr. 1622*: Amends the correction law, in relation to the compensation of penitentiary guards and correction officers employed by the civil divisions of the state. *Failed of passage.*

PROCEDURE RELATING TO INSANE, *Senate Int. 1574, Pr. 1656; Assembly Int. 1841, Pr. 1902*: Amends the code of criminal procedure, in relation to proceedings when a defendant appears to be insane or mentally defective and to amend the correction law, in relation to commitments to institutions for defective delinquents. *Chapter 785.*

APPROVAL — SITE OF COUNTY JAILS, *Senate Int. 2017, Pr. 2127*: Amends county law, in relation to approval by commission of correction of sites for county jails. *Chapter 393.*

FELONY WHILE ON PAROLE, *Senate Int. 2040, Pr. 2150*: Amends correction law, in relation to the commission of a felony while on parole. *Vetoed.*

CONVERSION OF GREAT MEADOW PRISON, *Senate Int. 2302, Pr. 2448; Assembly Int. 2481, Pr. 2586*: Amends the correction law to provide for the conversion of Great Meadow prison to Great Meadow correctional institution. *Chapter 275.*

COMMITMENT, CERTAIN PERSONS, *Senate Int. 2493, Pr. 2639*: Amends code of criminal procedure, in relation to commitment of persons charged with a crime who are in a state of idiocy, imbecility or insanity. *Failed of passage.*

DETENTION, PAROLE VIOLATORS, *Senate Int. 2695, Pr. 2841*: Amends correction law, in relation to temporary detention of parole violations. *Failed of passage.*

EARNINGS OF PRISONERS, *Senate Int. 2738, Pr. 3171*: Amends the correction law, in relation to earnings of prisoners. *Chapter 342.*

SUPPLEMENTAL APPROPRIATIONS, *Senate Int. 2904, Pr. 3457: Assembly Int. 3239, Pr. 3716: Chapter 276.*

ADOLESCENT COURTS, *Assembly Int. 180, Pr. 180: Senate Int. 160, Pr. 160:* Amends chapter four hundred forty of the laws of nineteen hundred forty-nine, entitled "An act to continue the existence of the adolescent courts in the counties of Kings and Queens, and to facilitate the disposal of cases involving minors under nineteen years of age in 'the counties of Kings and Queens,'" in relation to establishing an adolescent court in the county of Richmond. *Chapter 47.*

RESENTENCE OF WOMEN, *Assembly Int. 1552, Pr. 1591:* Amends the correction law, in relation to resentence of women committed to certain institutions. *Chapter 530.*

PRISON OFFICER TRAINING SCHOOLS, *Assembly Int. 1680, Pr. 1734:* Amends correction law, in relation to the establishment of prison officer training schools. *Failed of passage.*

Opposed

COMMENT ON EVIDENCE, *Senate Int. 26, Pr. 26:* Amends the civil practice act and the code of criminal procedure, in relation to authorizing the court to comment on the evidence and the credibility of a witness. *Failed of passage.*

BOARD OF CITY MAGISTRATES, *Senate Int. 119, Pr. 560:* Amends the New York City criminal courts act, in relation to re-establishing the board of city magistrates. *Failed of passage.*

EXPENSES CONVEYING PRISONERS, *Senate Int. 291, Pr. 291:* Amends correction law, in relation to state reimbursement of expenses incurred by counties and cities in conveying prisoners to state prisons. *Failed of passage.*

BRUSH-MAKING, *Senate Int. 313, Pr. 313:* Amends correction law, in relation to brush-making. *Failed of passage.*

PROCEEDINGS — YOUTHFUL OFFENDERS, *Senate Int. 532, Pr. 1174:* Amends the code of criminal procedure, in relation to extending proceedings respecting youthful offenders to offenses. *Failed of passage.*

YOUTHFUL OFFENDERS, *Senate Int. 1406, Pr. 1476:* Amends the code of criminal procedure, in relation to the age of youths who may be adjudged youthful offenders. *Failed of passage.*

TRIAL, INDICTMENT — SECOND OFFENDERS, *Senate Int. 2362, Pr. 2508:* Amends penal law, in relation to the trial, indictment and sentencing of second offenders. *Vetoed.*

USE OF JAILS, *Senate Int. 2694, Pr. 2840:* Amends correction law in relation to use of jails. *Failed of passage.*

STATE LOTTERIES, *Assembly Int. 39, Pr. 39:* Proposes an amendment to section nine of article one of the constitution, in relation to authorizing state lotteries for the benefit of hospitals and to combat juvenile delinquency. *Failed of passage.*

YOUTHFUL OFFENDER, *Assembly Int. 120, Pr. 120:* Amends code of criminal procedure, in relation to the definition of the term "youthful offender." *Failed of passage.*

JURY RECOMMENDATION, *Assembly Int. 121, Pr. 121:* Amends penal law, in relation to recommendation by jury, regarding conviction for felony murder. *Failed of passage.*

REDUCTION OF SENTENCES, *Assembly Int. 628, Pr. 628:* Amends the correction law, in relation to discretionary reduction of sentences in state prisons. *Failed of passage.*

CIVIL SERVICE — COUNTY JAIL EMPLOYEES, *Assembly Int. 1716, Pr. 1770:* Amends county law, in relation to providing civil service status for county jail employees in counties outside the city of New York. *Opposed again because of its too general, carte blanche provisions. Failed of passage.*

REHABILITATING BOARDS, *Assembly Int. 2196, Pr. 2283:* Relates to creating rehabilitating boards and providing for applications of individuals, under certain conditions, convicted of felonies or misdemeanors to apply to have record sealed. *Failed of passage.*

INMATES AND ATTORNEYS, *Assembly Int. 3193, Pr. 3592:* Amends correction law, in relation to the right of inmates of state correctional institutions to communicate with attorneys and counsellors at law. *Failed of passage.*

LEGAL REPRESENTATIVE FOR INMATES, *Assembly Int. 3194, Pr. 3724:* Amends correction law, in relation to providing for the appointment of a legal representative for inmates of state correctional institutions. *Failed of passage.*

ELIGIBILITY PAROLE — CERTAIN PRISONERS, *Assembly Int. 2122, Pr. 2196:* Amends penal law, in relation to eligibility for parole and discretionary reduction of definite sentences for certain prisoners convicted of burglary or robbery in the first degree, or attempts to commit such crimes, as second or third offenders. *Vetoed.*

ANNUAL CONGRESS OF CORRECTION OF THE AMERICAN PRISON ASSOCIATION

The Association continues its parental attitude toward the national body and through the year has concerned itself not only in preparation for the Annual Congress but daily, in every possible way, to serve the objectives for which The American Prison Association was established. This dovetail relationship enables The Prison Association of New York to extend its influence on a national basis and, to some extent, international.

The following is a summary of the Annual Congress as prepared by the General Secretary for inclusion in the "International Review of Criminal Policy" published by the United Nations. This summary will be included in the fifth issue of the Review, and will be published in English, French and Spanish.

83RD ANNUAL CONGRESS OF CORRECTION RESUME

With special emphasis on the international characteristics of correctional problems, the 83rd annual Congress of Correction sponsored by the American Prison Association, convened in 1953 in the City of Toronto, Ontario, Canada. For the third time in its eighty-three year history, the Association met outside of the United States, and the 1953 series of meetings have been acclaimed by all who attended as the most profitable held in many years. With incomparable hosts and in delightful surroundings, the feeling of friendship between nations was indeed nurtured by the discussion of common problems by representatives of the countries of Canada, England, Denmark, Japan, India, Hong Kong, the territories of Hawaii and Puerto Rico, and from forty-five states of the United States and the District of Columbia. In addition Dr. Manuel Lopez-Rey, chief of the United Nations Section of Social Defence officially represented the Secretary-General of United Nations.

Convened at the Hotel King Edward during the week of October 11th, 1953, the official Congress program included a Sunday evening Prison Sunday Service on October 11th, and ran through Thursday, October 15th. The evening general session of October 15th, and the meetings of Friday, October 16th, were under the sponsorship of the Canadian Penal Association with the cooperation of the American Prison Association. Under the presidency of Major General Ralph B. Gibson, commissioner of penitentiaries for Canada, the Association takes pride in having been a factor in the direction of increased public interest on the part of Canadians in their correctional problems. The government of the Province of Ontario, through its Department of Reform Institutions, headed by Major

John W. Foote, contributed markedly to the success of the Congress, and placed their facilities at the disposal of the Congress.

It is the intention and desire of the Congress organization to develop the discussion program to the extent that it pertains to the many and varied professional interests of Association members. It is for this reason that the program includes a number of sectional meetings each providing a maximum amount of opportunity for free and democratic discussion of mutual problems. The program likewise includes several general sessions when all delegates convene in a body. In a resumé of this nature it is difficult to include excerpts from the discussion of sectional groups and at the same time do justice to them. However, the comment that follows will attempt to serve as a cross-cut of the discussion both in general as well as sectional meetings.

In his presidential address, General Gibson reviewed the basic objects of the Association as devised in 1870, and noted that "... these principles still present a practical and purposeful challenge to all those who have the welfare and improvement of correctional processes at heart." He continued by pointing out that "... there has been a greater realization that the object of the law is not merely to punish crime but to prevent it." Touching on a subject of grave importance to correctional administrators, General Gibson stated that "... we are constantly being reminded of the problems and difficulties that arise from the disparity of sentences that are awarded for similar crimes in different jurisdictions, and indeed, often in the same jurisdiction. No single step in law improvement could be of greater assistance to the correctional worker who has to deal with the offender from the point of view of rehabilitation than the solution, or at least the amelioration of that problem." Much of General Gibson's comment related to the causes and remedies for administrative problems that led to prison disturbances during the past two years. Noting the relationship of low calibre personnel in some areas to prison disturbances, President Gibson stated, "... I am convinced that the problem of personnel lies to a considerable extent in our own hands by providing adequate leadership and training for our staffs ... The results [of adequate training] pay great dividends in better morale and more efficient service."

Emphasizing the need for an improved policy of public relations, General Gibson noted the need for a more aggressive policy of working with sources of public information to the end that greater public support be forthcoming. Concluding he remarked, "Let us consider the disturbances that have taken place and the surge of public interest in prison affairs as a challenge to develop a correctional system in every part of our two countries that will be worthy of the privileges we enjoy as citizens of free democracies."

Richard A. McGee, director of the California Department of Corrections, and chairman of the Association's special Committee on Riots, discussed the report of his committee circulated in June 1953, and said that "... the love of money may be the 'root of all evil' but the *lack* of money is at the root of a large percentage of the evils of penal and correctional services. . . . Coupled with the lack of grass roots pressures we also lack standards." As Mr. McGee pointed out, it is not that penologists do not have recognition of standards, it is, on the contrary, the problem of *convincing* the public as to the need for their adoption. He referred to the two years work which has gone into the preparation of the new revised and expanded "Manual of Suggested Standards for a State Correctional System" soon to be published by the Association. As chairman of this special committee, Mr. McGee stated that the document is considered to be the "most comprehensive statement of standards yet produced. . . ."

"Prisons are run by people. The kind of people, the number of people, and the morale of the people employed to run a prison or a correctional institution is the most important single consideration in determining the quality of the program. . . . Unwise budgetary restrictions will be felt first and most disastrously in the personnel." Stressing the need for an "organizational team made up of specialists," the speaker said that such a group should activate the clear-cut objectives of a correctional institution. Noting that "ours is a field desperately in need of aggressive, able, experienced leadership," Mr. McGee pointed out the desirability of training younger persons who would be expected to rise through correctional organizations to top positions. In conclusion of his most thoughtful and challenging statement, Mr. McGee raised the question of the threat of the cancer of "competing forces in our society that public reaction to public scandals, disorder and ineffectiveness, will cause a swing backward to the oppressive measures of the past. This threat is real and present," he noted. "If the prisons of our land are in deep trouble it is not because the skill and ability to correct that trouble in a constructive way is not available. It is basically because of the withholding of sound and adequate public support."

Another featured general sessions speaker was Erle Stanley Gardner, the famed author of mystery stories and criminologist. His plea was also directed to improved public relations and the value of increased public support.

Addressing the annual dinner of the Congress, Mrs. Eleanor Roosevelt spoke to an overflow crowd in the hotel ballroom. Discussing the need for a co-ordinated attack on the problem of juvenile delinquency she stressed the necessity of using various community agencies in this continuing battle. Starting with the home as the foundation stone of the attack on the problem, Mrs. Roosevelt

pointed out the role of the church, school and other interests. Following her presentation Mrs. Roosevelt replied to questions from the floor. She spent a full day attending the various sessions of the Congress and was the guest of honor at a reception.

The problems presented by sex offenders was discussed by several speakers, including Arthur V. Huffman, supervising sociologist of the Illinois division of the criminologist. Outlining the work of the Illinois Commission on the Sex Offender, he detailed the many provisions of the legislation authorizing the commission. Noteworthy of his many comments is his concluding sentence: "Perhaps it can be said that, congressional attempts to investigate Kinsey to the contrary, the era of hush and pretense in sex behavior is ending and that we might find the scientific approach to this problem is not too disturbing after all."

In a thought-provoking address James V. Bennett, director of the United States Bureau of Prisons, Washington, told a committee on research and planning meeting that "... a lot of armchair criminologists have advanced theories of all kinds as to the effect that tensions, violence and the flame of battle have on human behavior. Some say that these experiences teach men to be heedless of human life, rob them of all respect for moral values and create bitterness which find outlets in crime on their return to civilian life." In his paper entitled "The Ex-G. I. In Federal Prisons," Mr. Bennett went on to say that "... the increase in crime cannot, I feel very sure, be traced to the World War II ex-G. I." Basing his conclusions on a survey made by his bureau, the U. S. Prisons head stated, "The World War II ex-G. I. is *less likely* than the non-G. I. to be sent to a federal prison. If he is sent, he is *less likely* to be a repeater. Also he is *less likely* than the non-veteran to be sent for a violent crime as compared with a minor offense. And his sentence is *less likely* to be an extremely long one than if he were a non-G. I." In conclusion he remarked that "I feel sure that military service exerts no generally criminalizing influence on those who participate in it."

Discussing some trends in correctional education, Dr. Glenn M. Kendall, director of the Reception Center of the New York State Department of Correction at Elmira, noted that the specific trends could be outlined as follows: 1) the introduction of social education courses and projects, 2) morals and ethics courses based somewhat on courses given in military service and 3) group counseling.

Gus Harrison, acting director of the Michigan Department of Corrections, described a new concept in release procedures in the nature of a parole camp recently inaugurated in that state. Through the use of this camp men about to be released are segregated in a 125-man camp about one-half mile from the main prison. Spending an average of three and one-half weeks in this camp, the prospective

parolee is eased back into civilian life from the ordered routine of the prison. "One of our incontrovertible accomplishments is the change in attitude of the men released from the camp," he stated, "and the tensions diminished chances for success on parole multiply."

The Association's Committee on the Study and Treatment of Narcotic Addiction, under the chairmanship of Warden D. Knowlton Read, reported upon the state of the problem in Canada through several authorities from that country. A number of other Association committees and affiliated bodies submitted reports, all of which, including papers presented at the Congress, will be published in the official PROCEEDINGS of the Congress due off the press in the early spring.

Dr. Walter M. Wallack, warden of Wallkill Prison, Wallkill, New York, was elected president to succeed General Gibson. A doctor of education, the new president was formerly director of the division of education of the New York Department of Correction. Elected as vice-presidents were: O. B. Ellis, general manager of the Texas Prison System; Major John W. Foote, minister of reform institutions of the Province of Ontario, Toronto; Rt. Rev. Msgr. Francis J. Lane, Catholic Chaplain of Elmira Reformatory, Elmira, N. Y.; Mrs. Marguerite Reilley, superintendent of the Ohio Reformatory for Women, and Kenyon J. Scudder, superintendent of the California Institution for Men, Chino. Re-elected general secretary was E. R. Cass of New York, and John L. Schoenfeld of New York was re-elected treasurer. Roberts J. Wright of New York was re-elected assistant general secretary.

By virtue of a vote of the Association's Board of Directors at their 1953 mid-winter meeting—the 84th Congress of Correction convenes in the City of Philadelphia, Pennsylvania, during the week of October 24th, 1954.

Official notice has been made to the Association membership that a vote will be taken at the next annual Congress affirmative action on which would result in a change of name of the Association, from American Prison Association to American Correctional Association. This change would take cognizance of the broadening scope of correction as a profession and would at the same time be indicative of the Association's interest in more than correctional institutions, such as probation, parole, crime prevention, etc. The close interdependence of the many sub-divisions of correction dictate the necessity of broadening the implied scope of the Association's interests. One of the Congress Resolutions approves a change of format for subsequent Congresses, to wit, special sectional meetings will be held the first two days of the Congress catering to the specific problems and needs of the Association's affiliated organizations and committees, with the second part or the following three days giving emphasis on general meetings of wide interest under the guidance

of a special program planning committee. The Resolution approves also greater use of younger and less well known professionally qualified persons and provides the establishment of a special fund to defray expenses of carefully selected candidates from among such persons. It also provides for the rotation of officers and members of the board of directors so as to ensure adequate representation of all affiliated bodies and committees.

Another Resolution requests that the president of the Association explore "the possibility of a closer and more systematic co-operation with the appropriate section or sections of United Nations." The Resolution expresses its appreciation to the United Nations and its Secretary General for the personal representation at the Congress of its secretariat.

PRISONS AT THE CROSSROADS*

Crime and delinquency, with their associated social and political evils, still represent one of the great unsolved problems of our time. In spite of billions spent to combat it, crime continues to feed upon the vitals of the nation with increasing vigor. During the period since the close of World War II, we have seen a general increase of both juvenile and adult crime. Investigating committees and crime commissions have uncovered startling situations in which organized criminal syndicates bilk the public of millions of dollars each year while government and honest citizens seem to stand helplessly on the sidelines.

CRIME IS EXPENSIVE

We in the United States pay two billion dollars a year for the administration of the machinery of criminal justice. We lose another billion dollars each year through the economic damage done by criminals. Yet, in the face of all this, we continue to pass laws which we do not enforce; we authorize crime prevention programs which we do not support; we spread crime information of a sensational nature with morbid avidity; we set up laws and judicial systems which are often more protective of individual criminals than they are of society; we give open countenance to organized vice which corrupts our police and our public officers; we give lip service to moral precepts which we do not practice; we worry about our children while we patronize the bookmaker who corrupts our public representatives in order to stay in business; we demand the death penalty for heinous offenses while, at the same time, permitting thousands of homicides to go unsolved; and permit duly convicted murderers to be fattened in our condemned cells for from two to six years while the courts drone through appeal after appeal before the final penalty can be executed. We demand that people be sent to prison to work at hard labor and to suffer the miseries of loss of liberty, yet we refuse to pay the price for buildings to house them or beds for them to sleep in. We scream loudly at the cost of operating institutions and at the same time will not permit the prisoner to pay for his own keep with his own labor; and, conversely, we demand the scalps of parole boards who turn prisoners loose.

* An address delivered by Richard A. McGee, Director of Corrections, State of California, at the Annual Congress of Correction, Toronto, Ontario, Canada, October 12, 1953.

The above address was an outstanding contribution to the Congress. It was enthusiastically received by more than 1,000 delegates. We are including it in this Annual Report of The Prison Association of New York because of our high approval of the content, based on the clarity of expression, the soundness of the observations, and the suggestions made for an earnest approach to the understanding and treatment of a problem that has a direct bearing on public welfare and protection.

PUBLIC APATHY AND LACK OF UNDERSTANDING

During the past two and one-half years we have had a series of riots and mutinies in our prisons unequalled in history. The busy citizen, absorbed in the narrow range of his personal affairs, reads his evening paper in wonderment and asks, "What's the matter with these fools? They must be crazy! Certainly they must know they cannot accomplish anything this way." Yes! We agree the prisoners are foolish; they are wrong—and some of them are crazy. But what about the rest of us? We continue to display our great genius for inconsistency. We are quite willing to die for our country, but not to pay for it. We don't want to pay in money, and much less do we want to pay in the hard coinage of self-restraint and the willingness to face a few hard facts.

The simple truth is that we have found few satisfying remedies for crime and delinquency, and the social forces in home, church, community, and school, which should be reducing the incidence of crime and delinquency at its inception, are being slowly weakened. To discuss the broad social implications of rising crime rates is not the purpose of this discussion. The current and future place of the prison in the total situation is our more specific purpose.

EXPERIMENTATION WITH OFFENDERS

Since the first cell block for the punishment of serious offenders was built in the yard of the old Walnut Street Jail during the presidential administration of George Washington, we have been experimenting with the problem of what to do with convicted offenders. Until very recently these experiments were not of a scientific nature, but were efforts to determine the degree to which the amelioration of the prisoner's hard lot might be extended in the interests of humanitarianism. However, during this same period of striving to get the prisoner better food, better clothing, better housing, and better trained personnel to look after him, we experimented but little with methods of treating and educating the prisoner in such a way as to make it safe to release him from custody at the earliest possible moment consistent with the public welfare.

Since the advent of the great mental hygiene movement which has taken place during the past 40 years, we have talked more and more in terms of the training and treatment of the prisoner, and less and less of punishment. However, this talk, until very recently, has been chiefly within the circles of correctional workers. Legislators, and citizens in general, were willing to listen to talk of rehabilitation, but they felt that it was just another pious hope and were willing to see it super-imposed upon the concept of punishment provided it didn't cost too much. But in many of our institutions little effort has been made to reconcile these two concepts of retribu-

tive punishment on the one hand, and correction on the other; therefore, we have had the one warring with the other. Too often there has been conflict rather than teamwork between the professional treatment personnel, few in number though they were, and the traditional custodial prison worker. Such changes in philosophy as have been accepted in the top leadership have not yet been successfully interpreted to or accepted by many of the operating personnel. At the institutional level of operation there has been vacillation, uncertainty, and muddy thinking.

INCREASED COSTS PRESENT OBSTACLES

The public knows and understands little of this but, significantly, there is presently a growing resentment against the high costs of government in all its branches. These excessive costs are actually brought about chiefly by the costs of war and military preparation, and other costs have been affected by increased income and improved working conditions for public employees. Twenty-five years ago in my own state it was possible to maintain a continuous prison post every hour of the day and every day of the year for about \$4,500 per year. Today that same post will cost the taxpayer close to \$21,000 per year. The only difference is shorter working hours and higher monthly pay. These vast increases in operating costs and corresponding increases in building construction costs constitute a very real obstacle to meeting any or all of the needs of an expanding population, and prison needs are likely to be considered last rather than first.

WHY WE ARE IN TROUBLE

It is estimated that in the United States and its territories there are over two million felony crimes committed each year. As a result of these, less than 80,000 come to prison. This is only about 1 out of 25. Many are not apprehended; many others are not convicted. Of those convicted, substantial numbers are fined, given short sentences in local jails, or are placed on probation. Such is the screening process, and such is the high degree of selectivity that the prisons receive only the most difficult, most serious, and most persistent offenders. This sifting process is becoming more and more selective each year. Consequently, we are faced at this particular time in the prisons of the United States with the most difficult concentration of prisoners in history, with inadequate physical plants, with public apathy and misunderstanding, with inadequate budgets, with confused philosophy, with much untrained personnel and inexperienced leadership, with idleness and haphazard programs. Yes — there is little cause to wonder why we are in trouble! We have been in trouble for many years. The recent contagion of

prison riots has merely spotlighted this fact without throwing very much light on the causes or the remedies for our difficulties. Before we can apply remedies or even know what the remedies are, we must have as clear an understanding as possible of the causes. In May of this year, the American Prison Association issued a statement concerning causes, preventive measures, and methods of controlling prison riots and disturbances. This statement was prepared by a committee appointed by our own President, the Honorable Major-General Ralph B. Gibson. Since I had the privilege of serving as chairman of this committee, I shall draw rather heavily in the next few minutes upon the discussion of basic causes of poor prison administration, outlined in Part I of that statement.

WHO WANTS PRISONS?

The love of money has been said to be the "root of all evil," but the *lack* of money is at the root of a large percentage of the evils of penal and correctional services. The expenditure of public monies for the operation of prisons is politically unpopular. Who wants prisons anyway? The prisoners don't want them. Our alumni association does not haunt the corridors of the State Capitol during legislative sessions. The director of corrections, the warden, or the chairman of his board, stand in the wings with hat in hand while schools, hospitals, highways, public assistance, and similar competing demands upon the public treasury take the center of the stage. There is no really strong pressure from within our democratic government for the support of our type of program.

THE NEED FOR STANDARDS

Coupled with the lack of grass roots pressures we also lack standards. There is need in our field for the publication and general acceptance of minimum standards of services in all the major aspects of our program. It is not difficult to set such standards in terms of performance rather than in terms of dollars in such important phases of our program as qualifications of employees, numbers of employees of various classes in relationship to the number of inmates, food, clothing, medical care, education, custodial supervision, classification, and housing. Once these minimum standards are generally accepted, it is to be hoped that less difficulty will be encountered in securing the funds to support them. The Committee on Standards of this Association will submit this week, for the approval of the membership, the most comprehensive statement of standards yet produced, but it is still far from complete, and there has not even been general acceptance of these among prison administrators — to say nothing of the public.

CITIZEN SUPPORT

In addition to the standards set by the professional personnel in our field, there must be active citizen support. This will not arise of its own accord, or from any inner motivations. It must be stimulated and fostered by the few officials and public-spirited citizens who are close to the problem, interested in it, and informed about it. The more citizen participation there is in correctional programs, the more support they will receive. We need to foster voluntary associations, citizens' advisory committees, public visitations, and similar activities aimed at public support and understanding. This is neither an easy nor a simple task. It takes skill, organization, and dedication of purpose.

UNWISE BUDGETARY RESTRICTIONS CAN BE DISASTROUS

Prisons are run by people. The kind of people, the number of people, and the morale of the people employed to run a prison or a correctional institution is the most important single consideration in determining the quality of the program. The major part of the budget of an institution is spent on salaries and wages. Unwise budgetary restrictions will be felt first and most disastrously in the personnel. However, even though reasonably adequate budgetary provisions were made for personnel, this would not necessarily insure the most effective use of that personnel. Security of tenure, and the elimination of improper political influences in the management of personnel, are just as important as salaries. It should be accepted without argument that all prison and correctional institution employees should be a part of a sound merit system wherein they are appointed on a basis of competitive examinations and realistic standards of qualifications. Promotion through the ranks should be orderly, fair, and competitive; and personnel should be eligible for membership in a sound retirement system. Conversely, such a merit system must also make provision for the separation from service as promptly as possible those persons found to be temperamentally or morally unfit for the work.

There is wide diversity of practice in the United States on the matter of wages and hours. If salaries are lower and hours are longer than is the prevailing practice in competing types of employment in the area, the result will be low standards of recruitment, heavy turnover rates, and frequent instances of dishonest conduct. Recognizing the dangers of comparing salary rates in terms of dollars from one part of the country to another, I shall, nevertheless, run the risk of saying that, in most states of the United States, an initial salary for rank and file employees of less than \$300 per month will result in serious personnel problems for the institution involved. I say this in spite of knowing that the

median for the country is probably not more than \$225 per month, and that there are instances in which the monthly pay is as low as \$100.

PERSONNEL TRAINING PAYS DIVIDENDS

Since prison employees are almost never trained for their work before entering the service, it is obvious that they must learn their duties and skills while on the job. There is no field of public service in which there is more desperate need for a well-organized, well-developed program of in-service training. Such programs cost money because they take time and intelligence. On the other hand, for the amount of money spent, no other phase of prison administration pays such handsome dividends. The training and development of personnel is as important and urgent a responsibility of a prison warden as it is of a military commander or a football coach.

OBJECTIVES REACHED THROUGH TEAMWORK

And it is not enough that *rank* and *file* personnel are paid decent wages and are trained for their duties. A prison or correctional institution is a complex organization which should have clear-cut objectives, and a program designed to carry them out. This, then, means an organizational team made up of people ranging from the head of the institution through appropriate administrative assistants and various kinds and degrees of staff specialists, such as teachers, chaplains, psychologists, social workers, psychiatrists, doctors, parole officers, recreation leaders, and the like. Failure to develop a well-coordinated personnel team in some institutions has resulted in schisms and disagreements between the professionally-educated personnel and the custodial officers. This situation creates a bad morale problem, and is quickly transmitted to the inmates, resulting in frictions and tensions militating against the effectiveness of the program, and filled with potential dangers.

In speaking of personnel we sometimes are inclined to ignore the fact that the director of the department and his staff, the warden and his immediate subordinates, are each a part of the personnel. The program must be crystallized into action by members of this group. They must interpret the program to employees, to inmates, and to the public. They must administer the operation and make it effective. If there is to be leadership, it must come from these individuals. In spite of the obvious dependence upon this group, I am everlastingly amazed by the notion apparently held in some quarters that these positions can be held by almost anyone if he is a strong personality and has the right political affiliations. The lack of administrative ability and capacity for organization in many of our institutions is appalling. I can tell you of one major institution,

with several hundred employees, in which, a number of years ago, there was such complete lack of organization that 42 employees stated that they reported directly to the warden. This meant that, for all practical purposes, at least $\frac{3}{4}$ of them reported to nobody. It is possible to point out dozens of institutions in which there are no rules and regulations in written form constituting a body of administrative law governing both employees and inmates.

LIP SERVICE

I shall always remember my first visit to a prison in the State of Washington in December, 1941. I asked the warden for a list of his personnel. We went over them one by one, and he told me what each of them did. We came to one name with the title "Librarian." Upon inquiry, it developed that the "Librarian" was really the mail censor. He said he thought this would look good in his annual report. When we came to the Chief Medical Officer, I asked what hours he worked. It developed that he came in daily at 7 in the morning and left one hour later. During the rest of the time the hospital was manned entirely by inmates, and the convict boss had the key on the inside. In another institution, right outside the warden's office was a door with the words "Classification Department" printed in gold letters 3 inches high. I opened the door and looked in—and what did I see? A cubby-hole six feet square, a desk and a chair, and in the chair was a chaplain with his feet on the desk and sound asleep. Figuratively, the whole outfit was asleep with its feet on the desk, enjoying the brief but pleasant dream that it was fooling somebody. These are extreme examples—but we have far too much in our work of lip service, of gestures, of false signs, of defensive behavior.

DESPERATE NEED FOR LEADERS

Ours is a field desperately in need of aggressive, able, experienced leadership. The only way that a service can obtain such leadership is to develop it from within. We must train young and able personalities who will advance through the service with the best of them rising to the top as the years go by. It takes funds and long-term planning to provide the positions and the salary levels to implement a program of personnel development. But, conversely, able personnel will develop a program which will justify support.

POLITICS AND PRISON MANAGEMENT

Improper political activity in connection with prison management is far more dangerous and injurious to the public welfare than in most other phases of government. Some competent and able persons have come into the prison service as frank patronage appointments,

but it is far more common that an able public servant is displaced by a wholly unqualified political appointee, or that one incompetent is replaced by another. There is no more reason to believe that a patronage appointee without special training and experience in prison administration will be able to manage a great state prison or a department of corrections satisfactorily than there is to believe that the same man could successfully command a fleet of battle-ships, or be a successful superintendent of a public school system. Nevertheless, we still continue to see the spectacle, in many states, of a complete turnover in key personnel in our prisons following a change in the political administration of the state.

There are other less spectacular but more insidious kinds of political activity which sap the vitality and undermine the morale of a prison organization. These involve pressure to do improper favors for prisoners, efforts to get early releases, favoritism in the assignments of personnel, misuse of prison property, and so on and on.

Any jurisdiction which seriously wishes to reorganize its prison system and place it on a sound foundation must begin by developing an organizational structure as free from improper political influences from top to bottom as it is possible to make it within the framework of a democratic form of government.

PRODUCTIVE INMATE LABOR CAN REDUCE COSTS

The enforced idleness of a substantial percentage of able-bodied adult men and women in our prisons is another of the great anomalies of modern prison administration. It militates against every constructive objective of a prison program. It is one of the direct causes of the tensions which burst forth in riot and disorder. About forty percent of the prisoners in an unselected prison population will be completely idle insofar as constructive work is concerned unless there are provisions for their employment in the production of agricultural or industrial goods. In years past, there have been abuses of prison labor such as its use in chain gangs, and in sweatshop industrial activities. In eliminating these evils, we have come close to eliminating all kinds of prison labor—good as well as bad. The opposition of pressure groups, attempting by every means possible to eliminate even the slightest competition, has resulted in restrictive legislation, both state and federal, which has reacted against the public interest by forcing us to maintain prisoners in idleness while they deteriorate physically, mentally, and morally. Prisoners who spend their days in enforced idleness also constitute a heavy and unnecessary financial burden on the taxpayer. Productive labor wisely employed can substantially reduce prison costs.

IDLE HANDS—DETERIORATING MINDS

Even more important than the immediate cause of idleness in prison are the incalculable costs of future crimes committed by men who leave prison, after years of deterioration in enforced idleness, with neither the ability nor the will to earn an honest living. The deterioration of idle prisoners, moreover, is not always a slow and quiet process. Students of mental health have always recognized the importance of interesting and satisfying work as a basic factor in maintaining emotional stability. When agitators strike the spark that starts a riot, prisoners surfeited by monotony flare into revolt as dry and crumbling tinder bursts into flame. The most striking characteristic of the great majority of our prisons during the past generation has been an atmosphere of dry rot and a certain purposeless passage of time.

RESTRICTIVE LAWS HAMSTRING PRISON INDUSTRIES—AND THE PUBLIC PAYS

The American Prison Association, for many years, has favored limitation of the sale of prison-made products to tax-supported agencies. It has favored the diversification of industrial programs to provide wider opportunities for vocational training and a lessening of competition with the products of free enterprise. On the other hand, it has deplored, and it still deplores, the passage and continued presence on the statute books, particularly of the federal government, of restrictive laws which hamstring prison labor to such an extent, and in such a manner, as to flout the public interest from almost every conceivable standpoint. Taxpayer groups deplore the cost of prisons and then prevent them from doing the only thing that might reduce costs—namely, permit the prisoner to pay for his own keep by his own labor. Organized industry and labor must begin to assume some active responsibility for assisting government with this difficult and persistent problem.

LARGE INSTITUTIONS ARE DANGEROUS—DEFEAT THEIR PURPOSE

Institutions for adult prisoners, in most of the more populous states, have been allowed to become much too large. Any such institution, operating as a single unit, becomes increasingly inefficient and unsafe as its population exceeds 1,200. The ideal size for a prison for adults has been held to be one of 800 to 1,000 capacity—some say as small as 500.

A large prison, built for 2,000 to 5,000 prisoners, is a dangerous and stupid mistake at the outset. But, to make this even worse, both large and small institutions frequently have from 10% to 100% more prisoners in them than they were built and equipped to handle. This is accomplished by putting two beds in cells built for

one; crowding one hundred beds into a dormitory built for sixty; serving meals in the dining rooms in shifts; and, in fact, overloading all the facilities of the institution, overworking the personnel, and failing, generally, to meet the most elementary requirements for segregation of types and the maintenance of decent standards of moral behavior. Such a prison is not only unsafe, it provides within itself the chief obstacle to its own corrective functions.

PRISONS ARE ON THE SHORT END OF PROGRESSIVE GROWTH

These overcrowded conditions are to be found today chiefly in the states where there has been a very rapid growth in population during the past fifty years. On the other hand, these same states are often the wealthiest in terms of per capita wealth and the availability of public revenues. A reluctance to spend money for prison construction is directly related to the competing demands brought about by other types of growth—roads, schools, hospitals, and to the great expansion in the past 20 years of public relief.

The most striking and consistent characteristic of history's long account of vile and unsavory prison conditions is to be found in the excessive crowding of large numbers of prisoners into old, inadequate buildings under sub-standard conditions. The irritations and frustrations of such conditions encourage the prisoners to riot and weaken the ability of the management to control them.

NEW PRISON ARCHITECTURE NEEDED

We are in need of a new prison architecture. As the population expands and the prisons grow in numbers, the hope that we will be able to build new institutions with capacities of less than 1,200, and then maintain the population at these low figures, may about as well be abandoned. We need to experiment with a new type of institution which has the advantages of the large institution, in terms of per capita costs, and of the small institution in terms of segregation, safety, and effectiveness of program. How, you may say, can this be done? I believe that it can be accomplished by building several small institutions on the same site. By so doing, such services as power, water, sewage disposal, storage, bakery, kitchen, hospital, laundry, and disciplinary buildings, could be centralized. On the other hand, there could be de-centralized housing, dining, recreation, training, treatment, and work. By following this basic scheme, 2,000 inmates could be safely handled on one property in almost completely separate units of 3 or 4 hundred each. This concept is worthy of exploration. Ours is an increasingly difficult work. The "tools of our trade" need redesigning and replacing in terms of new challenges and new experience.

DISPARITY IN SENTENCING PRACTICES

The prisoner's own reaction to imprisonment is many sided. It is human to excuse and to rationalize one's own behavior. Almost universally, prisoners, even though they have pled guilty to the offenses for which they have been convicted, nevertheless convince themselves that they are being unjustly treated. It is easy for them to find reasons to believe what they wish to believe. Particularly is this so if, in the very machinery for the administration of criminal justice, there are all too obvious inequities and injustices. Perhaps the worst of these is to be found in the disparity between the sentencing practices of various courts. Prisoners in a state or federal prison come from a wide variety of judicial jurisdictions. All judges do not think alike about how the law should be applied, and the same judge frequently does not remain constant in his decisions over a period of months or years.

The states in which there is an indeterminate sentence law, and a central board for the fixing of definite terms and the granting of paroles, have the least difficulties from this source. However, no method so far devised has proved entirely satisfactory, and the need for further re-examination of the methods and the reasons for sending people to and releasing them from prison is strongly indicated.

INFLEXIBLE AND RESTRICTIVE STATUTES OFTEN UNWISE

In addition to the disparity in the sentencing practices of numerous individual judges, there is also the tendency in all jurisdictions for the legislative branch of government to attempt to limit the courts unwisely in dealing with certain kinds of offenses. This usually manifests itself in the passage of punitive laws with long statutory minimum terms. These statutory minimum terms are usually applied in offenses which cause sensational publicity. Sex crimes, offenses involving the sale of narcotics to minors, and armed robbery, are examples of this type of offense. The right of the legislative branch of government to prescribe the limits of the penalties for criminal acts is not questioned, but when such laws are unnecessarily inflexible and restrictive upon the judgment of the courts, they tend to defeat rather than to serve the ends of justice.

Even parole boards are sometimes the cause of prison unrest. This grows out of occasional prejudice on the part of individual members, or out of delays in making decisions, out of the manner of handling prisoners when interviewed, and out of a tendency to react to public hysteria by acting in an inconsistent and overly-conservative manner in the face of waves of critical publicity. Even parole boards that deal with prospective parolees wisely and patiently often encounter bitterness in many prisoners.

INTERPRETING PAROLE POLICIES AND PROCEDURES

A wise and experienced parole board will not ignore public attitudes or the psychology of prisoners. On the other hand, it must never abandon or modify basic policies and procedures which are fundamentally sound under pressure created by erroneous ideas in the minds of either public or prisoners. Recognizing that these ideas are frequently based on lack of knowledge rather than unchangeable prejudices, the parole board and the executive officers of the parole supervisory staff have need to conduct a systematic program of parole interpretation directed toward prisoners and prison officials, as well as the police, the courts, and the public in general. Such programs of education and interpretation should be carried on by the parole authorities continuously and must make use of all available media of information. The chief characteristic of all presentations of the subject of parole to public or prisoners should be absolute honesty. This, in turn, presupposes parole policies and procedures that are sound and consistent and about which one can speak with complete honesty.

NOTWITHSTANDING—WE HAVE COME A LONG WAY

During the past 200 years of history in the English speaking democracies great changes have taken place in the treatment of convicted offenders. Brutal corporal punishment has all but disappeared. Capital punishment has been reduced to an almost insignificant percentage of offenses. The sordid conditions in our prisons revealed by John Howard and Charles Dickens a century ago have been vastly improved. Probation has been invented and widely developed. Post-institutional supervision through parole is becoming firmly established. A new approach to the treatment of juveniles has been given powerful support since the inception of the widespread use of the juvenile court. Youth Authorities have been authorized in 8 states during the past dozen years. Institutional programs have become more and more diversified. The tendency to approach the treatment of the offender objectively and dispassionately continues to grow. The physical mistreatment of prisoners is the rare exception rather than the rule. Great freedom of movement and opportunities for self improvement are offered to cooperative inmates in many jurisdictions.

The concept that prisons are correctional institutions and that the rebuilding of lives and the ultimate social rehabilitation of their inmates is their primary objective, is becoming more and more widely accepted. The further concept that no convicted offender should be sent to prison or reformatory if he can be dealt with constructively by some other means is also growing rapidly.

WE STAND AT THE CROSSROADS

These changes in the orientation of correctional institutions have significant and far-reaching implications for the future of the traditional prison. A complete re-examination of the prison and its place in our social and political affairs is in order. We stand at the crossroads. Can the competent leadership in our work continue the long, difficult, and often unpopular, ascent from an unsavory past to an enlightened and productive future, or have we become so sapped of vitality, so beaten by competing forces in our society that public reaction to public scandals, disorder, and ineffectiveness, will cause a swing backward to the oppressive measures of the past?

THE CHALLENGE

This threat is real and present. The disorders in our prisons, so prevalent during the past two years, must be stopped—initially by gas and gunfire if need be, but ultimately by a complete re-examination of the place, the function, and the purpose of prisons. This challenge is not directed at prison and correctional workers alone, but at the courts, the police, business, labor, educators, physicians, clergymen, parents, lawmakers, the press, and just plain citizens. None of us stands alone. If the prisons of our land are in deep trouble it is not because the skill and ability to correct that trouble in a constructive way is not available. It is basically because of public misunderstanding and of the withholding of sound and adequate public support.

FINANCIAL STATEMENT

THE PRISON ASSOCIATION OF NEW YORK

GENERAL FUND

STATEMENT OF INCOME AND EXPENSES

YEAR ENDED DECEMBER 31, 1953

INCOME

Donations—special purposes			
The Greater New York Fund	\$2,219	00	
Other Funds	6,602	20	
		\$8,821	20
Donations—unrestricted		33,545	87
Endowment Income			\$42,367 07
Dividends on stock			27,249 67
Total Income			\$69,616 74

EXPENSES

General administration	\$25,092	16	
Relief—prisoners and families (cash, food, clothing, etc.)	12,607	59	
Relief—administration	4,107	70	
Employment—administration	4,110	30	
Appeal—administration	4,633	84	
Traveling expenses	174	43	
Printing and stationery	867	97	
Postage	413	58	
Telephone and telegraph	307	49	
Auditing, legal and legislative services	470	00	
Periodicals, custodians fees and miscellaneous	804	60	
House maintenance	3,147	31	
U. S. Old Age benefits tax	409	58	
Total Expenses		57,147	05
Balance		112,469	69
Less:			
Grant reserved for special project	10,000	00	
NET INCOME AVAILABLE FOR CURRENT USE		2,469	69

AUDITORS' OPINION

We have audited the books, accounts, minutes and other records of The Prison Association of New York for the year ended December 31, 1953. In our opinion the statement of income and expenses shown above presents fairly the results of the operation for that year.

(Signed) WEBSTER, HORNE & ELSDON
 Certified Public Accountants

New York, N. Y.
 April 9, 1954

CONSTITUTION AND BY-LAWS

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

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

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

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

ARTICLE FIRST

The objects of the association shall be:

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

ARTICLE SECOND

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

ARTICLE THIRD

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

ARTICLE FOURTH

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

ARTICLE FIFTH

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

ARTICLE SIXTH

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

ARTICLE SEVENTH

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

ARTICLE EIGHTH

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

ARTICLE NINTH

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

ARTICLE TENTH

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

ARTICLE ELEVENTH

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

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

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

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

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

§ 5. The said executive committee shall have power, during the minority of any of the persons so committed to the said workhouse, to bind out the said persons so being minors, as aforesaid, as ap-

prentices or servants, with their consent during their minority, to such persons and at such places, to learn such proper trades and employments as in their judgment will be most conducive to their reformation and amendment and future benefit and advantage of such persons.

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

BY-LAWS *

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

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

† At the February, 1938, meeting of the Executive Committee, section 1 of the By-Laws was amended to provide that the monthly meeting of the committee be held on the second Monday of each month, and that the annual meeting of the Association be held on the second Monday in January of each year. However, at the November meeting the By-Laws were again amended to provide that the monthly meeting be held on the third Thursday of each month, as heretofore, and that the annual meeting of the Association be held on the third Thursday in January of each year.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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