

STATE OF NEW YORK 1526

THE NINETY-SEVENTH ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1941



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1942

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 ninety ~~seven~~^{eight} 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."

The State law further provides for the printing of 500 additional copies of this annual report at the expense of the State. Additional copies are purchased from the State printers, at the expense of the Association, for distribution to its contributors and many others, not only in New York State but in other states and in foreign countries.

IN MEMORIAM

George Blumenthal

The passing of Mr. George Blumenthal on June 26th, 1941, in his 83rd year, deprived The Prison Association of New York of the keen interest of a faithful member, for twenty-one years, of its Executive Committee.

It was characteristic of Mr. Blumenthal to be thorough in all his interests and undertakings. His alertness and sound guidance will be missed in the deliberations of our Committee.

Mr. Blumenthal was well known in the fields of finance, medicine, art and social welfare, and gave not only the benefit of his fruitful mind but liberally of his material wealth.

Therefore, Be it Resolved, that the Executive Committee of The Prison Association of New York records its sorrow at the loss of a true friend and staunch supporter, and

Be it Further Resolved, that the sympathy of the Executive Committee be extended to Mrs. Blumenthal.

Richard M. Hurd

For twenty-nine years Richard M. Hurd, who died on June 6th, 1941, gave uninterrupted service and devotion as a member of the Executive Committee of The Prison Association of New York.

Because of his vigor and courage Mr. Hurd won recognition in his many undertakings in the fields of business and public welfare. He manifested in many ways an understanding and deep interest in those who had fallen by the wayside. Regardless of his long years of identity with our Executive Committee he always evidenced a freshness of purpose and interest in the direction of progress. His passing is a real loss to our Association and the fine objectives for which he so willingly labored.

Therefore, Be it Resolved, that the Executive Committee of The Prison Association of New York records its sorrow at the loss of a true friend and staunch supporter, and

Be it Further Resolved, that the sympathy of the Executive Committee be extended to Mrs. Hurd.

THE PRISON ASSOCIATION OF NEW YORK

In the latter part of the year 1844 there appeared in the papers of this city a notice addressed to the public, and signed by the President of the Board of Inspectors* of Sing Sing Prison, inviting "the attention of the benevolent to the destitute condition of discharged prisoners." Soon after the publication of this notice a meeting was held, and that meeting marked the birth of the Prison Association of New York, the first organization of its kind in the State. At the meeting it was decided that the scope of the Association's activities should not be limited solely to the care of the discharged prisoner, but that the Association should concern itself intimately and generally with the treatment of the prisoner, regardless of his place of detention. In other words, at the beginning, the sponsors of the Association recognized the importance and gravity of the crime problem and were not content to confine themselves to one phase of it. By an act of the Legislature the Association was incorporated in 1846 and given authority to visit and inspect the prisons and required to report annually to the Legislature. (See Preface, page 3)

So the Association has gone on, year after year, unceasingly, and with earnest alertness, combating those things which impede progress in the solution of the crime problem, and initiating and giving utmost support to endeavors that indicated a forward movement. It has been faithful in endeavoring to reform those who have become criminals; in aiding the discharged prisoner and helping him to lead an honest life; guiding and helping destitute mothers, wives and children of men in prison; making prison conditions humane and effective, and securing legislation to improve court procedure and the administration of institutions.

* The managing body of the prison.

CONTENTS

	PAGE
Preface	3
In Memoriam, George Blumenthal	5
Richard M. Hurd.....	5
Origin and Purposes of the Association.....	7
Officers for 1941.....	11
Standing Committees for 1941.....	12
Letter of Transmittal.....	13
Recommendations to the Legislature.....	15
Prisons, Prisoners and Patriotism.....	24
Defense Bonds and Stamps.....	24
Blood Banks for Victory.....	26
Production for Victory.....	26
The Voice of the Prisoner.....	29
Selective Service and Enlistment.....	31
Resume of 1941.....	36
Ex-Prisoners in Military Service.....	36
No Job Means No Parole.....	36
Alcoholic Beverage Control Law.....	38
Extending Control, City Department of Correction.....	39
Federal Indeterminate Sentence.....	40
Adolescent Offender.....	40
Prisons and Defense.....	41
Air Raid Precautions.....	43
Commissaries, New York City Department of Correction.....	44
Raymond Street Jail.....	44
Articles Made in Institutions.....	44
Sing Sing Breaks.....	46
Flogging in Prison.....	46
Richmond County Jail.....	46
Legislation.....	47, 79
Parole Conference.....	47
Chaplains' Association.....	47
National Jail Association.....	47
American Prison Association Congress.....	48, 108
Prison Industries Advisory Board.....	48
Kangaroo Courts.....	49
Cell Construction.....	49
U. S. Penitentiary, Alcatraz Island.....	50
Correctional Directory.....	50
"De-bunking the Parole Experts".....	51
State Legislation.....	51
Probation Committee.....	51
Central Guard School.....	53
Consultation Service.....	53
Foreign Contacts.....	53

	PAGE
Interviews at City Prison, Manhattan.....	53
Employment and Relief Bureau.....	56
Family Service Bureau.....	59
Medical Guidance Service.....	61
Psychiatric Service.....	73
Psychological Service.....	75
Agency Cooperation.....	76
Statistics of Family Service Bureau for 1941.....	77
Legislation.....	79
Department of Correction, City of New York.....	84
Penitentiary of the City of New York.....	87
City Prison, Manhattan.....	91
City Prison, Brooklyn.....	94
Seventh District Prison.....	95
New York City Reformatory.....	95
House of Detention for Women.....	96
New York State Department of Correction.....	98
Sing Sing Prison.....	98
Attica Prison.....	101
Auburn Prison.....	102
Wallkill State Prison.....	103
Great Meadow Prison.....	105
Clinton Prison.....	105
Elmira Reformatory.....	106
Seventy-First Annual Congress of the American Prison Association.....	108
The Political Jail, A Case Study (Appendix).....	120

THE PRISON ASSOCIATION OF NEW YORK

OFFICERS FOR 1941

<i>President</i>	<i>Recording Secretary</i>	<i>Treasurer</i>
EDWIN O. HOLTER	ARCHIBALD S. ALEXANDER	C. C. AUCHINCLOSS

Corresponding and General Secretary

E. R. CASS

Assistant Secretary

ROBERTS J. WRIGHT

Vice-Presidents

C. C. AUCHINCLOSS	GEORGE W. KIRCHWEY
HAROLD K. HOCHSCHILD	HERBERT L. PRATT

Executive Committee

EDWIN O. HOLTER, *Chairman*

Class of 1941

ALEXANDER M. HADDEN
C. MCKIM NORTON
MRS. H. HOBART PORTER
DEAN SAGE
G. HOWLAND SHAW
HENRY C. TAYLOR

Class of 1943

CHARLES SUYDAM CUTTING
DAVID DOWS
HENRY G. GRAY

Class of 1942

RICHARD F. BARCOCK
RICHARD M. HURD*
LEWIS E. LAWES
RICHARD C. PATTERSON, JR.
FRANCIS E. POWELL, JR.

Class of 1944

IRA BARROWS
GEORGE BLUMENTHAL*
JOSEPH E. DAVIS
MRS. ALLEN W. DULLES
JOSEPH R. SWAN

Consultants

PERCY R. CRANE, M.D., *Medical Guidance Service*
J. G. WILSON, M.D., *Psychiatrist*

* Died June, 1941

STANDING COMMITTEES FOR 1941

COMMITTEE ON LAW

GRAY, KIRCHWEY, SAGE, PATTERSON, ALEXANDER

COMMITTEE ON FINANCE

AUCHINCLOSS, SAGE, BLUMENTHAL, PRATT, SWAN

COMMITTEE ON DETENTIONS

BARROWS, BLUMENTHAL, HADDEN, SWAN, MRS. DULLES

COMMITTEE ON NOMINATIONS

AUCHINCLOSS, BLUMENTHAL, SAGE

COMMITTEE ON PROBATION AND PAROLE

ALEXANDER, CUTTING, HURD, TAYLOR, MRS. PORTER

COMMITTEE ON PRISON ADMINISTRATION

HOCHSCHILD, BABCOCK, DAVIS, DOWS, NORTON, SHAW

[12]

NINETY-SEVENTH ANNUAL REPORT OF THE PRISON
ASSOCIATION OF NEW YORK

February 2, 1942

HON. CHARLES POLETTI,

Lieutenant-Governor of New York:

Sir.—In accordance with chapter 163 of the Laws of 1846, we have the honor to present the Ninety-seventh Annual Report of the Prison Association of New York, and to request that you will lay the same before the Legislature.

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK

By EDWIN O. HOLTER, *President*
E. R. CASS, *General Secretary*

[13]

"My name is Jean Valjean. I am a convict from the galleys. I have passed nineteen years in the galleys. I was liberated four days ago—I went to an inn and they turned me out—I went to another inn. They said to me, 'Be off,' at both places. No one would take me. I went to the prison. A voice replied, 'The prison is not an inn. Get yourself arrested and you will be admitted.' I went to a dog's kennel; the dog bit me and chased me off. One would have said he knew who I was. I went into the fields to sleep beneath the stars. There were no stars—I am weary. I am very hungry. Are you willing I should remain?"
 "Madame," said the Bishop, "you will set another place."

[14]

RECOMMENDATIONS

February 2, 1942

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, as a *part* of the 97th Annual Report of The Prison Association of New York, to the Legislature, and urge that they receive your serious consideration.

Respectfully submitted,

THE PRISON ASSOCIATION OF NEW YORK

E. O. HOLTER, *President*

E. R. CASS, *General Secretary*

PREFACE

The Prison Association of New York presents the following Recommendations to the 1942 Legislature with the understanding that they are held to a minimum in view of war conditions. The Association is not urging legislative action in 1942 on any point that it does not deem of vital and immediate importance to the people of the State.

It should be pointed out, however, that the Association continues to recognize the urgent necessity for continued improvement in the correctional field but feels that certain of its customary recommendations can await a peacetime Legislature. These would include recommendations concerned with the extension of authority of the Division of Parole; the setting up of experimental units for the treatment of tramps, vagrants and chronic alcoholics; the providing of funds for the use of prison labor on highways; the mandatory appointment of matrons in county jails and penitentiaries; the transfer of administrative control of county penitentiaries to the State Department of Correction, and numerous others.

We cannot emphasize too strongly that while we are being practical and restrictive in view of the "all-out" war efforts, we are not in the least overlooking the real importance and need for those recommendations that are being omitted this year. We do not intend to overburden the Legislature with time and effort that might well be directed for the present to the war effort, but we do record our intention of continuing our usual close and expert observation and attention to those aspects of the field of crime treatment in need of revision or improvement.

With this understanding we present herewith thirteen recommendations which we feel are both vital to our present day needs and necessary for future planning.

[15]

I. USE OF MAN-POWER AND FACILITIES IN CORRECTIONAL INSTITUTIONS FOR WAR NEEDS

It is strongly recommended that the Legislature give its full and unqualified support to the State Department of Correction in exploring and utilizing the man-power and equipment in the reformatories and prisons, to the end that the labor of prisoners shall not be lost as a potent possibility toward the fulfillment of war needs.

Comment:

In its 1940 report to the Legislature the Prison Association of New York urged that the Legislature record itself with the proper state and national authorities as approving the use of the man-power and facilities as an aid to national defense.

The year 1942 sees America at war. While this is the day of national defense it is also the day of emphasis on an American and allied victory. To this end the people of this country deem it unpatriotic to fail to give due attention to the need for *more supplies, more men* and a greater "*all-out!*" and *united emphasis.*

The action urged by the Association as relates to New York State is already the practice in other areas. The Federal Government, through the Federal Prison Industries, Incorporated, is making a commendable contribution in this direction.

It should be emphasized that the Association does not intend that the way be opened for a return to the exploitation of prison labor for private profit. Likewise there should be continued protection of the interests of free labor and business.

The Association holds to the opinion that the Legislature should consider emergency amendments to restrictive laws that now handicap the prompt fulfillment of this proposal. Legislative restrictions can be overcome by amendments both as relate to State and National laws, and whatever constitutional limitations exist should not be pressed so that everything possible can be done to make for the successful conclusion of the war. This, undoubtedly, would win public favor, especially since there is no suggestion to make the labor of prisoners available for private gain but instead for Government needs only. This is the intent and purpose of the Prison Labor Section of the Constitution itself.

It is imperative that in this great emergency every facility and every available unit of man-power be put to work. Time is of the essence—war and dictators wait for no one. Immediate action is necessary.

II. CONSOLIDATION OF PROBATION SERVICES IN NEW YORK CITY

It is recommended that legislation be adopted reorganizing and equalizing on a high plane the probation services of New York City.

Comment:

Toward the fulfillment of a long recognized need for a city-wide probation service in harmony with approved standards relating to organization and procedure and to extend an approved high quality of service, the Legislature is urged to establish the necessary ground work permitting the reorganization of the eight different and distinct probation departments now functioning in New York City.*

Probation has been an accepted principle of correctional procedure and crime prevention in New York State for over forty years, but we have not yet progressed to the point where uniform standards of equipment and procedure are the rule rather than the exception. The Prison Association of New York, because it is a firm believer and a staunch friend of probation, has zealously labored for its state-wide improvement since the day when the Association sponsored a bill introducing probation in New York State in 1901. The passage of this bill, as the record shows, made possible the establishment of probation in New York State. Now, of all times, the need for reorganization and equalization is apparent, and we recommend that a unified probation system for Greater New York be assured through the passage of the necessary enabling legislation. The effectiveness of probation in rehabilitating selected groups of offenders has been proven and the Association urges the State to further its development in this manner.

III. CONSOLIDATION OF COURT OF GENERAL SESSIONS AND COUNTY COURTS INTO THE SUPREME COURT

It is recommended that the Legislature adopt the plan of the Judicial Council merging the Court of General Sessions of Manhattan and the County Courts of Kings, Bronx, Queens and Richmond into the Supreme Court of the State of New York.

Comment:

In the interests of uniformity and economy of operation we urge favorable legislative consideration of the report of the Judicial Council recommending that the existing criminal courts of Greater New York, mentioned above, be abolished by title but with a transfer of function to the Supreme Court. The adoption of this plan

* The Courts of General Sessions, Special Sessions, Magistrates and Domestic Relations; Queens, Bronx, Kings and Richmond counties now operate separate Probation Departments.

would permit the assignment of judges to other parts of the Supreme Court thereby making for greater rapidity in the movement of cases on the calendar, would serve to effect a general economy of operation, and would eliminate confusion and overlapping of function.

IV. TREATMENT OF YOUNG OFFENDERS

It is strongly urged that the Legislature this year take definite action regarding the various proposals that have been made in recent years to improve the methods of treatment of young offenders.

Comment:

In our 1940 Recommendations we urged that the plan of the American Law Institute, revised to meet the needs of New York State, be adopted.* We have not lost appreciation of the meritorious approach of that proposal, and we would be glad to see the plan receive legislative approval. However, if any other proposals, submitted by a committee of the Legislature or any individual member can give promise of more immediate improvement in the study, treatment and general handling of the young offender, we would be happy to give our support.

V. ADDED RESTORATION OF PSYCHIATRIC, EDUCATIONAL AND OTHER PROFESSIONAL SERVICES

It is recommended that the psychiatric, psychological, educational and allied professional services for the institutions of the State Department of Correction, eliminated in 1939 and partially restored in 1941, be increased to their former numerical strength.

Comment:

The Association holds to the firm belief that penal and correctional institutions in order to be of lasting value to society must do more than merely detain offenders for varying periods of time. If the hundreds of thousands of dollars poured annually into the administration of prisons is to be considered an investment then dividends in the form of rehabilitated prisoners should eventually be the result. This, however, remains as theory unless professional services are made available. There can be no intelligent program of treatment without the benefits of psychiatric, psychological, educational and other allied services, and we continue to feel that the deletion of these services from the budget in 1939 had a telling

* See Appendix B, Page 107, 96th Annual Report of Prison Association of New York; also bill introduced by Senator Desmond, Senate Introductory 1941; Print 2475, 1941 session.

effect. Although some of these positions were restored in 1941 the previous level has yet to be attained.

There is still the need for making these services more articulate in the prisons, especially towards the determination of personality and the deficiencies of the individual as well as his capabilities and the determining of any behavior problems.

The psychiatric and psychological services can perform a valuable function in the prescribing of suitable treatment and effecting its correlation with the whole institutional program. Administratively, those professional services are an aid in the control of discipline. Progressive prison wardens throughout the country are recognizing the relationship of professional services to the discipline problem and the officials of this State should not be without these benefits.

It has been demonstrated that psychiatric service under the right kind of direction can be of invaluable aid in institutional administration. It is not intended that the Psychiatric Division of the various institutions shall overshadow the administration of the institution, but it should be an articulate part of a well integrated program of correctional study and treatment. It is recognized from demonstrations made in State hospitals and prisons in numerous areas that psychiatry can make a contribution toward the better understanding and handling of the inmate population and the formulation and working out of a program of rehabilitation.

In the final analysis, one of the most important tasks of this service is the evaluating of the individual offender as a guide to the deliberations of the Board of Parole. It is important to know what kind of a person a prisoner was some years ago, *but it is far more important* to understand as scientifically as possible, what he is at the time of eligibility for parole. The professional services are in an advantageous position to ascertain these facts.

The Prison Association of New York nearly thirty years ago urged and supported the establishment of the first psychiatric clinic in a correctional institution in this State. Established in 1916, the psychiatric clinic in Sing Sing through the years has shown the value and worth of the original experiment, and up to the time of its discontinuance three years ago, occasioned by a mandatory decrease in departmental appropriations, it contributed to the total administration of the institution.

VI. CLASSIFICATION OF PRISONERS

It is recommended that a comprehensive classification program be devised and supported to enable the Department of Correction to make for a more efficient use of the various correctional institutions of the State. Furthermore, it is urged that funds be made

available for the appointment of a Director of Classification, responsible to the Commissioner of Correction, in order to give guidance and stimulation to a centralized program.

Comment:

The people of the State of New York are fortunate in having a wide variety of penal and correctional institutions intended to house specific types of offenders. There is, however, some question as to whether or not the full intent and purpose of this plan is being fulfilled. The situation is further complicated by the high census throughout the institutions of the Department. It is obvious that a system of institutions does not serve its purpose at all unless particular care and attention are placed on the types of offenders committed. This cannot be done unless there is a well rounded, centralized classification policy under the direction of trained and competent personnel. The full advantage of such institutions as the New York State Vocational Institution, Walkkill Prison, and Elmira Reformatory cannot be realized except through the establishment of a departmental classification system. Likewise Clinton Prison, generally regarded as housing the more difficult type of offenders, cannot be put to its best use without the advantage of a classification unit.

With the anticipated opening in 1942 of the new maximum security prison at Green Haven and in view of the value of a Classification Division to the proper handling of prisoners in the defense program, we are compelled to state that now, more than ever before, there is real necessity for expansion of the Department of Correction in this direction.

VII. COMMITMENT PROCEDURE

It is recommended that the Legislature give consideration to the proposal that commitments directly to Elmira Reformatory be prohibited and that it be left with the Department of Correction to select those offenders who are suitable for adjustment and treatment at that institution.

Comment:

It will be noted that this recommendation is closely allied to the one just previously discussed. It is recognized that the recommendation urging a clearly defined system of classification of prisoners establishes procedure, while this recommendation, urging that certain commitments be made directly to the Department of Correction, offers a treatment plan for future action.

The past year has seen increased nation-wide interest and discussion on the advantages of establishing a procedure of commit-

ment that would enable a centralized department to assign and transfer prisoners at will following case study of all such commitments.

The Elmira Reformatory was established by law largely through the efforts of the Prison Association of New York seventy-two years ago. The intent and expressed purpose of this institution was the housing of the youthful first offender. The intervening time, however, has witnessed a wide and marked departure from the original thought, and recent studies, made at the institution, indicate that only approximately one-fourth of the inmates are first offenders, and over half are of low average intelligence. Other factors have been brought out, but suffice it to state at this time that the entire plan and program of the institution is retarded by virtue of the character of the prisoners sentenced. It stands to reason that the better interests of society will be served if the proper type of inmate is given the opportunity to benefit through the facilities offered by this institution.

VIII. COMMITMENTS TO NEW YORK STATE VOCATIONAL INSTITUTION

It is recommended that the Legislature also give serious consideration to the procedure governing commitments to the New York State Vocational Institution to the end that such persons may be committed to the Department of Correction.

Comment:

It will be noted immediately that this recommendation follows closely the thought embodied in Recommendation VII. Section 331 of the Correction Law provides that the New York State Vocational Institution be used "for the care, treatment, training and education" of male persons from 16 to 19 years of age. Here again is noted a decrease in the effectiveness of the intent of this institution because of the characteristics of some of those committed. It is suggested that in the light of long range planning in connection with this recommendation thought be given to Recommendation IV entitled, "Treatment of Young Offenders."

IX. CIVIL SERVICE IN COUNTY PENITENTIARIES

It is recommended that the jurisdiction of the State Civil Service Commission be extended to include employees of county penitentiaries.

Comment:

A characteristic of the county-operated penal institution in this country is the lack of a trained and efficient personnel. These

institutions suffer seriously as a result of this inefficiency, usually traceable to political demands. While this is not wholly true in this State, a change in the method of appointment of the personnel of county institutions to the competitive civil service system will assure the employment of those who have at least the basic educational and experience qualifications and will also assure the people of the State that a change in political leadership will not result in a change of county institution personnel.

X. EXTENSION OF FINGERPRINTING

It is recommended that Section 940 of the Code of Criminal Procedure be amended so as to permit the fingerprinting of all persons legally committed to the county jail, all misdemeanants and those charged with disorderly conduct, vagrancy or disorderly person. The Inferior Criminal Courts Act should be amended to conform to the change.

Comment:

Frequently persons arrested on minor charges are later found to be fugitives from justice, but only after opportunities for their further detention have passed. With authority extended to immediately fingerprint those persons included in the recommendation greater protection can be afforded society through rapidity of identification.

This recommendation can be considered in the interests of national defense. These are days when our internal affairs require protection from enemy agents and this further extension of fingerprinting will serve to extend our protective measures.

XI. OLD SING SING CELLS

It is recommended that the Legislature stipulate a date from which time the use of the old Sing Sing cells will be illegal.

Comment:

Since 1916, at the time the new Sing Sing Prison was authorized by legislative action, the Prison Association of New York has been conspicuous in the long and earnest campaign to terminate the use of the old Sing Sing cells built in 1825 when the institution was known as Mount Pleasant Prison. Despite condemnation over many decades by public and private agencies, the continued use of these cells has been necessary in view of the increasing prison population. Their use has been to the detriment of all concerned, namely, the inmates and society alike. It is anticipated that the opening of the new State Prison at Green Haven during 1942 will reduce the need for the continued use of the old Sing

Sing cells, but legislative action should specify a date following which their use would be prohibited by law. The continued use of these cells does not keep in step with the advancements made by the State Department of Correction through the years. Their use is in direct opposition to the best practice and theory of modern penology.

XII. COMPENSATION FOR INJURED PRISONERS

It is recommended that a system of compensation for prisoners injured while employed in the industries or otherwise in the institutions of the State Department of Correction be installed by legislative action.

Comment:

There is no valid reason why compensation should not be paid to prisoners seriously or permanently handicapped through no fault of their own. There are instances where prisoners have been liberally compensated and others where no compensation has been received. This leads to the recommendation providing a system so that discrimination will not be possible. The assurance of justice and a safeguard against fraud and exploitation is necessary through legislative action.

XIII. CONFLICT OF SENTENCES

It is recommended that there be statutory provision allowing the Department of Correction or the Division of Parole to make rules or regulations regarding the minimum sentence to be served by those transferred from a State Prison to the Elmira Reformatory.

Comment:

This recommendation is urged in order to make for added efficiency in the administration of the Reformatory. Compared to the State Prison sentence, the Reformatory sentence is brief, and following transfer from a State Prison to the Reformatory, some provision should be made toward an evenness of sentence. The proper administration of a correctional institution is handicapped and disturbed through misunderstandings and resentment on the part of inmates when marked differences of sentence are found in any one institution.

PRISONS, PRISONERS AND PATRIOTISM

Prison walls are the safeguards of society. They stand as barriers between the prisoner and freedom, and as questionable marks of distinction of man's attempt to be his brother's keeper. But to prisons, as to all men, war comes in no uncertain terms. The after-effects of December 7th, 1941 seeped through prison walls as water through a sieve, and the man-made devices of safekeeping—walls, guns, gun-detectors, bullet-proof glass—were to no avail in preventing the surge of patriotism that has swept through America's prisons since that time.

Today we are gravely concerned over the preservation of liberty, and what single group better appreciates the true meaning of liberty and freedom of action and thought than those who have been deprived of it? The people of Europe's conquered countries would attest to this in no uncertain terms, and likewise those "doing time" certainly know the value of the freedom they forfeited.

In the May 1941 issue of the *Atlantian*, inmate publication of the U. S. Penitentiary, Atlanta, Georgia, Associate Editor Frank Morrison, in commenting on the published findings of two civilian visitors, one of whom, on leaving the institution "took a good, deep breath of thankfulness that I wasn't locked in for keeps," states that:

"There's an awful lot to that, more than most people out there ever realize. And no matter what else (the visitor) learned or failed to learn behind these walls, if they learned how valuable and important freedom is, all by itself, and without luxury or security or high estate or any of its other elaborations, they have justified their time here."

How, then, are prisons and prisoners demonstrating their patriotism? In this manner—

DEFENSE BONDS AND STAMPS

U. S. Penitentiary, Leavenworth, Kansas:

"One hundred and fifty-six inmates of this institution have purchased Defense Bonds amounting to \$25,375 . . ."

New Jersey State Prison Farm, Leesburg:

" . . . to date \$2,400 worth of Defense Bonds and stamps have been purchased by the 200 prisoners at this institution."

Ohio State Penitentiary, Columbus:

"The prisoners showed their spirit recently by pouring more than \$7,000 of their funds into Defense Bonds, the Red Cross and other war contributions. They asked for the chance."

Wisconsin State Prison, Waupun:

"Without solicitation inmates of the state prison contributed \$400 to the Red Cross war relief fund in two days, and have purchased large numbers of Defense savings stamps and bonds."

Nebraska State Penitentiary, Lincoln:

"When war was declared the inmates here bought \$2,500 worth of Defense bonds during the first three days . . ."

Montana State Prison, Deer Lodge:

"Our inmates have purchased Defense savings stamps and have purchased a large number of bonds, in fact all the money that can be spared by the inmates has been put in stamps and bonds. We have 492 inmates at present and \$2,500 has been spent by them for Defense stamps and bonds."

New York State Reformatory, Elmira:

"In spite of the fact that inmates of this institution receive no compensation for work performed, they have already purchased over \$500 worth of Defense bonds and stamps. . . . 65% of the institutional personnel to date (February 20, 1942) have joined the payroll deduction plan for the purchase of Defense bonds and stamps."

State Prison of Southern Michigan, Jackson:

"Since January first (to February 17, 1942) inmates have contributed over \$500 to the Red Cross, over \$200 for the March of Dimes, and have purchased over \$9,000 worth of Defense bonds and stamps."

New York State Prison, Attica:

"Inmates of Attica prison have given money they used to spend on cigarettes and candy to buy more than \$1,000 worth of Defense savings stamps and bonds."

Retrieve State Farm, Snipe, Texas:

"Hurling a challenge to the Axis that should serve as an inspiration to all America the men of Retrieve have subscribed 100% to purchase Defense bonds and stamps."

U. S. Penitentiary, Atlanta, Georgia:

"Purchased, in Defense Bonds \$8,050.00

"Donated, to the Red Cross 1,225.50

"And this is still only the beginning.

"Respectfully presented,

"Atlanta's Prisoners"

Maine State Prison, Thomaston:

" . . . prisoners' purchases of Defense bonds had topped the \$1,999 mark. Proceeds of spare-time handiwork sold to visitors or money saved by scrimping on cigarettes and other luxuries bought most of the bonds."

West Virginia Penitentiary, Moundsville:

" . . . more than 2,000 convicts in the prison and in road camps have bought \$2,512 worth of Defense bonds and \$137 worth of stamps . . . some of the men, who earn 10 cents a day, have volunteered to make monthly purchases."

. . . and many other institutions have done likewise.

BLOOD BANKS FOR VICTORY

Wisconsin State Reformatory, Green Bay:

" . . . inmates of this institution are being given the opportunity to volunteer for a blood bank project."

Montana State Prison, Deer Lodge:

" . . . inmates of this institution have had their blood typed and have donated their blood . . ."

Missouri State Penitentiary, Jefferson City:

"More than 1,500 convicts, men and women, want to donate their blood to help win the war . . ."

Nebraska State Penitentiary, Lincoln:

"When we asked for volunteers for the Blood Bank we had 158 men volunteer within the first two hours, donating one pint of blood each."

Tennessee State Penitentiary, Nashville:

"Several hundred prisoners have petitioned the American Red Cross to contribute blood for use as this great organization sees fit. The work will start in our hospital without delay . . ."

And again, many other institutions have done likewise.

PRODUCTION FOR VICTORY

Connecticut State Reformatory, Cheshire:

"We designed and manufactured rifle racks for the Connecticut State Guard . . . and have designed and furnished signs and markers . . . for training centers within the state."

State Prison of Southern Michigan, Jackson:

" . . . the Michigan State Troops were equipped with uniforms manufactured at this institution."

New York State Prison, Ossining (Sing Sing):

"Our sheet metal shop could produce steel helmets, steel cartridge clips, brass cartridge cases, shell bodies and carriers . . . Our foremen and our inmates stand ready and willing to cooperate . . ."

Tennessee State Penitentiary, Nashville:

"We are manufacturing all types of highway signs and markers to be used . . . on new highways . . . in process of construction by reason of new defense plants and to be used as military highways in the event of a national emergency. . . . We also manufacture blankets for the Tennessee Home Guard."

Utah State Prison, Salt Lake City:

" . . . we have offered our facilities and man-power to the National Defense Board of this State with the offer to manufacture such articles which could be used in defense . . ."

Virginia State Penitentiary, Richmond:

" . . . in the tailor shop we have manufactured uniforms and overcoats for the Protective Force . . . something over 3,000 outfits." (The Protective Force serves in the absence of the National Guard)

Federal Prison Industries, Inc.

Federal Correctional Institution, Milan, Michigan:

" . . . the prisoners are making double-decker beds for the Navy . . ."

Federal Reformatory, Chillicothe, Ohio:

" . . . the prisoners are making metal castings and wooden chairs for the Army, Navy and Marine Corps . . ."

U. S. Penitentiary, Leavenworth, Kansas:

" . . . approximately 2,000 pairs of shoes a month for use in the Army, and brushes for the Army and Navy are being made . . ."

U. S. Penitentiary, Alcatraz, California:

" . . . making rubber mats and furniture for the Navy and also are doing laundry for local Army posts and Army transports . . ."

Federal Correctional Institution, El Reno, Oklahoma:

" . . . the men daily produce two hundred dozen special heavy type brooms . . ."

Federal Reformatory for Women, Alderson, West Virginia:

"The women . . . make silk parachutes for weather observation . . ."

Medical Center for Federal Prisoners, Springfield, Missouri:

"Fiber office furniture for the Army and Navy and other government agencies is made by the inmates . . ."

U. S. Penitentiary, Atlanta, Georgia:

At this institution, " . . . where the largest Federal Industry is located, the prisoners produce duck for Army, Navy and Marine Corps mattresses and ticking, tents and water tanks, shell covers, stretchers, aviator kit bags, canvas baskets, and many other useful items . . ."

The problem of prison labor has long been recognized as one of the most baffling and complicated subjects allied with the correctional field. Most of the difficult correctional problems arising in the past have met with at least temporary if not entirely adequate solutions, but the status of prison labor does not, today, meet with the full approval of those associated in the field of correction. There is no necessity of discussing this situation in detail at this time and suffice it to say that while the state-use system is accepted it does not keep all able-bodied inmates occupied in some form of gainful productivity. The fact of the matter is that it does not even keep a large number of inmates occupied.

Prison administrators throughout the country have indicated their anxiety to be of service in the total war effort and prisoners have done likewise as evidenced in another section of this statement.

Federal and State legislation dating from the Hawes-Cooper Act of 1929*, effective in 1934, and including the Ashurst-Sumner Act of 1935**, set up barriers that operate to hinder the application of prison machines and man-power to the total war effort. The Hawes-Cooper Act provides that prison made goods produced in one state are controlled by the laws of the state to which they may be consigned in the same manner as though they originated in the prisons of the recipient state. The Ashurst-Sumner Act prevents the transportation of prison made goods from one state to another for purposes of sale in the recipient state in violation of its laws. It also provides that such goods are to be labeled and provides penalties. The Act does not affect goods made in Federal institutions. In view of this legislation it is not possible for state prisons to manufacture goods for so-called defense units or councils or the Army or Navy or other Federal agencies. In view of these restrictions and because of their belief that the available facilities and man-power should be immediately utilized in the war effort, the Prison Association of New York, the American Prison Association and Federal Authorities including the Bureau of Prisons, War Production Board, etc., and with the helpful interest of prison administrators, are making progress leading to the eventual use of these facilities and man-power. This activity dates back long before the declaration of war and the reader is referred to Recommendation I of the Prison Association of New York to the 1941 Legislature. The reader is also referred to Recommendation I, on page 16 of this report.

As an evidence of the anxiety and desire of wardens and superintendents to be of service, the following quotations will be of interest. In order to conserve space they are not identified and suffice it to say that the letters are on file with the Prison Association of New York.

"This institution has had very little opportunity for defense activity. It seems like a positive waste of labor if prisoners are not utilized for such work as they can readily perform."

"... Our directors and the state would be only too willing for this institution to cooperate and support the government in carrying out any program they might wish to institute here that might be of a benefit to the defense program."

"This institution could, and I am sure the Board of Control would be glad to add additional shifts to our industries to manufacture any articles that could be used by national defense or offense. We could double our

* Public—No. 669—70th Congress, H.R. 7729, approved January 19, 1929.

** Public—No. 215—74th Congress, S. 2904, approved July 24, 1935.

present capacity . . . and we could enlarge our vocational training of prisoners."

"There is a great volume of business that could be done by state prisons and utilize the labor of inmates . . . (our) equipment is comparable with that used on the outside . . . I am sure the administration and the Corrections Commission would be very glad to do all in their power to aid in national defense by utilizing men and equipment for this purpose."

"At the present time our industrial division is doing nothing in the interests of national defense, but this is not because we have not made a loyal and sincere effort toward getting national defense work to do."

"We have well organized and equipped shops that could, no doubt, make a number of defense items."

It should be noted that none of these references pertain to Federal correctional institutions inasmuch as this problem does not affect the Federal Bureau of Prisons. As a unit of the United States Government there are no restrictions hindering the manufacture or transportation of prison made goods in Federal prisons for use of other Federal government agencies.

As a matter of record, it should be stated that the American Prison Association, at its 71st Annual Congress, held in San Francisco, California, August 1941, authorized the formation of a Committee on Prisons and National Defense. Under the Chairmanship of the Hon. Sam A. Lewisohn of New York, this Committee has succeeded in establishing a procedure to be followed by the various state representatives in securing defense orders. At the present writing, the legislative barriers continue to exist but it is anticipated that future orders will modify them for the duration of the emergency, thus making it possible for the prison industries to manufacture goods for the total war effort.

If this procedure should fail, the shutting down of industries would bring inescapable idleness among prisoners, and the waste of man-power and facilities to say nothing of the increased likelihood of defeating all attempts at rehabilitation.

THE VOICE OF THE PRISONER

U. S. Penitentiary, Lewisburg, Pennsylvania:

"We call our activities to your attention, Uncle Sam, only to try to point out to you that the wool from the black sheep makes just as warm, just as pure, and just as good a coat as that of the white sheep." (The Penitentiary, October, 1941)

U. S. Penitentiary, Atlanta, Georgia:

"We are Americans! Nothing that we did to get ourselves behind bars, nothing that happened in the courts, nothing about our thinking, living or faults has taken this birthright from us. Let us take up this burden. Somewhere in the national defense program there are niches for us. Will you help us fill them?" (The Atlantian, May, 1941)

Medical Center for Federal Prisoners, Springfield, Missouri:

"True, we are prisoners. We hold no briefs for the crimes we have committed. We accept the punishment meted out to us with whatever fortitude our various natures are endowed. *But though we are prisoners, we are also Americans*, and as Americans we fought in the last war to preserve the institutions of America . . . what is our place in the defense of our country?" (*The Oark Echo*)

Federal Reformatory, Chillicothe, Ohio:

"Now is the time for society to discard any prejudices against the men who have made mistakes and paid. Now is the time for America to wake up and realize that she is spending money to keep thousands of productive citizens behind walls, citizens who are ready and willing and capable of doing their part out there."

U. S. Penitentiary, Atlanta, Georgia:

" . . . as a pledge of devotion to the Nation's interests and our eager determination to continue and augment our production of war materials, and, as a token of the change of our *Defense* effort to *Offense* effort, we offer this news . . .

"Effective Immediately, Atlanta Penitentiary's Industries

Inaugurate a 56-Hour Work Week!

"AND THIS IS ONLY THE BEGINNING!"

(*The Atlantian*, December, 1941)

Another from Atlanta:

A MEMORANDUM OF FAITH

To the Honorable FRANCIS BIDDLE

Attorney General of the United States

We who have forfeited our liberties are aware of the great national emergency which exists at this time. We recognize the peril confronting this Nation even more vividly than do our free brothers outside. We know too painfully the value of liberty, the tragedy of its loss.

For these reasons, and because of the seeming indifference of certain individuals and groups beyond these walls who apparently place small premium upon the heritage that is theirs and ours, we are deeply desirous of doing something at this time which will be of weight toward accomplishing the Nation's security.

Not only do we offer the product of our machines but, more important, we offer the strong, deep, burning loyalty and determination of men who have no other present thought than that of country.

We are prisoners . . . true; but we are AMERICAN prisoners. We are felons, Mr. Attorney General, but beneath the thin veneer that is our felony, we are Americans as good as those who will fight in the front lines and better than those who have marched in the picket lines.

And so, we, the undersigned, ask that you carry this message and declaration to the President and to the American people . . . just so that you'll all know where we stand.

For the Inmates of the United States Penitentiary, Atlanta, Georgia.

By Morris Rudensky, Editor, *The Atlantian*

December 9, 1941.

And still another from Atlanta:

"Herewith an accounting as of January 17th of the partial fulfillment of our contracted and promised effort for the national defense made . . . last December 9th.

"Manufactured, mattresses for the military 8,403

"Produced, cotton cloth for the defense 1,181,800 lbs.

"Fabricated, for governmental agencies, canvas products 121,756 units

"And this is still only the beginning.

"Respectfully presented,

"ATLANTA'S PRISONERS"

SELECTIVE SERVICE AND ENLISTMENT

It is of particular importance to note that the increased war emphasis of 1941 resulted in the need for reconsideration of the regulations and statutes barring those with criminal records from offering their services to the country. Similar barriers formerly prevented men with criminal records from being drafted under the Selective Service System.

It is important to record that the Prison Association of New York has given considerable attention to this problem since 1940, shortly after the first draft registration. At the 70th Annual Congress of the American Prison Association, held in Cincinnati, Ohio, in October 1940, the delegates adopted a resolution, empowering the President of the Association and other officers, to consider this entire problem with the anticipation that their interest and the official backing of the Association would result in a change of some of the standards existing at the time which would make it possible for certain persons with criminal records to volunteer their services to the country. The Association was careful to indicate that it did not believe that the Army, Navy or Marine Corps "should provide a dumping ground for ex-prisoners or that the military service should be used as the place for disciplining unstable and anti-social persons." The basic thought of the Association is expressed in the following statement constituting part of the adopted resolution: "We do believe that there are many offenders who have served or are now serving successfully on probation or parole or who may be paroled in the future, who are anxious to contribute their share to national defense and who, because they have learned how to live disciplined lives, would make excellent soldiers, sailors, or marines. We believe such men should be given an opportunity to enlist in some branch of the military service if their individual record warrants it." At that time it was not possible for felons to volunteer their services to the country in view of a Federal law which had stood on the statute books unrevised since 1877.

It should be noted, however, that the Selective Service Act left

it to the discretion of the local Registration Board as to whether the felony committed by a registrant was of such a nature as to render him ineligible for military service through the draft. It was stated in the body of the Resolution noted above that this provision was "the most significant recognition of the principle of individualized treatment ever officially announced by those in charge of recruitment for the armed forces of the country."

The Federal Statutes of 1877¹ provide that "No insane or intoxicated person, no deserter from the military service of the United States, and no person convicted of a felony shall be enlisted or mustered into the military service."

The Selective Training and Service Act of 1940 gave the President authority to prescribe rules and regulations under which certain persons should be deferred, and subsequently Class IV-F resulted, consisting of "habitual criminals or persons convicted of treason, or any crime which under the laws of the jurisdiction in which they were convicted is a felony and which the local Board determines renders the registrant morally unfit for service."

Despite this ruling which gave discretion to the local Draft Boards, the Army reverted to a section of the Selective Training and Service Act of 1940 which provided "that no man shall be inducted for training and service under this Act unless and until he is acceptable to the land and naval forces,"² and they refused to accept registrants possessing a criminal record. Apparently there was considerable confusion as to which section of the Selective Service Act was applicable, with the result that these restrictions effectively barred many otherwise eligible young men in the draft age anxious to be of service to their country, but who could not enlist because of the 1877 law.

It stands to reason that these restrictions were not serving a useful purpose and the combined interest and activity in 1941 of the American Prison Association, the Prison Association of New York, the Federal Bureau of Prisons and the officials of the War Department and Selective Service System, resulted in changes in the Standards for Acceptance of Registrants for Induction in the Army, permitting the acceptance of certain cases and allowing local Draft Boards to exercise discretion.

The Association had approached the Selective Service system through its former Director, Dr. Clarence Dykstra, and also the War Department and after considerable back-and-forth correspondence and conference, and despite the fact that the cause

¹ 10 U. S. C. 622.

² Selective Service Regulations Volume III Classification and Selection, Section XXIV, Paragraph 362.

³ Public No. 733, op. cit.; Sec. 3 (a).

seemed hopeless at times, the present application of discretion resulted. The reader is referred to the 96th Annual Report of the Prison Association of New York for the year 1940, Page 37, for a brief resumé of our early efforts. Believing that the specific regulations will be of interest to readers and for the purpose of the record, they are listed herewith:

Moral standards.—No registrant will be inducted into the military service who—

- (1) Has been dishonorably discharged from the Regular Army or the Navy (including Marine Corps).
- (2) Has been discharged from the Regular Army (Sec. VIII, AR 615-360) or the Navy (including Marine Corps) because of habits or traits of character.
- (3) (a) Has been convicted once of the heinous crimes of treason, murder, rape, kidnaping, arson, sodomy, or pandering; or of any crime involving sex perversion; or for any illegal dealing in narcotics or other habit-forming drugs.
- (b) Has been convicted of any offense which may be punished by death or confinement for a term exceeding 1 year in a penitentiary or prison, after a prior conviction of the same offense or of any other offense so punishable.
- (c) Is a chronic offender and has been convicted on three or more occasions of misdemeanors, including alcoholism or drug addiction.
- (d) Irrespective of the offense for which convicted, at the time of induction into the Federal military service, is on parole from any penal institution, or is on probation from any court, or is under suspended sentence of any court except in cases in which the judgment of suspended sentence is not a final conviction and does not involve probation.

We are particularly grateful for the unceasing efforts of Mr. James V. Bennett, Director of the Federal Bureau of Prisons, who devoted considerable time and effort in this matter.

It should be noted that in view of the fact that the Navy and Marine Corps do not as yet receive men through the Selective Service system, these regulations do not apply to these branches of the military service. If and when these so-called naval services receive men through the Selective Service system, it stands to reason that the regulations listed above will, undoubtedly, apply.

As to *enlistment* of men with criminal records, the law of 1877, noted previously, remained on the statute books until July 29, 1941 and was an effective and complete bar to enlistment of all persons with criminal records.

The Association and others gave their complete support to "A Bill to amend Section 1118 of the Revised Statutes, as amended, to eliminate the prohibition against enlistment in the military service of the United States of any person convicted of a felony." In view of the brevity of the bill and its importance, it is noted below:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

That Section 1118, Revised Statutes, be, and the same is hereby, amended by omitting the period at the end thereof, by substituting therefor a colon, and by adding after the colon the following: "Provided, however, That with relation to deserters and persons convicted of felonies the Secretary of War may, by regulations or otherwise, authorize exceptions in special meritorious cases."

The bill (S. 1110) passed in the Senate June 16, 1941, passed the House, July 21, 1941 and was signed by the President, July 29, 1941. Therefore, certain persons with criminal records may now enlist as well as be drafted in the service of their country. The Secretary of War, therefore, will set up regulations in accordance with the provisions of this bill. As noted elsewhere, at the present writing, many ex-prisoners have enlisted in the armed forces.

As far as the revised regulations of the Selective Service Act (noted above) are concerned, it should be noted that the revised order states that "no registrant will be inducted into the military service who . . . is on parole from any penal institution or is on probation from any court, or is under suspended sentence of any court except in cases where the judgment of suspended sentence is not a final conviction and does not involve probation." This means, simply, that persons on parole must be first discharged from parole before the Army will accept them. The present procedure in New York State provides that the State Division of Parole will simultaneously cease its supervision and jurisdiction over parolees at the time they are accepted for service. The parole supervision is then suspended for the duration of the period of service, and upon discharge the former parolee will then revert to parole supervision.

This regulation is, of course, necessary, and the Army should not be expected to overlap its jurisdiction with another. Since these new regulations were promulgated in April 1941 and particularly since the declaration of war by the United States, local Draft Boards, have been noticeably active in drafting former parolees. A number of ex-prisoners have also volunteered their services and are now serving their country wherever the armed forces may be located.

CONCLUSION

This statement is concrete evidence that all associated with the correctional field are of one mind, to the end that *every man, every machine and every facility* be directed to the successful prosecution of the war.

It should be noted that this includes *administrators, rank and file personnel, prisoners, members of boards of control, commissioners,*

public and private agencies, Army and Selective Service officials, in fact all who are directly or indirectly concerned with the field of penology. It should also be noted that every effort is being made to direct these resources to the war effort as soon as possible. With the continued cooperation of government, prison officials, prisoners, and citizens, this will be possible within a very short period.

War comes to the American prison as it does to all men and our total resources must be devoted to the end that World War II is the final "war to end wars."

RESUME OF 1941

Ex-Prisoners in Military Service Still holding to the view that there should be some modification of the Selective Service Act so as to make possible the exercise of discretionary power for the taking into the military service of those who had at some time been in conflict with the law, we were unceasing in our activities, together with the Federal Bureau of Prisons and the American Prison Association, to bring about a change. The exercise of considerable persuasion was required to finally bring about a modification of the traditional opposition to the taking into the armed forces of those who had offended against the law. For a more detailed statement of the accomplishment, please refer to page 31.

No Job Means No Parole Through the year as for some time before this Association as well as others received letters from men inside who said, "All I need for my release is a job." Repeated inquiry brought to light that hundreds of young men were being held at the Elmira Reformatory and many more hundreds of men in the State Prisons by the Parole Board mainly for the reason that the inmate had no job offer. This presented quite a problem not only for the Parole Board but for the institutions. It was a source of discouragement and hardship on inmates, and it was not unusual to find that some inmates were held two and three and four years over the date that they could have been released providing a job had been found for them. The lack of these jobs was not in the least a sign of the absence of conscientious effort on the part of this Association and others who are likewise interested in this respect. Furthermore, the difficulty of finding a job was enhanced by the fact that many prospective employers are reluctant to take on "what they call a 'paper man,'" that is, they are not content with the report received from the Parole Board or the institution regarding the man but much prefer to actually see him before considering his employment. Obviously, if the man cannot be produced in this way for interview by the prospective employer, it hardly seems worth while making any attempt to find employment for prisoners in this category. The Parole Board insists that the law requires that the inmate must have a job before he can be released, and the Board has repeatedly indicated its unwillingness to allow a release unless an approved job is available.

This Association, identified with the beginning of parole in this country and always prominent in every effort to bring about improvement in parole laws or administration, would not for one moment be a party to any move that would interfere with the

[36]

sound functioning of parole. Furthermore, we believe in the present parole organization in the State of New York and in those entrusted with its administration; however, at the same time we hold that some discretion exercised by the Parole Board, and we believe that this could be done even within the language of the existing law, would tend to relieve a situation too long existing and unjust in its operation. At a time when so much is being said about the value of freedom in this world, it does not seem fair that the lack of a job should stand in the way of one's freedom, especially in those cases where it can be shown that conscientious and honest effort has been made to find employment.

To remedy the situation, with the interest and cooperation of Senator Thomas C. Desmond, the Association had introduced Senate bill Int. 1143, Print 1389, amending the Correction Law by inserting in Section 214 the words appearing in italics in the following quotation from the law: "No prisoner shall be released on parole except by the unanimous vote of the Board of Parole nor unless the Board is satisfied that he will (be) *make a conscientious effort to become suitably employed in self-sustaining employment if so released.*" It was felt that if the Parole Board did not have sufficient latitude under the language of the existing law to exercise discretion in meritorious cases, the new language would make that possible. Both Houses of the Legislature gave their approval to this bill. However, to our great disappointment the bill was vetoed by the Governor who in his veto message said:

"Under the present law, a prisoner may not be released on parole unless the Board of Parole is satisfied that he will be suitably employed, if so released. Under the provisions of this bill a prisoner could be released if the Board of Parole was satisfied that he would make a 'conscientious effort' to become employed.

"The provisions of this bill are indefinite. Members of the Board of Parole have advised me that it would be difficult, if not impossible, for the Board of Parole properly to apply the provisions of the bill. The Commissioner of Correction has also written to me in opposition to the bill.

"I have asked the Board of Parole to give further study to this entire question of obtaining suitable employment for prisoners about to be released on parole.

"The bill is disapproved."

(Signed) HERBERT H. LEHMAN.

In urging the veto of the bill the Parole Board took the position that there would develop an overwhelming pressure for the release of those inmates being held for want of a job. The State Department of Correction took the stand that it wanted to eliminate entirely the job requirement provision of the law, and thus leave the question of employment something to be decided by the Parole Board in accord with its understanding of the circumstances of each case.

We expressed our regret to the Governor on his veto and later in the year, during the month of June, brought to his attention the case of a young man at the Elmira Reformatory who had been held at the institution for over four years because the Parole Board would not release him without a job despite the efforts of advocates and members of his family to obtain employment for him. In other words, this boy was being penalized four years for no other reason than that there was no job awaiting him. As time went on, this unfortunate situation was damaging to the boy's morale. He had no previous arrests and part of the institutional record was: "The inmate does not seem to be aggressively antisocial and has a fair prognosis." The Prison Association of New York finally succeeded in getting employment for this boy, and only a short time after he began work his employer was so satisfied with him that he rewarded him with a considerable increase in hourly compensation. The boy continued to do well and at the time of this writing he has just been taken into the Army.

It is not our contention on the basis of decades of experience that all cases would turn out as well as this, but on the other hand we do believe that there is an inescapable amount of risk in the determination of parole release and that this element of risk can be reduced to a minimum only through conscientious parole administration and the exercise of reasonable discretionary power. This is the very essence of sound parole.

Alcoholic Beverage Control Law

Men and women who had been in prison were having difficulty finding jobs or holding their jobs because of the provision of the Alcoholic Beverage Control Law which prohibited the

employment of persons who had been convicted of a felony or certain misdemeanors in a place where alcoholic beverages were sold. In practice this could be construed to mean that former prisoners could not be employed on the fourteenth floor of a building where alcoholic beverages were sold on the main floor or in the basement. Here again it was thought that the statute was too rigid and that there should be the possibility of discretionary action on the part of the authorities. Therefore, again with the cooperation of Senator Thomas C. Desmond, Senate Int. 1440, Print 1492 was introduced at the request of the Association, passed both Houses of the Legislature, was approved by the Governor. Now it is possible for ex-prisoners to be employed where alcoholic beverages are sold providing written approval of the State Liquor Authority for such employment is given. Under proper control this change can be of benefit to men and women who have been in trouble and who are anxious to be decently and gainfully employed and without detriment to the public welfare.

Extending Control, City Department of Correction

The voters at the November election considered three propositions making for the reform of the County government. Proposition number one to abolish the office of Sheriff and Register was approved by a vote of 507,350 for and 220,092 against. This action was of deep satisfaction to the Prison Association of New York because it made possible the placing of the Bronx and Richmond County Jails under the jurisdiction of the New York City Department of Correction. The Association gave support to the proposition in line with its efforts over a period of years beginning in 1923. Of interest in this connection is the Association's letter of December 1, 1932.

Hon. Samuel Seabury
120 Broadway
New York City

My dear Judge Seabury:

Since you are now concerning yourself with the organization of the city government we feel that you should know of our efforts to extend the jurisdiction of the Department of Correction of the City of New York to the administrative control of the Bronx and Richmond county jails and also the custody of prisoners held in the court pens and during the period of their transfer between courts and institutions or different institutions.

As far back as 1923 and 1924 the Prison Association made a survey and study of the custodial agencies, including the transfer of prisoners in the five counties, and on January 19th, 1928, the Association formally addressed the Board of Estimate and Apportionment (Item 135, March 8th, 1928, calendar), urging that the above mentioned transfer be made in the interests of efficiency, economy, and other administrative reasons. In January, 1929, the Department of Correction of the City of New York, having had the proposals of the Prison Association referred to it for examination and study, reported favorably to the Board of Estimate and Apportionment. Since that date the Prison Association and various other bodies have continued to urge the transfer of the two jails and the other control of prisoners to the Department of Correction of the City of New York.

In 1926 the Mayor appointed the City Committee on Plan and Survey. This Committee submitted, in June 1928, an enlightening and thorough report. Its Special Committee on Department Organization pointed out the duplication and overlapping in the handling of prisoners between the various jails and the courts, and also emphasized the divided responsibility between the sheriffs and the Department of Correction. The Committee saw the soundness and the wisdom of urging that the county jails of Bronx and Richmond be transferred to the jurisdiction of the Department of Correction.

Previous efforts to effect through legislation the above extension of jurisdiction have met with defeat. The reason for this is that the two counties involved, Bronx and Richmond, are unwilling to follow in the path of the other three counties constituting the Greater City, and allow for the complete functioning of the well established and administered Department of Correction. This stand is indefensible. The City of New York has its Department of Correction. Its authority with respect to the detention of prisoners in what is in practice a county jail, has been in

existence for many years in three of the five counties. This system works satisfactorily, making for economy and efficiency, and more than justifies the existence of a city Department of Correction. Therefore, the jails in Bronx and Richmond counties should be brought under the same control, and, further, the handling of prisoners between institutions and awaiting trial, and in transit between courts and institutions, in all five boroughs, should be wholly under the control of the Department of Correction. This will make for efficiency, will result in economy, and will eliminate duplication and divided responsibility.

Enclosed is a copy of Senate Bill Int. No. 534, Pr. No. 558, which was introduced during the 1932 session of the legislature, and is practically identical with the bill that was introduced at previous sessions of the legislature. If you can include in your present program the proposal as related above I am certain that it will prove beneficial.

Very truly yours,

(signed) E. R. CASS,
General Secretary.

Federal Indeterminate Sentence Having been identified with the introduction of the indeterminate sentence in this country, the Association firmly believes that an improved type of sentence can be used to public advantage relating to Federal prisoners, and therefore we continue to lend service toward the promotion of legislation that would bring about a Federal indeterminate sentence law. During the year various drafts of the bill were submitted to our office for study and examination and our suggestions for changes were favorably received. On June 16, 1941 a bill, Senate 1638, was introduced by Senator Van Nuys. This legislation is still pending.

Adolescent Offender Realizing through long observation that there is need for improved procedure and facilities to make for progress in the study and treatment of the adolescent offender, the Association continued its active identity with the Youth Correction Authority Act as proposed by the American Law Institute and modified to meet the New York State situation in Senate Int. 1941, Print 2475, by Senator Desmond. The Association's General Secretary served on a special committee during the early part of the year to draft this bill. The General Secretary arranged for the introduction of the bill and subsequently cooperated with the committee in gathering additional material from the courts and institutions in support of the bill. In October, 1941, he addressed the New York State Conference on Social Work at Buffalo to acquaint that important body with the merits of the proposal and thus gain support. The bill will be re-introduced with some slight changes during the 1942 Session, and there will also be presented bills emanating from the Children's Court Jurisdiction and Juvenile Delinquency Committee, headed by Senator Fred A. Young, to provide for the special care

of offenders between the ages of 16 and 19. It is likely that other bills or plans will appear since there has become an intensified and widespread interest in the adolescent offender in the last few years. As pointed out in our Recommendation Number IV to the Legislature this year (page 18), the Association has not lost faith in the meritorious approaches embodied in the Youth Correction Authority Act but would be willing to support any other proposal that gave promise of more immediate improvement.

Prisons and Defense The Association, pursuing its recommendation to the 1941 Legislature, continued to urge that the man-power, equipment and experience of the prison industries of this State as well as of other states be used in the war effort. In this connection contact was made with Commissioner Lyons of the State Department of Correction, Dr. Amoroso of the New York City Department of Correction, and Mr. Bergan, Superintendent of Industries of the State Department of Correction. In cooperation with the American Prison Association, letters were addressed to the Honorable Henry A. Wallace, Vice President of the United States, and Chairman of the Economic Defense Board, the Governors of the various States, and the heads of departments of correction and wardens and superintendents of institutions. Briefly, it was proposed that the prison industries be kept going and that they receive consideration in the granting of priorities; that they, regardless of certain legislative limitations, be allowed through executive order to join with the Federal Prison Industries or to share orders placed with private concerns by the Army and Navy and other branches of the Federal Government; and that, with Federal aid, special training courses be provided so that men soon to be released will be able to engage in defense industries.

At this writing it is gratifying to report that the idea is strongly beginning to take hold, and it is anticipated that the year 1942 will record some utilization for war needs of the man-power of our reformatories and prisons. The program, it is anticipated, will embrace not only production but training, and the latter will apply to institutions housing juvenile offenders as well as the reformatories and prisons.

Air Raid Precautions Realizing that the heads of our institutions throughout the country could use to advantage suggestions and general guidance regarding the heretofore unthought of need for air raid precautions, we joined with the American Prison Association in preparing and sending out from our office the following letter and outline summary of an article on the experience of the English prisons during air raids, prepared by His Majesty's Commissioner of Prisons for

England and Wales, Alexander Paterson. This material was sent to heads of departments and commissions, wardens and superintendents of city and state institutions in every state of the Union and in many of the acknowledgements we received, there was high praise for the value and promptness of the latter and the advance information which accompanied it. At the present writing information is being compiled based on the replies received to the letter.

If an air raid alarm were sounded as you read this letter would you be prepared? Would your staff and inmates be prepared? If a blackout is ordered for tonight is your institution in readiness—or will it be more of a guide to enemy planes than a hindrance?

The day of theorizing over the other fellow's war is over—our war is now a reality no matter how much we may loathe it. It is now up to every American to do his part by being prepared—and that responsibility is on your shoulders.

Should you lock in all inmates or let them congregate in sheltered areas? Would you move inmates from the upper tier to the lower—or from the lower to the upper? Would you open all windows or order them closed during a raid? Would you keep reserve guards on nights and weekends or just make arrangements to return them to the institution on call? How can you continue your departmental functions during alarms? Would you acquaint your prisoners with the latest war developments or "censor" all such information? Should you have airplane spotters on the roofs? Is your staff and inmate body prepared now to combat incendiary bombs? Are you prepared to shut off your gas, electricity, and water supply? What about protection against gas and chemical warfare? Can you maintain the morale of your staff and inmate body?

These and hundreds of other questions are undoubtedly running through your minds—and all the textbooks you can find won't give the slightest hint as to the answers. We can, however, benefit from the experience of the British and from the knowledge of experts in the United States and Canada. To this end the American Prison Association is compiling a detailed statement of the latest and most authentic information to help you. This data is being collected from official British sources, the United States Army, the Office of Civilian Defense and others, and will be available as soon as it can be collated and summarized for your assistance.

This letter is sent you for two reasons:

1. To inform you of the Association's alertness to the need of making plans, and

2. To request your help. If you have developed any plans or have suggestions of value to those in other areas, would you kindly let us hear from you in the interests of nationwide cooperative service. The information which you return to us will be summarized for inclusion in the statement to be published shortly.

For your own safety—and for the guidance of others, will you please reply promptly.

Thanking you, I am

Sincerely yours,

(Signed) E. R. CASS,

General Secretary.

BRIEF OUTLINE SUMMARY
of
"THE SAFEST PLACE IS PRISON"
by
Alexander Paterson

1. The safest place during an air raid is prison.
 - a) this fact sums up the practical experience of English prison officials who have been under fire
 - b) experience has shown that prisoners released from their cells during an air raid are affected by mass hysteria
 - c) greater loss of life and increased number of injuries was result of releasing prisoners from cells
 - d) present rule is that prisoners are to be locked in their cells at first report of an air raid warning
2. Preparations for raid.
 - a) procedure should be planned to release prisoners from those cells that suffer damage as a result of direct hit
 - 1) proper metal cutting devices should be part of equipment, as stairways, landings and tiers literally fall in, necessitating the sawing and cutting away of each individual cell
 - b) preparations should be made to avoid asphyxiation by cooking or lighting gas, drowning by broken water mains and sewers, etc.
 - 1) decontamination squads should be formed among institutional personnel
 - c) airplane spotters should be stationed on roof of institutions located in particularly vulnerable locations
 - d) English prison officers and prisoners are furnished gas masks and instructed as to their use
 - e) institution must be prepared for sudden blackout orders
 - f) prison officers must understand the need for avoiding hysteria. *Calmness must prevail at all times.*

Commissaries Having been identified with the beginning of the Commissaries of the New York City Department of Correction and having from time to time urged improvements in procedure and organization, the Association was about to begin its own study and investigation of the Commissaries and then decided that this could perhaps be handled better by the State Commission of Correction of which the General Secretary of the Association is a member. It was then learned that the Commissioner of Investigation of the City of New York was making a study of the Commissary operations, and it was finally agreed that this Association and the State Commission of Correction would go along with him jointly or separately for as long as it was felt that he was proceeding in the direction of a thorough study that would make for real progress. In the name of the Association there was

brought to the attention of Commissioner Herlands certain matters regarding the Commissaries that required close scrutiny. As Commissioner Herlands proceeded with his inquiry the General Secretary conferred with him and members of his staff. It is gratifying to record that in April, 1941, Commissioner Herlands in his report to the Honorable Fiorello H. La Guardia, Mayor of the City of New York, made numerous recommendations under such titles as Bookkeeping and Accounting, Purchasing, Personnel and in addition many general recommendations, and then a very important one to the effect that several recommendations with reference to the Inmates' Commissaries could not be effected without appropriate legislation. Proposed legislation would establish the Inmates' Commissaries as a part of the organization of the City Department of Correction and thus give it legal identity that it has too long lacked.

While up to the time of this writing such legislation has not been introduced, nevertheless most of the recommendations contained in the report to the Mayor have received prompt action through the Acting Commissioner of Correction, Dr. Peter F. Amoroso, and it is pleasing to report that the Commissaries operated during the greater part of 1941 under better procedure and guidance than for many years prior. The need for a close-up study of the operation of the Commissaries was long felt by those in a position to observe some of the operations, and it is well that necessary adjustments and corrections were made before the situation became more serious. The Association is pleased to have played a part in furthering the investigation.

Raymond Street Jail We continue to keep within the range of our interest the Raymond Street Jail, mindful of the criticism and condemnation that have been directed toward it over a long period of time and from many sources. Numerous improvements have been made under the direction of Dr. Peter F. Amoroso, Acting Commissioner of the New York City Department of Correction. These are treated in some detail on page 94.

On May 12th the General Secretary appeared before the Kings County Grand Jury which body was continuing its study of the Raymond Street Jail problem. In the light of present day conditions and also in view of the many improvements made, it would be very difficult to succeed at this time in the demand for a new jail.

Articles Made in Institutions In accord with the interest of the Association and in cooperation with the State Commission of Correction of which the General Secretary is a member, we made inquiry into the private sale of articles made

by inmates. It was held that some of these articles resulted from the operation of a program of occupational therapy and special classes in arts and crafts and also the utilization by the inmates of their free time. Attention was directed to Article 3, Section 4 of the State Constitution which clearly sets forth the policy of the State with respect to the labor of prisoners. It is worthy of note that the Article states that "no person in any such prison, penitentiary, jail or reformatory, shall be required or allowed to work, while under sentence thereto, at any trade, industry or occupation, wherein or whereby his work, or the product or profit of his work, shall be farmed out, contracted, given or sold to any person, firm, association or corporation." The language is clear and the desire to guard against exploitation of prison labor is shown to the extent of prohibiting even the giving away of products of prison labor. The inquiry, relating to three institutions, revealed that the sale of articles made by prisoners was conducted on a fairly large scale as related only to one of them. It would seem that regardless of how well motivated and well intended for the benefit of the prisoners, the practice at the three institutions was a violation of the spirit and letter of the State Constitution. The question might well be raised that if the practices at these three institutions are necessary and permissible, regardless of the Constitution, then why not set up similar practices in other institutions of the Departments of Correction of the City and State of New York. Certainly the inmates of these institutions are deserving of as much consideration as those in the institutions included in the study. The answer to the whole problem would seem first to require that the Constitutional provision be respected, and second, if these various activities identified with the making of the products privately sold are deemed as essential, then they should definitely be made a part of the institutional programs and the products disposed of in accord with the law and the spirit and letter of the Constitution.

The Constitutional provision was written in 1894 to put an end, at least so far as the State of New York was concerned, to the exploitation for private gain of the labor of prisoners. Modest though the private gain might be through the sale of articles included in this discussion, there is nevertheless the undeniable fact that in most instances the purchaser receives a bargain and is therefore all the more interested. It is not likely that there have been any serious abuses under the plans observed, but nevertheless it is a fact that practices of this kind, beginning in an innocent and well intended way, can be overdone and abuses can creep in. The Acting Commissioner of Correction of the City Department of Correction took steps to prohibit the private sale of articles made by prisoners. The two State institutions included in the study

still continue to dispose of articles made by prisoners during their free time. This should be eliminated unless the practice is to be made general, and the only favorable comment that can be made under the present situation relating to these institutions is that the sales do not take on any sizeable proportions. We firmly hold to the spirit implied in the Constitution and believe it is intended to apply not only to the actual industries of the institutions but to small scale operations as well. Prisoners should not be allowed to work in any way for private gain.

Sing Sing Breaks

On April 14th three prisoners succeeded in escaping from Sing Sing but in a short time two of them were captured. The third was killed and also a policeman and a guard. Another prisoner in the hospital died from the excitement of the escapes. In the light of the thorough investigation undertaken at the direction of the Governor and the State Commissioner of Correction, the District Attorney of Westchester County, the police and the Warden, there did not seem to be any need for the Association to take action. Subsequent reports did not show any corruption or collusion on the part of the management of the prison, but it was disclosed that more thorough procedures relating to visits received by inmates would greatly safeguard against a repetition of the unfortunate occurrence.

Flogging in Prison

The alleged brutal handling of prisoners in Georgia and Texas through flogging, chaining, improper feeding and beating by guards with butts of guns was brought to our attention through complaints from prisoners as well as the disapproval on the part of some residents of these states. We supported legislation that abolished flogging of prisoners in the State of Texas. This legislation was passed. In the State of Georgia we brought the complaints to the attention of Governor Talmadge and the press of the State. There was tacit admission on the part of some of the press that little could be done because of the political situation. The Governor directed the State Prison and Parole Commission to make an investigation and the various reports received did not support the complaints.

Richmond County Jail

On complaint of a former inmate of the Richmond County Jail investigation was made to determine whether the Warden of the institution had used to his own advantage information given him by the inmate. The information given had to do with an automobile being sought by a finance corporation, and according to the prisoner's story the Warden aided the finance corporation in locating and re-

possessing the machine and received a monetary reward. During the inquiry the Warden admitted his guilt in this connection and finally resigned.

Legislation

The advancement or recession of penal or correctional treatment is often determined at our State Capital during legislative days. Therefore the Association aims to keep alert regarding bills introduced, recording its support where that is deemed wise and its opposition where necessary. Likewise from time to time the Association urges the introduction of bills in support of its Recommendations to the Legislature or to deal with situations coming within its observation. During the 1941 Session we were again active. For a detailed statement of bills supported or opposed, see page 79.

Parole Conference

On April 18th and 19th there was held in Philadelphia a Middle Atlantic States Parole Conference. Many of the details in connection with this were worked out through the office of the Association. We are active in supporting these regional movements because of the possibility they have of creating better public understanding and improving administration in smaller areas.

Chaplains' Association

The First Regional Conference of the Chaplains' Association, an affiliate of the American Prison Association, was held in New York April 29th and 30th. This was a very successful meeting; there were about 300 delegates in attendance of whom 125 were prison chaplains of all faiths. Mr. Wright, our Assistant Secretary, worked out many of the details in connection with this regional meeting and also participated in the program. Our belief in the importance of the work of chaplains in institutions and the need for extending their influence prompted us to serve in the preparation for this regional meeting.

National Jail Association

This body is an affiliate of the American Prison Association and its executive officer is Mr. Wright, our Assistant Secretary. Through this organization we are able to give some attention to the jail problem nationally. On October 23rd and 24th at the Hotel Emerson in Baltimore, Maryland, a Regional Conference was held which directed public attention toward jail situations in the State of Maryland as well as nearby states and also gave encouragement and enlightenment to those present who had to do with the administration of jails. Mr. G. Howland Shaw, of our Executive Committee, gave an address at the meeting entitled "The County Jail—Ash Can of the Community," and Mr. Wright participated also. In-

cluded in the resolutions adopted was one thanking the Prison Association of New York for its unceasing cooperation and interest. An excellent insight into jail conditions, both physically and administratively, can be gained by reading the material appearing as Appendix A on page 120 of this report. This is an impromptu and extemporaneous statement of fact as given by a County Jail Warden of an East Coast State. This statement is reported by Dr. J. P. Shalloo, Assistant Professor of Sociology, University of Pennsylvania, Philadelphia, who was present at the Conference.

**American
Prison
Association
Congress**

Unceasing is our service to the American Prison Association and its *Annual Congress*. This we do to keep faith with the vision of Dr. E. C. Wines who, while General Secretary of the Prison Association of New York, was one of the founders of the American Prison Association. The Declaration of Principles of the American Prison Association, pronounced in 1870, embraces many of the fundamentals of American penology. The holding of the Annual Congresses and the work of the Association through the year reflect a continual effort to meet the challenge of these Principles.

The 71st Annual Congress was held in San Francisco August 18th to 22nd at which time there were delegates from 42 states, the District of Columbia, Hawaii, England, Uruguay and the Argentine. An important action was the changing of the name of the Annual Congress which hereafter shall be known as the Annual Congress of Correction. This title is more fully representative of the interests and purposes of the Association. For a summary of the papers, discussion and resolutions of the 71st Annual Congress the reader is referred to page 108.

**Prison
Industries
Advisory
Board**

There was again revived the proposal to set up a body that would act in an advisory capacity for the operation of the industries identified with the prisons of the State. We advised against this move, pointing out that a similar attempt was made in 1932 and 1933 through the introduction of legislation. In the 1932 bill an attempt was made to give the advisory body administrative powers which would give it a very definite and influential place in the management of the State Prison Industries. However, this draft of the bill was considered so radical that a revised form was consented to and finally introduced but failed of passage. It was introduced in the 1933 Legislature and again failed. Both bills were indicative of an attempt to bring some outside influence or control into the management of the prison industries. Such a move is contrary to the thought underlying the reorganiza-

tion of the State Government in 1926, to wit: that there shall be a reduced number of departments, bureaus, commissions, etc. There are many other objections, but the point we most strongly advanced was that the prison industries are a direct responsibility of the Department of Correction and its head, the Commissioner. If the Commissioner of Correction cannot through his subordinates properly manage the prison industries, he should make his inability known to the people and the Governor of the State. Further, if the Commissioner of Correction and his deputy in charge of the industries feel that they need the advice of labor and manufacturing interests in any specific problem relating to the prison industries, there is nothing at present to prevent them from seeking that advice. To make possible the obtaining of that advice it is not necessary to create another body and clothe it with legislative identity. The prison industries in this State have been studied, analyzed, evaluated, treated, inspected and researched more than any other phase of the whole prison problem, and if any good has come out of all the time, money and energy expended in this direction, it is mainly as a result of the daily unostentatious and devoted efforts of the employees of the State Department of Correction. Certainly if the strong and weak points of the prison industries are not known by this time, it is hardly likely that they ever will be brought to light. Our industrial system has improved through better buildings, better management and better marketing, and all that is needed is a more tolerant and receptive market within the confines of the Constitutional limitations and the State laws.

**Kangaroo
Courts**

A letter was sent to the Sheriff of Pensacola, Florida in support of his abolition of the Kangaroo Court. We do not believe in Kangaroo Courts and urge that they be condemned and eliminated wherever they exist. They have no place in any penal or correctional system and are evidence of the worst in "man's inhumanity to man." Sheriffs and jailers who cannot themselves administer the affairs of the jail should not be allowed to continue in office nor should they be permitted to have the jail administered by inmates through the Kangaroo Court. The Kangaroo Court is nothing more than an exploitation of the weak by the strong.

**Cell
Construction**

During the year we were asked to cooperate with the staffs of several publications relative to the furnishing of information on jail and prison construction. This is an important form of service, making available for architects throughout the country certain desired standards for lockups, jails, reformatories and prisons.

**U. S.
Penitentiary,
Alcatraz Island**

The General Secretary while in San Francisco visited the U. S. Penitentiary on Alcatraz Island on April 26th. The Island is used only for the prison and living quarters for the staff. It is part of a department plan of classification, and it is the practice to send to the Alcatraz Prison those inmates who have for one reason or another not shown themselves worthy of the benefits of or a safe risk in other institutions of the Federal Prison System. Unfortunately there has been created considerable mystery about the prison and the treatment of its inmates. The prison is always open to inspection and investigation by any qualified or properly commissioned persons or groups. It has been inspected by judges, congressmen, penologists and has been approved as a modern and intelligent method of protecting the public from those desperate criminals who have proven themselves to be wholly intractable. The head of the institution, Warden James A. Johnston, is a gentleman endowed with qualities of intelligence, humaneness and devotion that would not make him a party to the operation of an institution in a way that would be cruel and inhumane. He is well known to the people of San Francisco and persons high in public affairs and citizens generally hold him in high regard.

At the time of his last visit the General Secretary inspected the shops, the housing quarters, mess hall, hospital, outdoor recreation fields and the isolation section. He did not find anything to suggest that the institution was being conducted in a way that would injure mentally or physically those confined.

This brief comment on the Alcatraz Prison is made a part of our report to assist the Federal Bureau of Prisons in convincing the public that despite all the coined expressions of "Devil's Island," "The Rock," and similar references, the prison at Alcatraz is decently and humanely administered.

**Correctional
Directory**

We again gathered material for the Directory of State and National Correctional Institutions in the United States and Canada. The cost of publication was borne by the American Prison Association. This Directory has long ago established its worth-whileness and is increasingly sought by many of those who have to do with the handling of the crime problem. For the year 1941 we changed the form of presentation; this was done with the thought that the changes would make for greater ease of reference through the inclusion of institutional data in one paragraphical statement. The Directory is made available for the information and guidance of public officials and no attempt is made to analyze or evaluate the information given, this information being obtained through a form of questionnaire. To

proceed further would require personal investigation which is not feasible within the necessary limits of our efforts. We are greatly encouraged each year with the continued cooperation of those administrative heads who reply fully and promptly in response to the information sought.

**"De-bunking
the Parole
Experts"**

"Pardon and Parole should be abolished and persons convicted of crimes should serve their full sentences except where injustice is revealed by new evidence, in the opinion of 83 per cent of the men and 88 per cent of the women covered in a survey of 25,000 Northwestern National Life Insurance policyholders. . . . Many expressed alarm over current conditions and favored cracking down on tender treatment of criminals."

In reply to this challenge the General Secretary prepared a statement entitled, "De-bunking the Parole Experts," in which he reviewed the growth and operations of parole in the State of New York as a proof of parole success. He also directed attention to the successful administration of parole in other areas. This statement first appeared in the July-August issue of *The Prison World*, the official publication of the American Prison Association, and then was reprinted by the Division of Parole of the Executive Department of the State of New York. Copies are on file in the Association's office.

**State
Legislation**

During the summer we sent out questionnaires to learn from wardens, superintendents and others in various states what progress had been made along legislative lines for the improvement of reformatory and prison administration and other correctional methods. The response while not embracing the 48 states, nevertheless gave an encouraging word panorama of forward movement. This information came to the attention of the editorial staff of *The Atlantian*, the most outstanding institutional publication, and in their September issue a resume of the material is set forth under the caption, "Prisons Do Get Better."

**Probation
Committee**

On November 18, 1941 Mayor La Guardia announced that he had appointed a committee of six to study the need of consolidating and otherwise improving the probation service of the various courts of the City of New York. The Mayor selected Judge Seabury to head the committee, and he appointed three other members; the balance of three members was selected by Commissioner Lyons of the State Department of Correction from among the members of the State Probation Commission. The Prison Association of New York has long recognized the need for such a change and has urged that

action be taken in that direction. Our interest was reviewed in the following letter to the Mayor under date of November 18, 1941:

Hon. Fiorello H. La Guardia
Mayor of the City of New York
City Hall, Manhattan
New York City

My dear Mr. Mayor:

I am pleased to note the announcement this morning of a committee, representative of the City and the State, to study the possibility of consolidating and otherwise improving the probation work in this city. You are to be congratulated on taking this forward-looking step.

The idea of doing something to raise the level and general administration of the probation service throughout the City has been discussed in many reports and by various groups. In 1932 a *Legislative Commission*, of which I was a member, to investigate prison administration and construction in the State considered it necessary to include also the disposition of those appearing before the courts, and therefore made certain recommendations toward elevating, equalizing and giving State aid to probation in this State. The summary and recommendations on this subject in the report are most revealing, and I think will be of interest to you and your committee.

The substance of these recommendations has been annually brought to the attention of the legislature by the Prison Association of New York in its official report to that body. Incidentally, I think you will be interested to know that the first probation law in the State of New York was written largely through the efforts of the Prison Association of New York, and as a matter of fact, in the room in which I am now writing this letter. That goes back more than forty years. We likewise played an important part in first urging for many years and then drafting and supporting legislation which brought the model setup of probation organization in the Court of General Sessions.

Again be assured of our pleasure at the step which you have taken and be assured that this Association, continuing its interest in probation, and long having advocated improvement along the line which you now suggest, stands ready to be of service in the interest of progress.

With kindest regards,

Sincerely yours,

(signed) E. R. CASS,
General Secretary.

The Mayor replied as follows:

Mr. E. R. Cass
General Secretary
The Prison Association of New York
135 East 15th Street
New York City

My dear Mr. Cass:

Thank you very much for your letter of November 18, 1941.
I am forwarding your letter to Judge Seabury for his information.

Sincerely yours,

(signed) F. H. La GUARDIA,
Mayor.

Central Guard School

The establishment of a Guard School in the State Department of Correction was one of the most forward looking steps in the last twenty-five years. Since November, 1936, the New York State Department of Correction has conducted a training school for prison guards at Wallkill Prison. Up to August, 1941, 732 recruits and 440 in-service men have been trained at the school. Each session of the school is of two months duration and includes 40 school days with a total of 240 hours, divided equally between physical and military training and class instruction. It is the practice of the school management to have the classes addressed by those outside of the Department who have special experience, training or knowledge, and in this connection the General Secretary of the Association has been glad to participate during the year as heretofore. The school is under the able direction of Dr. Glenn M. Kendall, Director of Education of the State Department of Correction, and his associates.

Consultation Service

A service long identified with this Association is that of giving information and guidance. This requires considerable time for interviews, conferences and letter writing; yet it is a service that cannot be neglected. It is sought by and made available to members of the Association and other interested persons, comprising heads of departments, bureaus, boards, commissions, special investigating bodies, legislators, members of the staffs of universities and colleges, judges, lawyers, medical doctors, psychiatrists, probation and parole officers, social workers and students.

Foreign Contacts

Another long standing practice, going back many years, is that of keeping in touch with workers in countries abroad. These foreign contacts have been most useful to the office of the Association and in arranging for the guidance and introduction of those coming from various jurisdictions. Naturally the war situation has interfered with our European correspondence and contacts, but on the other hand, there has been an uninterrupted exchange of views with our friends in Great Britain, and there has been an increase in the number of visitors and the correspondence from Central and South American countries.

Interviews at City Prison, Manhattan

When the City Prison, Manhattan, was moved to its modern and well-equipped quarters in the new Criminal Courts Building on November 9, 1941, it left behind many traditions and, we sincerely hope, the name by which it was universally known, the old "Tombs." The only item which Warden William A. Adams and his competent staff saw fit to transfer that day, beside the

prisoners and their personal effects, were the large posters which are prominently displayed on the bulletin boards of every tier cautioning the prisoners against taking advice from fellow prisoners and strangers. The signs read as follows:

NOTICE TO PRISONERS

Do not take advice too quickly from fellow prisoners. If you are without friends, tell your story to the agent of the Prison Association of New York who will advise you without charge.

If you have no money to pay for a lawyer, the Court will assign one to defend you. This will cost you nothing.

If a lawyer sends for you, be very careful, unless you are sure he was sent by your friends.

Tell those who visit you to beware of those around the Court and prison who are probably "steerers" for lawyers.

Free advice will be given by the agent of this Association who visits the prison frequently. Letters for him may be dropped in the letter box, or mailed directly to the following address:—

Address letters as follows:—

PRISON ASSOCIATION OF NEW YORK,
135 East 15th St., New York.

Approved By the Department of Correction

* * *

It will be noted that the prisoners are urged to address their requests for advice and other assistance to the Prison Association of New York or to its representative who visits the prison at least once a week. In this way the prisoner is given an opportunity to avail himself of the many services the Association offers, and can also be confident that he is not playing into the hands of unscrupulous persons who might wish to capitalize on his misfortune. This service has been faithfully carried on since the early days of the Prison Association of New York nearly one hundred years ago.

A great number of requests come from men who are awaiting trial, having no legal representative and without funds to engage an attorney. During 1941, 169 such cases were referred to the Voluntary Defenders Committee of the Legal Aid Society for counsel. Whether or not the case is accepted as that of an indigent prisoner is the concern of the Voluntary Defenders Committee. If the defendant has sufficient funds to retain counsel the Committee, unless ordered by the court, will not accept the case. Through the continued cooperation of the Chief Counsel of the Committee, Edward T. Tighe, Esq., and his staff, this service has been of untold value to the community and to those accused of crime and in need of legal advice without cost.

Other prisoners not requiring legal aid but who are genuinely concerned about the welfare of their relatives and dependents or the solution of some personal situation during their incarceration

present a variety of problems. In many instances, cases have been brought to our attention by Warden Adams and other members of the prison personnel. After years of experience and with sufficient opportunity of observing prisoners for a considerable period of time, the "old-timer" who "knows the ropes" can be distinguished from the man undergoing a new and unpleasant experience and who may be confused. We wish to take this opportunity to express our thanks to Warden Adams and his staff for the many courtesies shown to us even during that difficult period when they were acclimating and adjusting themselves to changing conditions in their new quarters.

The general character of our work can be best illustrated by citing a few cases.

F. H.* was serving his sentence in the City Prison and was assigned as a maintenance man. Relatives sold him on the idea that his wife had not only been unfaithful to him but also had failed to care for their children properly. Our Association requested an investigation by the Society for the Prevention of Cruelty to Children in the borough where the family resides. It was revealed that the children were much better cared for by their maternal grandmother than was formerly the case. Allegations as to his wife's improprieties went unproven. H. had his mind set at rest as a result of these disclosures.

D. O.* had been assigned to the City Prison as a laborer following his sentence. His Veteran's Compensation check had been delivered to him but having no means of cashing it he gave it to a friend for this purpose. The latter, instead of returning the full amount, deducted a few dollars for his own purpose. We instructed O. to notify the police department which asked the friend in a business-like manner to repay the full amount of the check. It was only after he was threatened with arrest that he did so.

W. C.* had been arrested and given a suspended sentence for Petit Larceny. He asked our worker why he was being held in view of the sentence imposed. It developed that inasmuch as C. was on parole from a state prison he had violated its conditions by his arrest on the new charge. We learned through the parole division that C. was to be returned to state prison to complete his term, and he was so informed.

As our representative has entrée to all institutions of the New York City Department of Correction, he is called upon to visit many of them frequently. On such an occasion our representative was requested by K. K.* to visit him at the Prison Ward, Bellevue Hospital.

K. K.* wrote from the hospital stating that he was in great difficulty and would appreciate an opportunity to interview our representative. He was awaiting trial at City Prison when he was transferred to the Prison Ward for surgical treatment. When we visited him he informed us that prior to his incarceration his wife had been dependent upon him for support and now, deprived of his income, she was destitute and expected

* All names and initials are fictitious.

to be dispossessed momentarily. By contacting several friends of K.'s we learned his wife's whereabouts and referred her to our Family Service Bureau which department agreed to pay her rent and eventually was successful in placing her in employment. Learning this, K.'s mental attitude was improved and his anxiety was dispelled.

The philosophy underlying this work is to represent the community in assuring a fair trial to the prisoner with no detrimental effects to the innocent bystander. We emphatically do not advocate pampering prisoners, but assure them the right of legal representation and a true understanding of their problems. It is hoped that through the efforts of the Prison Association of New York the community and the prisoner will better understand their obligations to each other.

Employment and Relief Bureau

It requires no extraordinary perceptive faculty to understand the bewilderment of the discharged prisoner as he is "checked out of the main gate" and suddenly realizes at this moment that he is confronted with the perplexing task of finding a place in the community as a self-supporting citizen, despite the skepticism and prejudice with which he is received. No matter that the unemployment casualty, the super-annuated, the physically handicapped and other social liabilities have been generously provided for, the community feels that having prosecuted and punished the criminal offender its duty is performed and all that remains to complete the process of correction is the holy command "Go and sin no more." Yet, every competent criminologist will insist that a well organized correctional system has a right to expect that the community will receive the discharged prisoner upon release and render to him professional and intelligent guidance during that important period of transition from the disciplined, well-planned inmate life to the free existence suddenly thrust upon him. It is precisely for the purpose of rendering such professional and intelligent guidance to discharged prisoners that the Employment and Relief Bureau has functioned for the past ninety-seven years. And although during that time the Prison Association of New York has never ceased to educate and remind the community of its obligation to these men, the antiquated and unscientific attitude of public ostracism remains virtually unchanged.

The unfortunate effect of such an attitude on the part of the community is that it presents a heart-breaking problem to the ex-prisoner seeking employment, a problem which this department is called upon daily to solve. Just as "an idle mind is the devil's workshop," so an idle man, who is willing and anxious to work, but whose idleness is enforced because of an anti-social act for which he has paid his full debt to society, may eventually become

discouraged and foresake all worthy ambition. It is a proven fact that gainful employment is the best crime deterrent and guarantee of continued good behavior.

The Employment and Relief Bureau, under the direction of Raymond C. Rieger, a trained and experienced worker, considers its accomplishments during 1941 most heartening, particularly in view of the substantial number of job placements effected. During the past year our representative contacted 1,570 business firms and placed 356 applicants in employment. Moreover, we assisted many others who were fortunate enough to find employment unassisted, but who needed funds for carfare, tools, uniforms, or other items absolutely necessary to start work. The number of these men so assisted who returned to inform us of their progress and repay the funds we had advanced justified the confidence placed in them.

However, employment is but one of many phases with which the department has had to be concerned. The 1,507 different men who have come to us for advice and guidance during the past year each presented his particular problem which required individual analysis and treatment. As in the past we have insisted that the applicant be referred by his parole officer, a prison official or some recognized agency, for we feel the continuance of this policy is the best means of eliminating imposters and fakers. It is, indeed, a rare exception when we accept a case on any other basis, and then only when such a referral is impossible to obtain.

The majority of applicants were interviewed at our office several hours after their release from prison. In most cases they came to us without funds or other means of obtaining food, shelter, or adequate maintenance. Naturally it was not possible in every instance to make an immediate employment placement, largely because many of those interviewed, when asked for their employment experience, replied that they "could do almost anything," which was a graceful admission that they were equipped to do no particular job well. But in spite of this handicap, some of these men were placed on the same day of their application as handymen, porters, orderlies, restaurant workers and in other positions requiring unskilled labor, and were provided with funds for maintenance until they received their first pay. In other instances it was necessary to grant temporary financial assistance and outline a plan for the applicant's immediate future, such as an explanation of the procedure for obtaining public assistance or a referral to cooperating agencies and other contacts depending upon the particular needs and circumstances of the case.

A noticeable increase in the number of so-called "Service cases" has been occasioned by the Selective Service Act, alien registration and identification decrees and the special regulations affecting employees and employers in defense work programs. Many men, eager

to join the armed forces in defense of their country, have inquired regarding their eligibility, in view of their past record, and the procedure for enlistment. Others are anxious to learn their status under the various acts and decrees dealing with Selective Service and alien registration. But the greatest number of inquiries are from men who are seeking employment or who are already working in defense industries and are solicitous of what will happen when fingerprint requirements disclose their criminal records. The Bureau has used every available source to keep informed of all new legislation and interpretations on these subjects so that our clients will have a ready and accurate answer to their problem.

As usual the Bureau has received an overwhelming volume of requests for employment from men in State prisons who have been voted parole but who cannot be released until a bona fide job offer is received and investigated by the State Division of Parole. Since it is physically impossible to find employment for so many applicants, it is necessary to use a selective process after reading the parole record and evaluating each case on its individual merits.

Perhaps a summary of one case will illustrate our work in this field.

L. M.* was referred for employment by the Placement Director of a New York State prison. A copy of his admission summary, received with this referral, informed us that he was a dependent child at an early age and received most of his training in a vocational school in a Midwestern state. At the age of 21 he came to New York City hoping to find employment. For eighteen months he earned his livelihood at odd jobs, but finally fell in with careless companions, resorted to drinking and became involved in crime. He was sentenced to a State institution for a maximum term of 10 years. Eventually he became eligible for parole with the condition that he obtain a job offer before he could be released. His report indicated that he had several years experience as a baker in a vocational school in the Midwest and during his time in the New York State institution he was employed in the woodwork shop. He was released on a job the Association obtained in a small woodworking shop in New York City where he worked for three months. On several occasions the employer remarked that his services were most satisfactory.

But, unfortunately, business had to be curtailed shortly thereafter due to a shortage of materials and eventually he found himself out of a job. The Association paid his rent for two weeks until he obtained employment as an usher in a small theatre earning \$14.00 per week. Of his own volition he began repaying the Association at the rate of \$1.00 per week and on his day off sought employment at various baking establishments in the city. A short time later the Association secured a position for him as a baker in a small upstate town and obtained permission from his parole officer for him to make the trip to interview the employer. He was accepted for the job and when he spoke to us later said he had never been more satisfied in his entire life. As he explained to us, he liked the work and the small town atmosphere appealed to him. Furthermore, his wages were now higher than any he had received previously.

* All names and initials are fictitious.

We considered this a successful placement and adjustment as the work in which he is now engaged is best suited to his capabilities. His income is more than adequate to maintain him comfortably and his surroundings are pleasant and conducive to a happy existence. In short, all the circumstances which contributed to his delinquency in the first instance have been successfully eliminated.

The letters we have received from institutional and parole officials thanking us for our cooperation and commending us on the success of our work in this field are gratifying testimonials to our accomplishments and a source of inspiration for continued endeavor. The success of our work as exemplified in the case cited above, could be duplicated many times given increased public understanding. We feel, however, that progress, though "slow but sure," is being made in this direction, and we will continue our work hopeful for the day when the community will awaken further to the necessity for a sensible and scientific solution to the problem of criminal behavior and correction. No one can dispute the contention that it is impossible for an ex-prisoner to prove himself unless he is given the opportunity or "another chance." Our strongest argument for "another chance" for the ex-prisoner is the fine record established by the men, chosen, of course, on a painstaking basis, and given an opportunity.

STATISTICS FOR EMPLOYMENT AND RELIEF BUREAU 1941

Office interviews	2,289
Other interviews*	3,067
Total interviews	5,356
Different men interviewed	1,507
Men released from New York City penal institutions..	877
Men released from New York State penal institutions.	368
Men released from out of state penal institutions.....	87
Men released on probation	41
Men with no criminal record (special)	134
	1,507
Meals provided	1,531
Nights lodgings provided.....	476
Employment contacts made by personal visit.....	1,570
Men placed in employment.....	356
Men given cash relief.....	1,189
Total amount spent solely for relief (includes cash, meals, lodgings)	\$4,243.61

Family Service Bureau The problem of crime prevention is imbedded in the roots of national defense. Even while defending ourselves against totalitarian forces, ideals and customs intrinsic in our democracy must be strengthened

* Includes personal and telephone interviews with clients, parole and probation officers and agency officials.

and preserved. It is a well-known fact, that during war periods, the percentage of cases of juvenile delinquency increases. England now bears witness to this. Disorganized homes, loss of restraints, and economic insecurities combine to create a serious situation. We now face a grave problem.

The Family Service Bureau of the Prison Association of New York, under the trained direction of Miss Sylvia Newburger, is intensely interested in the problem of crime prevention. The special services inaugurated last year for the children of prisoners' families, including medical guidance, psychiatric, and psychological services, already present abundant evidence as to their value. The Scholarship plan, based upon the child's behavior in school, home, church and settlement, in accordance with individual capacity and need, has already produced impressive results. Distribution with respect to sex and age of participants is about equal, the majority of children being between 12-17 years old. Grants for general activities lead with those for special training in music first, and art, second. Stress is placed upon vocational preparation and plans.

Sympathetic understanding must be coupled with active interest. Casework of the type characteristic only in private agencies is offered our clients. Improved adjustment in established difficulties, and prevention of anti-social tendencies, in addition to emergency financial aid mark progress in the Family Service Bureau.

During the past year we have been active in the establishment of homes for the families of prisoners, away from the neighborhoods where there is current knowledge of the offense of the male member, and harmful influences. Thus, in a new environment, the families can begin again to share the respect of the community, without humiliation and attitudes which impede wholesome living.

Our Advisory Council includes the following:

Hon. Sanford Bates, Member, New York State Board of Parole.

Dr. N. L. Engelhardt, Teachers College, Columbia University.

Right Rev. Charles K. Gilbert, Suffragan Bishop, Diocese of New York.

Dr. Samuel H. Goldenson, Rabbi, Temple Emanu-el.

Hon. Jonah J. Goldstein, Judge, Court of General Sessions.

Dr. Florence Hale, Editor, "The Grade Teacher."

Rev. John J. Lennon, Catholic Charities, Archdiocese of New York.

Dr. Nolan D. C. Lewis, Director, Psychiatric Institute and Hospital.

Dr. Irving Lorge, Teachers College, Columbia University.

Dr. Frank J. O'Brien, Associate Superintendent of Schools, Board of Education, City of New York.

Dr. Bernard Sachs, Director Emeritus, Division of Child Neurology, Neurological Institute.

The percentage of apparently superior children who come to our attention is relatively small. However, the great need of this group for individualized case work so that potentialities be developed is very apparent.

Finally, it is agreed that in a democracy more than in any other form of government high grade leadership is essential. The U. S. A. . . . must have intelligent leaders or fail in the struggle. . . . And yet there are more than one and a half million children in our public schools with . . . exceptionally high intelligence who need only the permission and the opportunity to develop the leadership for which they have the foundation. . . . Failure to develop the very bright to their highest capacity represents waste of the kind we can least afford. (White House Conference on Child Health and Protection—1931.)

The Family Service Bureau has special guidance facilities for developing individual social and vocational potentialities, study enrichment, and special social and professional or industrial experience through the sponsorship of individuals of high repute.

Special acknowledgement is made to the following individuals, for unusual cooperation in our program for gifted children.

Reverend Neil Boynton, S.J., Clergyman, Author, and Professor; Antonia Brico, Symphony Orchestra Conductor and Lecturer; Reuben Fink, newspaperman and translator; R. L. Sackett, Dean Emeritus, Engineering, Pennsylvania State College and Assistant to the Secretary, American Society of Mechanical Engineers; Mary Brent Whiteside, Litt. D., editor, poet, lecturer and recipient of a number of outstanding literary awards.

Social change requires changed social practice. Precedent must fade at the point where the past contributes, and the future promises the effective solution of present problems.

MEDICAL GUIDANCE SERVICE

This service is under the immediate direction of Dr. Percy A. Crane, formerly District Medical Supervisor, Bureau of Child Hygiene, Department of Health of the City of New York.

The Medical Guidance Service is actively concerned with 361 children of 171 families. Descriptive statistics appear in the following pages, which have been compiled from records dating from the inauguration of this service in 1940.

Families With	No. Families	No. Children
1 child living	62	62
2 children living	46	92
3 " "	32	96
4 " "	10	40
5 " "	6	30

Families With	No. Families	No. Children
6 children living	7	42
7 " "	2	14
8 " "	2	16
9 " "	1	9
10 " "	2	20
11 " "	1	11
Total	171	432
	(361 of whom were examined)	

The ages of the children in these families are:

Under 2 years of age	56
From 3 years to 5	74
From 5 years to 12	158
Over 12 years of age	73
	361

Health Status of Parents

Mother		Father	
Deaths { 2 Carcinoma	} 4	Deaths { 1 Asthma	} 3
1 Renal		2 Unknown	
1 Unknown		Good Health	120
Good Health	67	Poor Health	51
Poor Health	104	Thyroid	1
Gynecological disorders	17	Gastro-Intestinal	8
Thyroid	20	Pulmonary	5
Gall Bladder disease	8	Cardiac	1
Arthritis	7	Cripple	1
Cardiac	11	Gall Bladder	1
Gastro-Intestinal	10	Renal	1
Diabetes	3	Sinus disease	2
Hypertension	3	Arthritis	3
Asthma	6	Fistula	1
Pulmonary	7	Hernia	1
Hernia	1	Luces	2
Varicose veins	1		
Renal disease	6		
Sinus disease	4		
Phlebitis	1		
Rectal fistula	1		
Ear disease	1		
Luces	6		

The facts regarding the state of health of the fathers are necessarily incomplete, as in many cases mothers have not seen their husbands in quite some time. It must also be realized that not all of the diseased conditions complained of by the mothers were active at the time of the interview. A number of these cases were already under the supervision and treatment of clinics and hospitals. In all instances in which this was not the case, these women

were referred to suitable clinics or institutions. We have noted that a great many of these cases have markedly improved or cleared up during our period of observation. However, figures are incomplete because all of the final reports had not yet been received at the time of this writing.

The Medical Guidance Service has cooperated closely with the Psychiatric Service in special cases.

Nutritional Status of the Mothers

Complete nutritional studies were not made in the cases of the mothers of the children under supervision. Heights and weights, however, were recorded in a number of cases, and the cross section thus elicited, is indicative of the situation as a whole.

Heights and Weights Taken in 67 Cases

Normal	12
1 to 5 lbs. underweight	4
5 to 10 " "	5
10 to 15 " "	9
15 to 20 " "	8
Over 20 " "	21
Obesity	8
	67

Of these 5 were in an extreme degree of malnutrition:

1-70 lbs. underweight	
2-42 " "	
1-36 " "	
1-30 " "	

Miscarriages

The history of miscarriages occurring in these mothers is as follows:

No. of mothers with history of 1 miscarriage	19
" " " " " " " " " " " "	2
" " " " " " " " " " " "	3
" " " " " " " " " " " "	4
" " " " " " " " " " " "	7
" " " " " " " " " " " "	8
Total	39

4 of these cases had recent Wassermanns which were positive—in the others the Wassermanns were either not taken at all or negative. The dates of the latest Wassermanns are indicated in the following table:

1941	5
1940	3
1939	5
before 1939	10
not at all	11

Our information as to the etiology of these miscarriages or whether they were voluntary or involuntary is unreliable. We cannot escape the fact, however, that miscarriages of unexplained

origin may possibly be caused by luetic infection, which may have been communicated to the children. The necessity for new blood tests has been explained to all of these women.

Causes of Death of Brothers and Sisters

(As reported by their mothers)

Number of families with death of 1 child.....	19
2 children.....	5
3 ".....	3
4 ".....	1
8 ".....	1
—	—
Total.....	29

Causes of death of these children:

Congenital.....	15
Cardiac.....	2
Pneumonia.....	9
Gastro-Intestinal.....	6
Malnutrition.....	2
Scarlet Fever.....	3
Streptococcus Throat.....	1
Diphtheria.....	1
Whooping Cough.....	1
Convulsions.....	3
Accidental.....	1
Unknown.....	6
—	—
Total.....	50

Birth Histories of the Children

Normal.....	314
Instrumental.....	85
Difficult.....	12

The evidence of the abnormal birth histories at this time is not conclusive as to the effect on later development.

Early Development Histories

Normal.....	201
Retarded.....	160

These estimations were made according to histories of delayed dentition, motor function, speech, etc., either singly or in combination. Unfortunately the limitations of time rendered it impossible to scientifically appraise by anthropometric and other means, the later physical developmental progress of these children. A few outstanding cases of stunted growth were seen, one of which was undoubtedly of pituitary origin. This case responded dramatically to endocrine therapy. A few cases of precocious development were observed, and appraised as such by the presence of premature evidences of puberty.

Past Histories of the Children, As Reported By their Mothers

Contagious diseases—These in the main, have followed the usual incidence found in all children. Of the more important of these we have recorded the following:

Measles.....	233 cases
Scarlet.....	25 "
Diphtheria.....	12 "
Meningitis.....	1 case

It would appear that the occurrence of 12 cases of diphtheria shows that previous health educational measures have not been completely effective in the prevention of this disease.

Respiratory Affections

The high incidence of these conditions is extremely significant, thus:

<i>Pneumonia</i>	77 cases
Children with 1 attack.....	61
2 attacks.....	12
3 attacks.....	3
4 attacks.....	1
Sinus disease.....	3 cases
Asthma.....	1 case
Intermittent Group.....	1 "
Streptococcus Throat.....	1 "
Tuberculosis.....	3 cases
Frequent colds.....	172 "

Especially notable are the complaints of frequent colds which in most cases are included in the present history as well as the past. Many of them were associated with hypertrophied tonsils as detected on examination; and successful results have frequently been reported following tonsillectomies. It is evident that the occurrence of frequent colds plus conditions of malnutrition, faulty hygiene, poor housing and insufficient clothing offers a favorable soil toward more serious disease, and indicates the necessity for prompt correction.

Miscellaneous:

Rheumatism.....	15 cases
Indefinite muscular pains.....	25 "
Appendectomy.....	6 "
Bezal.....	5 "
Convulsions.....	4 "
Jaunderic.....	2 "
Intestinal obstruction.....	1 case
Ear disease.....	27 (Mastoids 7, "Running Ear" 20)
Enuresis.....	72 cases

The histories of these diseases have served as a guide in the examination of these children toward the detection of sequelae and after effects.

The high percentage of complaints of enuresis which in most cases are included in the present history as well as the past, is highly significant in relationship to the nervous status of these children. Most of these cases have cleared up entirely, or definitely improved, under the guidance of this service which has included the correction of associated defects and faulty home training.

Past Traumas:

These are as follows:

- 14—(Head injuries 12—others 2)
 3 skull fractures, in all of which X-Rays showed no brain pressure
 2 brain concussions, X-Rays negative in one case, none taken in the other
 7 indefinite injuries, 3 of which were X-Rayed and found negative, and four not X-Rayed.

All of these cases were caused by accidents of various kinds—two miraculously escaped death from falls from windows, one from 5 stories and the other from 3 stories. Another child was struck by a baseball in the eye.

Notwithstanding these serious injuries, we have been unable to find important after effects in these cases, such as conditions that could be accounted for solely on the basis of traumatic etiology. Syphilis has appeared in eight (8) of the families under supervision and of these, three (3) children showed positive Wassermanns and are now under treatment. It is interesting to note that in one case where both mother and father were infected that the child escaped. Also in another, where both mother and grandmother had the disease but the child escaped. Syphilis, however, may be more prevalent in the entire group of children under supervision than our present figures indicate. Definite conclusions cannot be drawn as some mothers have never had a Wassermanns, and in others the dates of the Wassermanns taken made accurate deductions impossible. Our records are incomplete as to positive Wassermanns in the fathers.

The Present Family Status Regarding Lues

	Individual Families								Totals
	1	2	3	4	5	6	7	8	
Mother	+	+	+	?	+	+	?	+	6
Father	?	?	+	+	?	?	?	?	2
Child	+	—	—	+	—	—	—	—	3
Other Sibs	—	—	—	—	—	—	+ one	—	1
Grandmother ..	—	—	—	—	—	—	—	+	1

The Present Family Status Regarding Tuberculosis

Three children have had positive X-Rays for TB, and in all X-Rays show that the process has definitely been arrested. One of

these cases has recently spent several months at a convalescent home. The situation in other families is as follows:

One child has a positive X-Ray which is probably of pneumonic origin and is now clearing up. In another the father has TB, but the child's X-Rays are negative. In still another, the mother has TB and the child is Tuberculin positive but X-Ray negative. The physical findings in 2 other cases are highly suggestive and X-Rays have been recommended. These reports have not as yet been received.

In view of the high incidence of the history of respiratory affections as disclosed early in this article, plans are now being made to give tuberculin tests to the entire group of children under supervision, and their mothers.

Personal History of the Children at Time of Examination

Poor or erratic appetite.....	97
Occasional or frequent constipation.....	34
Abnormal menses	3
Occasional or frequent headaches.....	69
Tea or coffee allowed.....	60
Late retiring hours.....	56
Insufficient fresh air and outdoor recreation.....	72
Enuresis—(figures given on previous page)	
Frequent colds (figures given on previous page)	

Mongolian Idiocy:

In the group of children under supervision there are two Mongolian Idiots, one of two years of age and the other five years of age. The former is the only child of a young mother who is now employed and paying for the support of her child in a private home. Previously several unsuccessful attempts had been made by our social service worker to have the child institutionalized. The other child is a member of a very large family and we have urged this mother to permit us to arrange for institutional care as it is evident that the demands for excessive and continuous attention to one child must result in neglect to the others. Thus far she has refused.

Mental Defects:

Our psychologist has found four cases of definite feeble-mindedness out of 89 examined.

Nervous Diseases:

Chorea: Examinations have disclosed 12 cases of this condition, all of which have been referred for suitable medical care. Stays at convalescent homes have been provided for four of these cases—all have shown a definite improvement during the past few months.

Epilepsy: Two cases are at present under this group and under treatment.

Other Impairments Found at Examination

Vision and hearing tests were made in 231 children of the complete group of 361. Those not tested were the very young children. Vision tests were made with the Snellen test card. 92 cases of defective vision were found in this group, and include refractive errors as well as ocular muscle imbalance. In all of these cases, the necessary oculist service has been procured and glasses provided whenever indicated.

Hearing:

6 cases were found in the group, as determined by whispered voice tests. In addition to these, one child had an active ear abscess at the time of the examination and another complained of ear ache.

One of the cases had a 50% loss of hearing in both ears and had formerly been permanently institutionalized for this reason. Owing to some doubt as to the advisability of this placement, considerable work was done on the case by our psychologist who finally recommended that the present situation be unchanged.

It is quite probable that audiometric tests would disclose more hearing defects, of lesser degree, in this group of children. Reasons for this belief lie in the past histories which disclose a substantial percentage of cases of previous ear and mastoid disease.

Teeth:

113 cases of defective teeth were found upon examination. Most of these cases have now been corrected and the others are in the process of correction.

Tonsils:

140 cases of hypertrophied tonsils were found in the entire group, of which 113 were recommended for prompt operation. It was felt best to delay action on the remainder for various reasons, especially that of occurrence in early infancy. At the time of this writing many children have been operated on, but the final figures cannot be given, as our returns are incomplete.

Cardiac:

11 cardiac defects were found in the group, of which five were organic and six functional. One child has recently been confined to the hospital for a heart condition; all of the others are now under regular observation at various clinics.

Orthopedic:

10 cases of bony deformities, resulting from early rickets, were discovered. These, however, were not marked, with the exception of two cases, and required no treatment. The two cases required special shoes. Many cases of postural deviations were noted, proper

instructions were given, accompanied by appropriate educational booklets. Only one of these, however, was sufficiently exaggerated to require special attention.

Skin Diseases:

2 cases of eczema were discovered, as well as one case of a scalp disorder of obscure origin.

Glands:

4 cases of mild thyroid enlargement were found and all were present in girls. It was felt that no treatment was necessary in these cases other than the use of iodized salt in the daily food ration. In 8 other cases symptoms and signs strongly suggested thyroid underfunction, a definite diagnosis being impossible without appropriate laboratory tests. No immediate urgency exists in these cases and we are delaying further action pending the result of an improved nutritional status which may automatically correct these conditions.

Nutritional Status of Children

The criteria by which the nutritional status of the children has been appraised, are as follows:

1. Study of individual diet and daily food expenditure
2. Age, height, weight relationship
3. Clinical evidence of anemia and hemoglobin estimations
4. Firmness or weakness of musculature
5. Subjective or objective evidence of vitamin deficiencies
6. Observation of sthenic or asthenic types
7. Study of significant factors in past and present history

In our estimates we have endeavored to evaluate all of the significant evidence rather than that of simple findings such as underweight. Unfortunately, we have not had the advantage of prolonged observations of these symptoms which would unquestionably increase the accuracy of our findings.

Early in the progress of this work it was apparent that the condition of malnutrition was widespread in this group of children and that this was a major problem that required intensive efforts to correct.

The diets as disclosed to us were surprisingly faulty in almost every instance. It was rare indeed to find one that contained all of the minimum essentials for proper nutrition—many of them showed an unduly large percentage of starchy foods at the expense of the proteins. To many, meat was indeed a luxury for it appeared on the table only once weekly and in a few instances only after the relief check was cashed. In a small number of cases

the diets were scanty and occasionally bizarre in the extreme—thus: cake or buns plus tea or coffee were served as a complete meal. *And we have one case where the breakfast consisted of corn flakes and tea; the lunch of herring and crackers, and the dinner of wheaties and coffee.* In many families fruits were a rarity, in others green vegetables never were served, and in still others cereals or eggs never appeared in the daily ration.

An investigation of the amounts actually spent on food in many of these cases reveals that these funds were insufficient to provide all of the needed essentials. We have arrived at this conclusion by totaling the other necessary expenses such as rent, light, fuel, clothing and incidentals, and subtracting this sum from the total income. The investigation revealed that, in many cases, no more than 25 cents daily was spent for food for each child, and in some cases even less. We have taken steps to correct this condition, as described below.

It is apparent that children who are subsisting on diets in which one or more essentials are routinely missing suffer from nutritional deficiencies, whether the effects are easily noticeable on examination or not.

Age, Height and Weight relationships disclose the following:

Total cases recorded	164
Average weight	15
Underweight	116
1 to 5 lbs.....	57
5 " 10 ".....	38
10 " 15 ".....	13
Over 15 ".....	8
Overweight	33

These weights, however, in themselves, were not considered an actual index of the nutritional status of the children, but only as one part of the complete picture.

Clinical evidences of anemia were widespread in this group of children. Limitations of time prevented hemoglobin tests on the entire group. The following table gives a cross section of the situation:

Total cases recorded	40
80-90 hemo	8
70-80 "	15
60-70 "	16
50-60 "	1
	--

Signs of Vitamin Deficiencies:

Both subjective and objective signs of hypovitaminoses were found, somewhat irregularly, in this group of children. None, however, had progressed to the extreme extent of actual deficiency diseases such as beri beri, pellagra, ariboflavinosis, scurvy, etc.

The classical cases of well developed nutritional diseases that are reported from other parts of the country, particularly the rural sections of the South, were not in evidence in this group of children.

As many of the vitamin deficiencies were multiple, there was considerable overlapping of signs and symptoms making it difficult to identify cases in relationship to single vitamins. We have been particularly interested in vitamin deficiencies because of their possible relationship to nervous and emotional disorders. This opinion is well-founded on the basis of widespread and extensive scientific observation. Without losing sight of the importance of all vitamins, our attention has been drawn especially to deficiencies of the vitamin B complex as a whole or to single fractions of the same. These deficiencies were common in the diets of the children seen.

Methods of management employed in the correction of nutritional disorders:

1. Budgetary advice and readjustment of domestic economy, so that sufficient funds are available for the purchase of the necessary dietetic essentials. This often means the necessity for the family to seek living quarters with lower rentals, and of curtailed expenditures for other items.

2. Routine purchase of food stamps. This has been emphasized for it is evident that the extra 50% of food made possible by this means is of vital importance toward the betterment of the nutritional status of the children. Many mothers in the past have not bought the stamps for quite diverse reasons. Most complain that a greater cash outlay in the budget is required, leaving but little or no money for other household necessities. Others feel embarrassed while buying the stamps, and are unwilling to allow neighbors to learn of their plight. Still others have not bought them because of the necessity of repaying debts which sometimes date back prior to the receipt of relief funds. The debt status of many of the clientele appears to be chronic.

3. Education of mothers as to adequate diets. Each mother has been instructed individually as to the nature of the foods which must be included in the dietary. The information given has been graphically illustrated by charts and reinforced by appropriate booklets to be read in the home. Using the findings of the National Conference on Nutrition as a guide, emphasis has been placed on those foods which contain optimal vitamin and mineral concentrations, with due consideration given to carbohydrate, fat and protein rations, and caloric value. Our advice has been mainly confined to the staple and well known foods which have been tested, and of which the more important components and their amounts are known.

4. *Necessity for Cod Liver Oil.* At least ten of the children of the entire group had never been given cod liver oil and many of the others received it only during the first year. These ten, as reported above, showed definite bony deformities of early rickets. Vitamin D deficiencies may also be largely responsible for the large percentage of the teeth defects in the entire group. Unfortunately, it is impossible to obtain adequate amounts of the vitamin from any of the foods ordinarily eaten, and it must be supplied by other means such as sunlight and various fish liver oils. We have recommended scanty sun suit attire for the younger children in the summer and cod liver oil at other times of the year when adequate exposure to sunlight is impossible. As relief budgets made no provision for the purchase of this necessary accessory we have attempted to supply at least some of the material or other equally valuable fish liver oils from the contributions of various pharmaceutical houses—this amount, however, has fallen far short of that required.

5. *Special Diets, Special Foods and Food Accessories.* Early in the progress of this work, we submitted many requests for additional subsidies for special diets indicated in extremely malnourished cases, to the Department of Welfare, City of New York, (Home Relief Bureau.) These requests were almost uniformly granted, but later when the food stamp plan became operative were largely discontinued.

From the knowledge gained from the histories and physical examination of the children, various foods were emphasized according to specific indications. Thus, in the anemias, increased quantities of the individual foods rich in iron were recommended, and similarly in vitamin deficiency states, appropriate foods were advised.

In the light of the substantial proportion of nervous and emotional disturbances found in this group of children, time has been taken to explain to the mothers various combinations of foods necessary to supply adequate amounts of Vitamin B, and the other fractions of the B complex. As, in indicated cases, amounts of these vitamins are required which are greater than that which can be obtained from ordinary foods, various preparations contributed to us from pharmaceutical houses have been utilized. When these supplies became exhausted we advised the use of wheat germ which is very rich in B vitamins, and fortunately is quite inexpensive.

The successful results obtained amply justify this mode of management.

Country placements of 197 mothers and children involved preparatory medical examinations, and carrying out of recommendations.

We have also recognized the inspirational, educational and recreational value of attendance by these children at cultural groups, special children's hour radio broadcasts, etc. Through the courtesy of the National Broadcasting Company, and the director of one of the programs of the Columbia Broadcasting System, approximately 1,400 tickets have been distributed thus far.

By this means the accomplishment of at least part of this objective has been made possible. It must be realized that relief budgets provide for nothing more than the bare necessities of life.

PSYCHIATRIC SERVICE.

The psychiatric service is under the direction of Dr. J. G. Wilson, Senior Surgeon, U. S. Public Health Service, Retired; Director of the Division of Hospitals and Mental Hygiene, State of Kentucky, Resigned, and now Psychiatrist, Mental Hygiene Bureau, State Hospital, Trenton, N. J.

Thirty-six different cases were seen by the psychiatric consultant during the year ending December 31, 1941. Of these 31 were seen one time only, 4 two times, and 1 four times.

The group consisted of 17 adult women mostly the wives of prisoners, 2 adult men, one of whom was on probation, the other on parole, 17 children of whom 12 were boys and 3 were girls. The adults ranged in age from 18 to 42, the children from 4 to 17. The psychiatric diagnosis in these cases were as follows:

I.	
Children 17	
Simple behavior problem without any special abnormal psychiatric reaction	10
Behavior problem with endocrine gland disfunction.....	2
Behavior problem with mental deficiency.....	1
Behavior problem with psychopathic personality.....	3
Behavior problem with psychoneurosis, Reaction Depression.....	3
	17
II.	
Psychoneurosis	
Adults 19	
2 Men: Alcoholic Addiction	1
Psychopathic Personality	1
17 Women: No special abnormal psychiatric reaction.....	4
Severe psychoneurosis, Anxiety features predominating..	3
Hysterical features predominating ..	1
Reaction depression predominating ..	2
Mild psychoneurosis, Anxiety features predominating..	6
Psychopathic personality	2
	19

There were 8 of the women whose emotional conflicts centered around the advisability of permanent separation from their husbands. The most of these had already made up their minds not to live with their husbands when they came out of prison and were simply seeking psychiatric confirmation of the wisdom of their decision.

The treatment given the above 36 persons was in most instances a very simple form of psychotherapy. The great majority of the neuroses in the adult women, were situational in character, with uncertain economic security the principal factor. In these cases a plan was evolved to return their feeling of economic security. This simple form of psychotherapy seemed to bring favorable results more quickly than any other procedure.

The women who consulted the psychiatrist about the advisability of permanent separation from their husbands were all told that the question was one which involved their own moral standards, and religious convictions, and in those cases where a religious conflict seemed to be the chief complicating factor the psychiatrist refused to give any advice about it one way or the other, but referred them to their religious adviser. In the other cases they were told that it was a question they would have to settle for themselves, the psychiatrist confining his advice to a frank discussion of the probable outcome of the decision they had already made.

Of the 2 men who were seen one was a confirmed psychopathic personality type for which it was felt little could be done. The other was an alcoholic addict who was put in touch with the plan of the Alcoholics Anonymous group and who has apparently made a very good adjustment.

Among the 17 children, most of the behavior problems were ones which might have arisen in any family of similar economic and social status, and the direct connection between the imprisonment of the father was not often in evidence. In a few instances conflict was evident, manifested as anxiety and sense of shame. These cases were treated by formulating a full recreational and study plan and a frank discussion of the case with the mother to the end that her aid might be secured in diverting the child's mind into more healthy channels.

The one behavior problem with endocrine gland disfunction made decided improvement under anterior-pituitary medication.

In the treatment of both adults and children special attention was paid to the general health, removal of foci of infection, and vitamin deficiency.

The group is too small to draw any definite statistical conclusions, but the impression is that, on the whole, these psychiatric interviews have been helpful to the unhappy wives of prisoners, and

that the chief benefit accruing to the children has come about indirectly by a changed attitude of the mothers themselves.

PSYCHOLOGICAL SERVICE

The Psychological Service, begun in April 1941, is under the direction of Emilie E. Weimer, B.A., M.A., School Psychologist and Mental Hygienist, Hempstead (N. Y.) Public Schools.

This report includes a sampling of the distribution of intelligence among children of prisoners. The psychologist examined 89 subjects, employing in each case the Terman Revision of the Binet Examination, either Form L or M. The Intelligence Quotients range from 145-60. This would indicate a distribution of intelligence comparable to individuals included in the normal distribution.

- 1—Above 140 "near" genius or genius.
- 6— 120-140 Very superior intelligence.
- 8— 110-120 Superior intelligence.
- 39— 90-110 Normal or average intelligence.
- 24— 80-90 Dullness, seldom classed as feeble-minded.
- 8— 70-80 Borderline deficiency, classed as dullness, often as feeble-mindedness.
- 4—Below 70 Definite feeble-mindedness.
- 0—20 or 25-50 Imbeciles.
- 2—Below 20 or 25 Idiots (Mongolian).

The terms *subnormal* or *inefficient* and *supernormal* or *gifted* have significance. The former includes all degrees of deficiency below normal while the latter includes all degrees of excess above normal. No sharp lines of demarcation can actually be drawn between the various groups of intelligence classification. Various groups shade into one another. They represent different degrees of the attribute in question. Norsworthy states that even "idiots" belong to the same species.

Those who are either superior or gifted are being dealt with in accordance with their interests, capabilities, and resources. For those who are not fitted for advanced education, examinations have been conducted for preferences and vocational interests. There were 6 examinations made by Kuder's Preference Record and 6 by Strong's Vocational Interest Blank. There is a high correlation between the results of these two forms.

The existence of subject disabilities, such as reading and arithmetic, has been discovered. All of these cases were given thorough examination and recommendations for remedial instruction were forwarded to various schools.

For example, there is the case of L,* a feeble-minded boy, who had been retained in a second grade class for several years. He

* Initial fictitious.

was unable to meet the situation in which he was placed. He became the class dunce. This case was referred to the Bureau for Children with Retarded Mental Development of the Board of Education. Almost immediately we received their cooperation. L has become thoroughly adjusted and is a happy child.

AGENCY COOPERATION

We are grateful to the following organizations for cooperation during the year:

Adult Education Headquarters	Extension and Evening School Division, Board of Education
Baby Health Stations	Federation Employment Service
Bellevue Hospital	Federation of Protestant Welfare Agencies
Beth Mosos Hospital	Fordham Hospital
Boys' Athletic League	Free School Lunches
Bronx County Bar Association	French Hospital
Bronx Eye and Ear Infirmary	Good Humor Corporation
Bronx House	Good Samaritan Hospital
Brooklyn Eye and Ear Hospital	Greenwich House
Brooklyn Dental Clinic	Greenpoint Hospital
Brooklyn High School for Garment Trades	Gouverneur Hospital
Brooklyn Hospital	Haarlem House
Brooklyn Philanthropic League	Harlem Eye and Ear Hospital
Brownsville Community Center	Hebrew Day Nursery
Bureau of Part Time Work	Hobrow Education Society
Burke Foundation	Heckscher Foundation
Bushwick Hospital	Henry Street Settlement
Camp Sussex, Inc.	Home Relief Division, Dept. of Welfare
Catholic Charities of the Archdiocese of New York	Home Thrift Association
Catholic Charities of the Diocese of Brooklyn	Hospital Information Bureau
Catholic Guardian Society, Employment Division	Hospital for Joint Diseases
Catholic Settlement Association	Irvine School of Dramatics
Children's Shelter	Israel Zlian Hospital
Children's Welfare Federation	Jamaica Hospital
Christian Herald Children's Home	Jewish Board of Guardians
Christodora House	Jewish Community House of Bensonhurst
Civilian Conservation Corps	Jewish Hospital of Brooklyn
Colony House	Jewish Vacation Association
Columbus Hospital	Juvenile House of Juvenile Service League
Coney Island Center Clinic for Dental Care	Kings County Hospital
Coney Island Hospital	Knikerbocker Hospital
Cumberland Hospital	Lobanon Hospital
Division of Aid to Dependent Children of the Department of Public Welfare	Legal Aid Society
East Side House	Lincoln Hospital
Educational Alliance	Little Mothers' Aid Association
Edwin Gould Foundation for Children	Little Italy Neighborhood Association
Engineers Council for Professional Development	Loeb Memorial Home
	Long Island College Hospital
	Lutheran Hospital

Madison House	Roosevelt Recreation Center
Madison Square Boys' Club	Royal Typewriter Company
Manhattan Eye and Ear Hospital	St. Barnabas House
Manhattan H. S. of Aviation Trades	St. Catherine's Hospital
Mary Immaculate Hospital	St. George's Church
Memorial Hospital	St. John's Hospital
Misericordia Hospital	St. Vincent de Paul Society
Moran Audiphone Company	St. Vincent's Hospital
Morrisania Hospital	Salvation Army
Mt. Sinai Hospital	Schiff Center
National Youth Administration	School Settlement Association
Naturalization Bureau, Department of Emigration	Society for the Prevention of Cruelty to Children
N. Y. Urban League	Staton School Hospital
N. Y. Exchange for Woman's Work	Stewart Technical High School
N. Y. Heart Association	Stinson School of Aviation
N. Y. Infirmary for Women and Children	Strykers' Lane Community Center
N. Y. Hospital	Stuyvesant House
N. Y. Philanthropic League	Swedish Hospital
N. Y. State Employment Service	Sydenham Hospital
N. Y. Technical Institute	Taft High School
N. Y. University College of Dentistry	Tonsil Hospital
Northern Dispensary of the City of New York	The East Side Vacation Camp Association
Norwegian Hospital	Union Settlement
Orthopaedic Hospital	Unity Hospital
Police Athletic League	Vocational Adjustment and Guidance Bureau
Post Graduate Hospital	Volunteers of America
Presbyterian Hospital	Wiloughby Settlement House
Protestant Big Brothers	Wyckoff Heights Hospital
Public School #136	Young Men's Christian Association
Remington Rand Typewriter Company	Young Women's Christian Association

STATISTICS OF FAMILY SERVICE BUREAU FOR 1941

Families under care, January 1, 1941.....	227
New cases received	104
Old cases reopened	9
Total number of families under care.....	340
Cases closed	124
Families under care, December 31, 1941.....	216
Total amount of cash relief given.....	\$3,289.65
Visits to homes, relatives, and social agencies.....	803
Office interviews (involving advice, guidance, giving of material aid, medical psychometric and psychiatric examinations)....	3,070
Individuals provided with Thanksgiving and Christmas dinners....	634
Children given toys at Christmas	156
Children sent to summer camps	175

Appreciation

The Prison Association of New York takes this opportunity to record its deep appreciation and sincere thanks to Miss Emilie Weiner, Psychologist, Dr. Percy R. Crane, Physician, and Dr. J. G.

Wilson, Psychiatrist, for their contribution of time and labor in the interests of the Family Service Bureau. They have given freely of their time and experience, as noted herein, and without their services the Association and its clients would be at a loss.

Acknowledgments

The following pharmaceutical houses have supplied us with food products, food accessories, and vitamin preparations:

White Laboratories, Inc.
Carnation Milk Company
McKesson and Robbins
Mead Johnson and Company
Hoffman-LaRoche Company

We are especially grateful for the exceptional cooperation of the McKesson and Robbins Corporation.

We are also grateful to the following life insurance companies who have so generously supplied us with health educational material:

The Metropolitan Life Insurance Co.
The John Hancock Life Insurance Co.
The New York Life Insurance Co.

LEGISLATION

Herewith is a list of 41 bills which held the interest of The Prison Association of New York during the 1941 Session of the Legislature. Of this number, 17 bills approved by the Association were written into law, 10 bills opposed by the Association failed of passage, and 14 bills approved by the Association failed of passage.

Senate Int. 118, Pr. 118, by Mr. Feinberg: Repeals Chapter 260, Laws of 1939, entitled "An act to amend the correction law, in relation to transfer of prisoners in state prisons, reformatories and penitentiaries." *Approved. Chapter 91.*

Senate Int. 293, A. Pr. 2621, by Mr. Phelps: Authorizes Court of Claims to determine claim of person erroneously convicted of crime, through error of judgment in identification, after confinement in state prison and subsequent proof of innocence, no judgment to be given for more than \$5,000. *Opposed. Vetoed.*

Senate Int. 326, Pr. 345, by Mr. Johnson: Requires grand juries after July 1, 1941, annually to inquire into status of indictments remaining undisposed of for more than one year prior to convening of grand jury and to report thereon to court. *Approved. Failed of passage.*

Senate Int. 434, Pr. 472, by Mr. Riley: Requires sheriffs to appoint matrons in county jails who shall be in attendance when females are confined therein. *Approved. Failed of passage.*

Senate Int. 523, Pr. 579, (Assembly Int. 207) by Mr. Murray: Prohibits brush-making in correctional institutions except to supply brushes for use in state correctional and charitable institutions. *Opposed. Failed of passage.*

Senate Int. 645, Pr. 724, by Mr. Riley: Increases from six to seven the number of state prisons for men to include a new prison at Green Haven, Dutchess County. *Approved. Chapter 153.*

Senate Int. 647, Pr. 945, by Mr. Riley: Renumbers section which relates to daily records of state prisons, to avoid duplicate numbering. *Approved. Chapter 154.*

Senate Int. 648, Pr. 727, by Mr. Riley: Provides that prisoners transferred from state prisons to Elmira Reformatory shall be entitled to discretionary reduction of sentences for good conduct and efficient and willing performance of duties assigned. *Approved. Chapter 155.*

Senate Int. 649, Pr. 728, by Mr. Riley: Authorizes prison warden, instead of state comptroller, to appoint and make rules for comptroller's clerks and assistant comptroller's clerks of the prison. *Approved. Chapter 156.*

Senate Int. 650, Pr. 729, by Mr. Riley: Corrects erroneous reference relative to imprisonments in reformatory. *Approved. Chapter 181.*

Senate Int. 1142, Pr. 1389, by Mr. Desmond: Provides prisoner shall not be released by state board of parole unless board is satisfied that he will make a conscientious effort to become suitably employed in self-sustaining employment, if so released. *Approved. Vetoed.*

Senate Int. 1386, Pr. 1717, by Mr. Desmond: Provides that prisoners paroled or conditionally released from reformatories shall remain in legal custody of parole board for such period as board shall determine within limit of maximum term specified in sentence. *Approved. Chapter 485.*

Senate Int. 1440, Pr. 1792, by Mr. Desmond: Permits employment by persons holding alcoholic beverage licenses, of persons convicted of certain crimes if state liquor authority permits such employment in writing. *Approved. Chapter 905.*

Senate Int. 1646, Pr. 2075, by Mr. Young: Provides that where defendant held by grand jury or on information, is between 16 and 19 years of age and a first offender, grand jury and district attorney may recommend that defendant be examined and adjudged a wayward minor and if defendant is so adjudged, indictment or information shall be dismissed. *Approved. Vetoed.*

Senate Int. 1679, Pr. 2108, by Mr. Young: Continues to July 1, 1942, the adolescent courts in Kings and Queens counties, and authorizes such courts, with consent of district attorney, to dismiss criminal information or complaint against defendant over 16 and not yet 19 years of age and to deal with him as a wayward minor. *Approved. Chapter 940.*

Senate Int. 1772, Pr. 2470, by Mr. Riley: Gives parole board instead of board of visitors power to determine what prisoners serving indeterminate sentences at Westfield State Farm may be released on parole and under what conditions, and provides that prisoners on parole shall be under supervision of state parole board. *Approved. Failed of passage.*

Senate Int. 1782, Pr. 2247, by Mr. Riley: Strikes out provision preventing probation director from establishing rules to supersede

other rules relative to probation adopted by courts in New York City. *Opposed. Failed of passage.*

Senate Int. 1783, Pr. 2248, by Mr. Riley: Gives director of probation in correction department general supervision of probation in domestic relations courts. *Approved. Failed of passage.*

Senate Int. 1784, Pr. 2679, by Mr. Riley: Provides before defendant is sentenced for felony or receives suspended sentence therefor that investigation and report shall be made by probation officer, of his record and social history. *Approved. Failed of passage.*

Senate Int. 1786, Pr. 2251, by Mr. Riley: Requires that all counties outside of New York City shall establish probation department on or before July 1, 1943, in which there shall be merged the services rendered by several probation officers in any such county. *Approved. Failed of passage.*

Senate Int. 1788, Pr. 2253, by Mr. Riley: Requires that all salaried directors of probation hereafter appointed shall be in competitive class of civil service. *Approved. Failed of passage.*

Senate Int. 1789, Pr. 2254, by Mr. Riley: Strikes out provision that courts may remove at pleasure probation officers, but permits removal of non-salaried, volunteer probation officers. *Approved. Failed of passage.*

Senate Int. 1790, Pr. 2255, by Mr. Riley: Requires when offender is committed or sentenced to state correctional institution, that copy of probation officer's investigation report shall be forwarded to state correction commissioner, in addition to copy sent to head of institution where person is committed. *Approved. Chapter 504.*

Senate Int. 1941, Pr. 2475, by Mr. Desmond: Enacts the Youth Correction Authority Law, the authority to determine manner in which young offenders committed to it shall be supervised and when they shall be released into freedom; a youth correction division is created in executive department; members of the authority are to be appointed by governor. *Approved in principle. Failed of passage.*

Assembly Int. 8, Pr. 8, by Mr. Crews: Prohibits educational discrimination and preference in civil service competitive or promotional examinations, except where professional or similar requirements are imposed by statute. *Opposed. Failed of passage.*

Assembly Int. 98, Pr. 584, by Mr. Roux: Repeals obsolete provision relative to establishment of New York State Training School for Boys. *Approved. Chapter 44.*

Assembly Int. 176, Pr. 176, by Mr. Austin: Allows defendant with consent of court and district attorney to plead guilty to lesser degree of crime or to any other crime. *Opposed. Failed of passage.*

Assembly Int. 436, Pr. 442, by Mr. Costello: Provides that tramp on conviction may be imprisoned at hard labor in nearest jail as well as penitentiary at state expense of 80 instead of 60 cents a day. *Opposed. Vetoed.*

Assembly Int. 453, Pr. 2733, by Mr. Peterson: Provides for release on parole of prisoners received in state prisons prior to March 18, 1932, as first offenders for burglary or robbery, 1st degree, as second or third offenders after serving twenty years, and as fourth offenders after serving thirty years. *Approved. Chapter 540.*

Assembly Int. 455, Pr. 1279, by Mr. Sullivan: Repeals provision which prohibited employees of New York City education board from accepting other employment while in service without consent of board. *Opposed. Failed of passage.*

Assembly Int. 634, Pr. 664, by Mr. Costello: Increases from 60 to 80 cents a day the sum which state must pay for maintenance of tramps during imprisonment in penitentiary. *Approved. Failed of passage.*

Assembly Int. 673, Pr. 708, by Mr. Jack: Provides that felon shall not be convicted or punished as second offender if second felony was not committed until after expiration of ten years subsequent to termination of first sentence or to date sentence was suspended. *Opposed. Vetoed.*

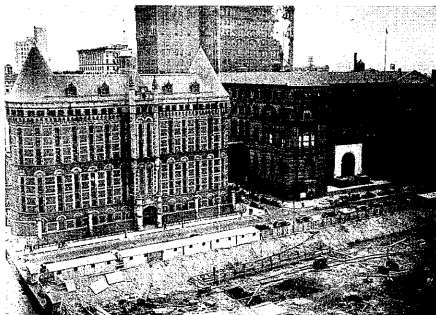
Assembly Int. 837, Pr. 1431, by Mr. Peterson: Provides that inmate of institution for mental defectives at Napanoch shall not be paroled before he might have been paroled from another institution under similar charge; this provision now applies only to inmates who have been arraigned, convicted or in custody on a criminal charge. *Approved. Chapter 298.*

Assembly Int. 1247, Pr. 2859, by Mr. Ostertag: Provides that wardens of prisons and chief administrative officer in institutions where felons are confined shall receive minimum annual salaries of \$5,000, with annual increments of \$500 until maximum salary of \$8,000 is reached, and strikes out provision that rations furnished shall be from prison stores and appropriates \$9,000. *Approved. Chapter 629.*

Assembly Int. 1315, Pr. 1507, by Mr. Ehrlich: Provides that employees in public schools, state prisons and hospitals and other state institutions after one year's service shall be entitled to reasonable sick leave with pay. *Approved. Chapter 934.*



The first "Tombs" building erected in 1838 occupied the same site as the one on the left below, abandoned November 9, 1941. The original "Tombs" was the first large public building located north of City Hall Park.



The old "Tombs" and Criminal Courts Building from Centre Street with the excavated site of the new structure in the foreground.

Assembly Int. 1484, Pr. 2867, by Mr. Mitchell: Requires that probation officers assigned in New York City domestic relations court cases shall be of same religious faith as family or person under supervision, prohibits inspection by the public of records of any case without consent of court, except by members of the bar, continues jurisdiction over child until age 21 and makes other changes, permits the remanding of the child to city hospitals department for thirty days for study and observation. *Approved. Chapter 943.*

Assembly Int. 1529, Pr. 1769, by Mr. Wadlin: Provides if offender convicted of a felony, acknowledges in open court that he is a second or subsequent offender, the court may vacate sentence erroneously imposed and permit offender to plead not guilty to crime charged or to plead guilty to another crime and sentence defendant as second offender or try him as circumstances require. *Opposed. Vetoed.*

Assembly Int. 1599, Pr. 1871, by Mr. Turshen: Requires that state correction commissioner shall segregate first offenders from other prisoners in state prisons. *Approved in principle. Failed of passage.*

Assembly Int. 1634, Pr. 1911, by Mr. Schulman: Provides that offenders convicted as second or third felony offenders must be sentenced for indeterminate term the minimum of which shall not be less than one-half longest instead of the longest term prescribed for first conviction and maximum shall not be longer than twice such longest term. *Opposed. Vetoed.*

Assembly Int. 1760, Pr. 2068, by Mr. Peterson: Provides when date of release from imprisonment in any country jail or jail farm or any city prison or workhouse, falls on Sunday or legal holiday, prisoner shall be released on preceding day. *Approved. Chapter 793.*

Assembly Int. 2097, Pr. 2560, by Mr. Beckinella: Authorizes New York City to select and acquire site and erect thereon city jail in Borough Hall section of Brooklyn near criminal courts building at cost of not to exceed \$5,000,000 to be paid from surplus moneys received from special taxes for relief purposes. *Approved in principle. Failed of passage.*

DEPARTMENT OF CORRECTION, CITY OF NEW YORK

War conditions produce changes, and correctional departments are no less susceptible to variations brought about by international conflict than other departments of government, or for that matter, private business. It holds true, therefore, that the Department of Correction of the City of New York has been compelled to revise many of its day to day operations to meet conditions resulting from the emergency of 1941.

To mention but a few of these factors, one would include the reduction of the uniformed force as a result of the Selective Service Act and the natural appeal of better paying jobs; the increased cost of supplies and the difficulties of obtaining material for the necessary repairs and construction; a reduction in the number of prisoners which, while certainly advantageous to society, produces a rather unusual problem of maintenance so far as institutional administrators are concerned. For example, a noticeable reduction in the inmate population at New York City Penitentiary has brought about certain problems involving the scarcity of skilled man-power for a number of its operations. These would include the bakery, laundry, hospital, etc.

Another significant change in the affairs of the Department occurred as of January 1, 1942. While this did not technically take place during 1941, preparations and advance arrangements were made to extend the jurisdiction of the Department of Correction to the Richmond County Jail and the Bronx County Jail, heretofore under the jurisdiction of the sheriffs of the two counties. As noted elsewhere in this report, the offices of the sheriffs of the five counties were consolidated into one city-wide sheriff as a result of the vote of the people of the city. This involved the transfer of certain functions of the former sheriffs to the Department of Correction, including the administration of the two institutions already noted. This situation meant that a number of existing personnel in the various institutions had to be transferred to the Bronx and Richmond County Jails.

Population of Department

The total inmate population at the close of the year 1940 (December 31, 1940) was 5,519 as compared to the total population at the end of the year 1941 (December 31, 1941) which was 4,856. The decrease is, of course, immediately apparent and the logical answer to any question concerning the reason for the decrease would be to the effect that a greater number of jobs were available in the various branches of industry. The "boom" which accompanies

[84]

America's "all-out" war efforts undoubtedly brought about a reduction in the rate of arrests and convictions, particularly so far as minor offenders were concerned.

Personnel Changes

At the end of 1941 certain changes took place in the administration of the Department which should be noted for the record. Acting First Deputy Commissioner Richard A. McGee resigned, effective December 1st, to accept a position with the State of Washington. Effective January 1st, 1942, Dr. Peter F. Amoroso, former Acting Commissioner was appointed by the Mayor as Commissioner of the Department. Henry O. Schleth, formerly Warden of the City Prison, Brooklyn, was appointed First Deputy Commissioner, and S. Paul Boochever, formerly Secretary of the Department of Correction, was appointed Second Deputy Commissioner. Pasquale Marsico, formerly a captain of the uniformed force, was designated Secretary of the Department.

General

Probably the most significant change in the Department from the point of view of institutions was the opening of the New City Prison and Criminal Courts Building located directly opposite to the old City Prison, commonly referred to as the "Tombs." Transfer of over 700 prisoners took place on Sunday morning, November 9, 1941, and was effected without publicity or incident of any nature. For this accomplishment the personnel of the Department of Correction is to be complimented. The New City Prison therefore, was placed in actual operation on the same date. For some days previous, members of the personnel of the old City Prison were instructed in the operation of the new institution and the change of institutions was effected with the least possible confusion. A detailed discussion of the New City Prison will be noted in another section of this Report.

Budgetary Appropriations

The change to the use of a fiscal year not identical with the calendar year was noted in a previous Annual Report, and therefore the appropriations for the Department of Correction apply from July 1 to June 30.

For the fiscal year ending June 30, 1942, the Department was granted an appropriation of \$2,753,292.66 for personal service, and \$1,276,685.00 for other than personal service, making a total of \$4,029,977.66. This compares with the appropriation for the fiscal year ending June 30, 1941, of \$2,713,483.21 for personal service,

and \$1,274,300 for other than personal service, making a total of \$3,987,783.21 for the full year. The appropriation, it will be noted, represents an increase of \$42,193.45 over the budget of the previous year.

Capital Budget

As is the case with other budgets and projects under the control of the City, the emergency situation has kept the Capital Budget of all departments at an absolute minimum. So far as the Department of Correction is concerned, it received an appropriation of \$368,534 to be expended on five projects, including a new power house, cell building and kitchen building for the Harts Island Reformatory Prison, and new farm buildings and an extension to the laundry at the City Penitentiary on Rikers Island. Most of these projects are due to be completed within the current year. One or two of the Harts Island buildings, however, are not scheduled for completion until 1944.

Also it should be noted that two appropriations were made for the Department of Public Works which indirectly relate to the affairs of the Department of Correction. One appropriation of \$13,550 was allotted for the reconstruction of the facilities for civil prisoners at Queens County Court and Jail, and another provides \$165,000 for the demolition of the old Criminal Courts Building and old City Prison, Manhattan, both of which are now vacant. It is anticipated that the demolition will be completed in 1942.*

Air Raid Precautions

The Department sponsored a course on "Problems of Correctional Institutions Under Bombardment" with the cooperation of the Municipal Civil Service Commission, in which the Prison Association participated. It is assumed that the Department is well prepared for any eventuality.

Institutions

The following remarks relative to various institutions in the Department are intended to be informative and are not necessarily inspection summaries as such. The material is presented for the information of those interested in the institutions of the New York City Department of Correction, and the Association feels that it is important to include this information for the record.

* Plans to use the old City Prison as a fire college of the New York Fire Department were announced as this report went to press.

Penitentiary of the City of New York

Through the year the Penitentiary of the City of New York has continued under the efficient administration of Acting Warden Harry T. Ashworth. Warden Ashworth is a man of considerable experience and was Deputy Warden of the Penitentiary prior to his designation as Acting Warden.

This institution has the unique distinction of being the largest prison within the boundaries of the State of New York, despite the fact that it has no relation to the State Department of Correction nor is it used primarily for the housing of State prisoners. The institution is under the sole jurisdiction of the City of New York. It continues to maintain its position not only as the largest short-term institution in the country—in fact, it could properly be termed a County Jail despite its tremendous size—but it also stands as one of the most progressive of short-term correctional institutions.

Personnel:

It is difficult to indicate in this instance, as in others, the exact status of personnel in view of conditions which affect this situation daily. The allocation of officers provided for a force of 227 correction officers including the deputy warden, 8 captains and others, and despite the fact that this figure varies almost from day to day, every effort is being made to retain the force at a level consistent with the requirements of efficient administration.

Population:

The population of this institution on December 31, 1941 totaled 2,066 and was distributed as follows:

Men sentenced to the penitentiary.....	1,160
Men sentenced to the workhouse.....	849
Men sentenced to the reformatory.....	57

The presence of other than penitentiary inmates is explained by the fact that so-called workhouse prisoners are received at this institution. It also accepts occasional transfers from the New York City Reformatory. The average daily total population during 1941 was 2,298.

Penitentiary and workhouse prisoners are not necessarily housed separately, but the typical workhouse prisoner is usually quartered in dormitories located in buildings originally designed to be shops. There is a system of housing segregation according to work assignments and medical diagnoses. In other words, venereal prisoners past the infectious stage may be housed in a separate section; sex deviates are likewise housed in a separate section; those classified as unfit for labor and those who are employed in more or less

"trusty" positions, etc. Inmates work together with one or two exceptions, but otherwise there is no segregation apart from the convenience in segregating those noted above. One instance of segregation which is noted is that of the sex deviates who are housed in a separate side of the cell block; they are worked separately from others and at heavy labor and have a mess hall for their exclusive use. They do not co-mingle with the general population.

There are a small number of state prisoners housed in the penitentiary for various administrative reasons, and the penitentiary is paid by the State at the rate of sixty cents a day per capita as provided in Section 212 of the Penal Law.

Receiving Procedure:

The officials of the Penitentiary have devised a uniform receiving procedure for all inmates including the reception of money, valuables and civilian clothing, physical examination, finger printing, etc. Ordinarily this procedure may be put into operation several times daily in the average State prison, but in this particular instance the Penitentiary receives a large number of inmates daily. On some occasions this has exceeded 150 per day.

Plant:

During the year an extension to the laundry has been placed in operation with the equipment consisting of three 1,000 pound capacity washers, three 60 inch extractors, three 8 roll mangles, and two 120 inch dry tumblers. The operations are fully automatic, and it has been stated by competent authorities that the laundry is equal to the best of civilian laundries.

Dumping of garbage by the Department of Sanitation unfortunately continues at the east end of the Island. While the dumping does not constitute the nuisance it did formerly, it still would be highly desirable to have it eliminated completely.

Employment:

All able-bodied inmates are assigned to some form of labor, and as noted previously it has been stated that there are not sufficient prisoners to fill all of the necessary jobs. The laundry provides employment for the greatest number, an average of some 300 a day. It has been reported that the laundry work done for the first ten months of 1941 reached a total of 2,978,550 pounds. It is expected that this figure will be increased when the laundry of the Department of Hospitals is sent to the penitentiary. This should average roughly 70 tons per week.

Another source of considerable employment is the bakery wherein all bread for the institutions of the Department of Correction,

the Department of Hospitals and the Department of Welfare, a total of 31 institutions, is produced. For the first ten months of 1941 it is reported that 4,688,305 pounds of bread were produced or roughly 15 tons daily, with double that amount on weekends.

Other industries include a bed shop and a mattress and knit shop. The penitentiary is not a manufacturing institution, and the majority of this labor is for maintenance and repair purposes.

There is a 20 acre farm under cultivation, and it is anticipated that this will be extended from time to time.

Medical:

The penitentiary is the location of the medical center for the Department of Correction, and the hospital continues to receive the approval of the American College of Physicians and Surgeons. The personnel consists of approximately 76 persons in addition to an extensive visiting staff of physicians and surgeons who are recognized specialists in their respective fields. It should be noted that at the close of the last fiscal year (June 30, 1941) 837 visits to the institution were made by the visiting medical staff.

Wassermann tests are taken on all inmates committed to sentences of 30 days or more, and during the last fiscal year over 12,000 of these tests were made. It is interesting to note that 10.64% showed positive. The average daily hospital census was reported to have been 135.

The professional and technical work of the hospital continues on a high level of efficiency under the immediate supervision of the Resident Physician, Dr. Herman Baxt.

The institution is fortunate in having a neuro-psychiatric clinic with a staff consisting of a Resident Psychiatrist, a Junior Psychologist and two or three others assisting. All penitentiary inmates with sentences of four months or longer are examined and recommendations for further treatment are made where necessary.

It should be noted that by the direction of Mayor La Guardia all inmates sentenced for sex offenses are committed to Bellevue Hospital for further examination upon their release.

Classification:

A Classification Board under the Acting Director of Classification conducts interviews and prepares summaries for the use of the Parole Board, institutional officers and outside agencies interested in the after-care of prisoners.

Education:

The educational program continues on an efficient level considering the factors involved in administering a short-term institution. It is, of course, difficult to conduct the best type of educational

program when a tremendous turnover in population is noted. There are both day and night schools with the day school devoted almost entirely to elementary subjects for inmates who are unable to work generally above the third grade level. Assignments to the school are usually made by the Classification Board.

The night school is strictly vocational with such subjects as radio mechanics, electric house wiring, sign painting, automobile mechanics, stenography, etc., offered. Correspondence courses are available in fourteen subjects, and an extension of this program is anticipated. At the close of the year about 500 inmates were participating in correspondence courses.

Library:

The total number of books approximates 14,500, and it is reported that 65 per cent of the inmates made use of the library facilities during the year. This does not include the use of the library by inmates of the various dormitories or of the general hospital ward. This work is under the direction of Herman K. Spector, Chief Librarian of the Department of Correction.

Recreation:

The penitentiary operates a rather extensive recreation program and conducts both indoor and outdoor activities under the Director of Education, Norman M. Stone. In addition to individual games, etc., motion pictures are shown once a week and on holidays.

Religious Program:

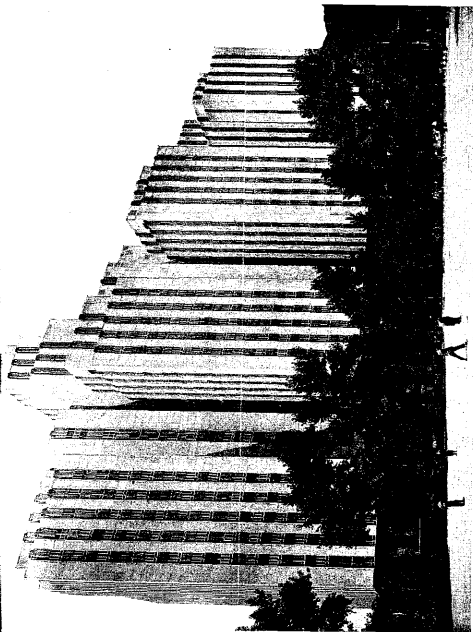
There are four paid chaplains with visiting ministers conducting services occasionally. Services are conducted weekly by the chaplains and attendance is encouraged but not compulsory.

Social Service Unit:

Under the direction of a correction officer (who possesses a B.S. and M.S. degree) a social service unit is conducted. Inmates are interviewed at their request for various forms of assistance. This would include aid which could be granted through the social service unit, such as correspondence with families, former or prospective employers, etc., and also the assisting of prisoners on discharge by referral to such agencies as the Prison Association of New York, the Department of Welfare, etc. Considerable work is done in connection with the Selective Service Division in the completion of registration, etc.

General:

On numerous occasions in the past we have made reference to the fact that men are discharged with but ten cents in their possession. At the risk of being repetitions we again indicate that as



New York City Prison and Criminal Courts Building
(east view)
The unit at the extreme right is the City Prison

soon as possible, when consistent with the financial standing of the city, attention should be given to increasing this allotment. It is understood, of course, that this cannot be done until the emergency situation has passed, but in the long range planning for the future of the Department some adequate solution to this situation must be found. *It is effective crime prevention to release a man adequately prepared for readjustment to the community upon his release.*

City Prison, Manhattan

Plant:

As already noted, the old City Prison, Manhattan, known for generations as the Tombs, was vacated November 9, 1941. There is, of course, no necessity for making additional remarks in the record concerning this institution. The student interested in the historical aspects of the old City Prison is referred to previous Annual Reports of the Prison Association of New York.

Likewise it is rather difficult to report in detail on the New City Prison. Sufficient time has not elapsed to enable the administration to "settle down" in the institution, so to speak, and plans and arrangements are being made for an expansion of certain portions of the usual institutional program. However, a few remarks concerning the general plant as such would seem to be in order.

The New City Prison consists of one wing of the Criminal Courts Building and is connected with the Court section by means of two bridges and a tunnel, thereby making it possible for prisoners to be transferred from prison to the Court without leaving the building itself. These facilities, however, are for the exclusive use of prisoners and their guards; civilians desiring to go from one to the other must use the street entrance.

The building is twelve stories high with outdoor exercise courts on the roof. It is of fire resistant construction throughout, and consists of 846 steel cells (including observation and isolation) and other accommodations for a total of 981 prisoners.

Discussing the institution from the top floor downward, it is noted that the *twelfth* floor consists of the hospital and medical rooms. A dental clinic, sterilizing room, diet kitchen, laboratory and several cells for the segregation of cases deemed unsuitable for the ward are located on this floor.

The motion picture projection room overlooking the chapel is also located on the *twelfth* floor.

The *eleventh* floor consists of the chapel or auditorium which is featured with a revolving altar such as used at the Women's House of Detention. The chapel is sound proof and has facilities for the projection of motion pictures.

Also located on this floor are facilities for drug addicts, commonly referred to as being "off treatment." These facilities are of the open dormitory type with a row of nine cells for the housing of suspected psychotics under observation.

The *tenth* floor is reserved for the first offender boys between the ages of 16 and 21 and the *ninth* floor for second offender boys of the same age. The total cell capacity of the *tenth* floor as well as the *ninth* floor is 102 cells each. There is a large day room on each of the two floors and at the present writing the space is being used for recreational purposes with courts for shuffle board and other floor games painted upon the floor. Plans have been made for the use of the recreation roof on frequent occasions by this group. It is anticipated that the adolescent age offender will have the use of the recreation roof at least once a day. Other prisoners will have this privilege about once a week.

The day room contains a number of chairs to be used for educational activities, etc..

The *eighth* floor is used by drug addicts and those afflicted with venereal disease. The cells are arranged on a central block plan, back to back, with utility corridor between, two tiers high. The cell capacity of this floor is 124.

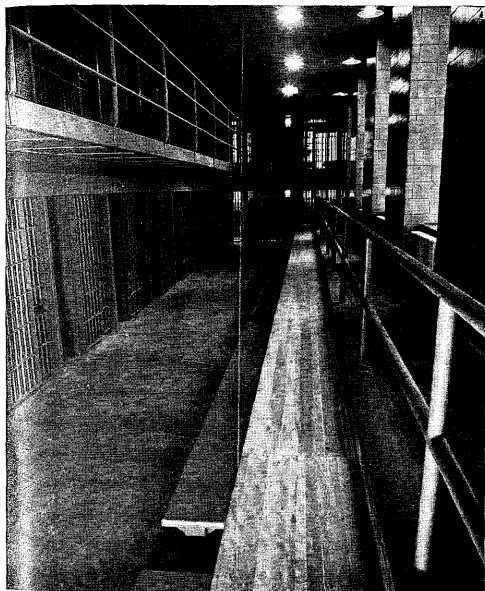
The *seventh*, *sixth*, *fifth* and *fourth* floors are identical with a total cell capacity of 124 each. The cells are of the latest maximum security type, controlled by manual operation. The controls are located in the center corridor and are constantly locked so that inmates have no access to the controls.

The *seventh* floor is used for felons and those accused of homicide. The *fifth* and *sixth* floors house felons and the *fourth* floor misdemeanants.

The *third* floor consists of dormitories for those sentenced to the penitentiary and transferred to the City Prison for maintenance purposes. There are no cells on this floor and it is divided into small sections by partitions four feet in height. The cubicles are about four and one-half feet wide and seven feet long. A locker is placed in each cubicle and is locked by built-in combination locks. The rated capacity of this floor is 106.

It should be noted that the total capacity of the entire building consists of 822 cells, 29 beds on the eleventh floor dormitory and 106 cubicles on the third floor, making a total of 957. In addition there are facilities for 24 located in observation and isolation cells.

The *second* floor consists of visiting booths, the main kitchen, a mess hall for inmate help, a mess hall for correction officers and the inmates commissary headquarters. The visiting booths permit no physical contact whatsoever, and visitors reach the waiting room by a separate outside entrance. The kitchen facilities undoubtedly



NEW CITY PRISON, MANHATTAN

View of cell corridor showing patrol walk on right, two tier plan for each section, table and bench arrangement.

surpass similar facilities in the city designed to feed a large number of persons. The equipment is the very latest to be manufactured and it is interesting to note that material was received just before priority regulations went into effect. Had the building been delayed another few weeks, it is probable that its occupancy would have been delayed for an indefinite period. All metal in the kitchen is aluminum or stainless steel.

Meals are served in the cells with the exception of the dormitories where they are served at tables, and food is conveyed to each cell block from the kitchen through the use of so-called thermos wagons. A separate elevator supplies the kitchen with the necessary food and other products, and is reserved for this purpose.

The first floor contains the visitors waiting room, offices of the officials, consultation room for attorneys and prisoners, other conference rooms and the receiving section of the prison. The main entrance opens into the first floor of the prison. Located in the Deputy Warden's office is the control board or nerve center. This consists of a panel board which registers all the necessary operations or operations within the prison which might indicate trouble at some point.

The basement consists of the laundry, engineer's department, heating facilities, incinerator, maintenance shops, officers' locker room and other similar departments, and two detention pens. The various departments are completely equipped and the detention pens are intended for temporary detention of possibly less than an hour's duration.

One unusual feature of the building is that it is ventilated by forced draft. It is not technically air-conditioned, but the air is forced through the building by eleven large power fans and exhausted by some fifteen other fans. All windows are of glass brick, two and one-quarter inches thick set in steel T bars. The interior walls are of light colored glazed terra cotta tile, and the floors are of finished cement.

All cells are eight feet deep and five feet, eight inches wide and eight feet high with occasional variations according to intended use. Each cell is equipped with a bunk, steel table and bench anchored to the side of the cell, a shelf and electric light, ventilating facilities and toilet facilities.

All prisoners are transported by elevator and stairways are for emergency use only.

Program:

At this writing little can be said about the so-called program of the institution but it should be noted that the daily activity afforded the adolescent age offender continues as it operated in the old city prison. Intended to provide wholesome instruction

and activity for adolescent offenders, the project will undoubtedly be broadened in view of the expanded facilities. Lectures and motion pictures, classes, etc., will be continued.

The Prison Association of New York continued its practice of many years in assigning representatives to the institution at least once weekly and further reference to this service will be noted under *City Prison Interviews*.

Credit should be given to the staff of the new City Prison under the leadership of Warden William A. Adams and Deputy Warden Louis Breitbach for their handling of the many difficult problems involved in the transfer of institutions, particularly in view of the fact that there had to be continuous operation. It was not possible for one institution to close on one day and the other to open the next day. In other words, at the moment one ceased to function the other began.

The population of the City Prison, Manhattan, as of December 31, 1941 was 735.

City Prison, Brooklyn

There appears to be little point in repeating previous discussions concerning this institution from the point of view of its present facilities. Suffice it to say that it continues to be used and undoubtedly will continue to be used throughout the emergency and probably for some time after until the financial standing of the city permits the construction of a new institution.

However, the Association continues its interest in the administration of the institution and a number of inspections and visits have been made during the year. The institution has been greatly improved administratively and physically and is undoubtedly being administered as best it can be under the circumstances. We have no quarrel with the administration of the institution, but we do express the hope that with the return of peaceful times, a new City Prison in Brooklyn can be authorized.

Some of the improvements in this jail consist of added dormitory facilities, the making available of a yard for exercise purposes, improvement in ventilation, construction of additional skylights, general painting and physical repair, new lighting facilities, etc.

During the year the General Secretary appeared before the Kings County Grand Jury and testified concerning the conditions at the jail in light of the recent improvements.

During the year there was considerable discussion concerning the fire resistant qualities of this institution. After several detailed inspections on the part of the General Secretary in the company of officials of the New York City Fire Department and after tests were conducted, it was agreed that the building presented no fire hazard.

The population of this institution on December 31, 1941 was 296.

Seventh District Prison

This institution, under the immediate supervision of Captain Charles Stempler, is manned by a force of three captains and eighteen correction officers. The population on December 31, 1941 was 39.

The general appearance and administration of the institution has been improved during the past year. There are two dormitories used mainly for housing of institutional help with the remaining prisoners housed in cells. This prison, located at 317 West 53rd Street, is adjacent to the West Side Court and Night Court and continues to receive hard use. There is a tremendous turnover of population and generally speaking this institution does not adequately meet the needs demanded of it, particularly during its "rush" hours. Again in this instance there will be an eventual need for a new institution at such time as the financial problem can be adjusted.

Heretofore there has been no provision for religious services, but during the year inmates under the direction of Captain Stempler have constructed a small chapel which is now used for services. The chapel has received considerable publicity in the New York newspapers, and those concerned are to be complimented for their efforts in this direction.

New York City Reformatory

This institution likewise has felt the reduction in the number of personnel and also the reduction in inmate population. On December 31, 1941 there were 334 inmates.

Plant:

Among changes noted in this institution so far as the plant is concerned was the conversion of coal fire baking ovens into gas with a replacement of the coal ranges with gas ranges. Other new projects under way include a farm office building, a sewage disposal plant, a 19 x 30 brick building to house the visitors waiting room and other quarters.

Employment:

All able-bodied inmates are assigned to some form of labor with the farm and outside work occupying the labor of the majority of the inmates. Large amounts of vegetables and other farm crops were raised during the year.

Classification:

New inmates are segregated for a two week period at the conclusion of which they appear before the Classification Committee.

Education:

An annex of the New York Vocational High School is located at this institution and such subjects as sign painting, plumbing, auto mechanics, etc., are taught. There has been considerable criticism directed at the educational program, and it is anticipated that steps will be taken to improve the situation. The education program has been in need of more careful planning and coordination with other aspects of the institution, and it is anticipated that this study will be made in due time. It has been stated that the great need at this institution is that it be considered a reformatory in the true sense of the word so that inmates upon their release will be qualified to contribute to the war efforts through the acceptance of defense jobs. In other words, no opportunity should be lost to train the boys for skilled occupations.

Recreation:

A correction officer, trained in physical education, directs the recreation program. The usual outdoor and indoor games are conducted for individuals as well as teams.

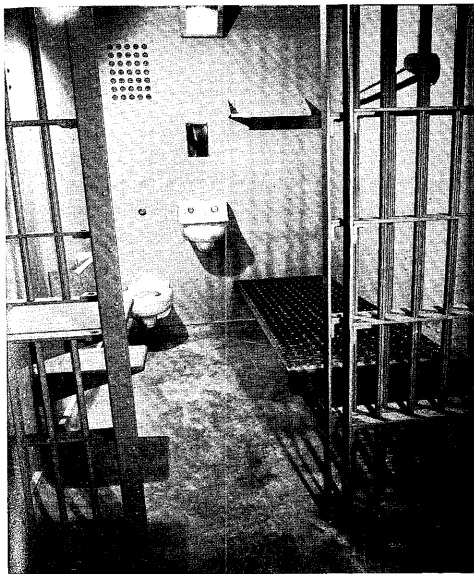
Commitments:

All commitments to the reformatory are of the indeterminate sentence type and release is under the general jurisdiction of the Municipal Parole Commission. Release is dependent upon decision of this body with the approval of the committing judge. It is interesting to note that the reformatory population consists of nearly 50 per cent Negroes. The institution houses offenders between the ages of 16 and 30 convicted on misdemeanant charges.

The institution is located on 620 acres of land and is known as an "open" institution.

House of Detention for Women

This institution houses all female prisoners including those awaiting trial as well as those sentenced to the Penitentiary or workhouse. It is the only institution operated by the City Department of Correction for the housing of females, and on December 31, 1941 the population was 440. With a few exceptions all staff members are females. Because of the size of the population it is necessary that "doubling up" be resorted to despite the fact that the population has decreased during the past year. The institution is considered to be inadequate so far as capacity is concerned. Prior to the present emergency the Capital Budget included an appropriation leading toward the extension of facilities of this institution. However, with the elimination of available funds this project is no longer included in the budget. Without a doubt it will not be resumed until a



Interior of cell, New City Prison, Manhattan

more appropriate time. However, it should be noted for the record that as soon as possible the city should conduct an informal study for the purpose of determining adequate facilities for peacetime. Eventually it will be necessary that attention be given to this situation.

Employment:

A good portion of the heavy maintenance work of the institution is performed by male sentenced prisoners, transported from the City Prison, Manhattan, each day and returned to the City Prison in the evening. All able-bodied inmates are assigned to some form of work such as laundry, maintenance, kitchen, sewing room, etc.

Medical:

Medical facilities are undoubtedly adequate for present needs, and it is noted that a relatively large number of drug addicts continue to be received.

Education:

Educational activities are under the general direction of a trained teacher who is a female correction officer. Assisting are a librarian, director of recreation and several music teachers, some of whom are paid from W.P.A. funds. Various elementary subjects are offered in addition to classes in stenography, social studies, health, hygiene, etc. Music instruction is available and a considerable proportion of the inmates are enrolled.

Religious Service:

As is the case with all the sentence institutions the services of full-time chaplains are available. Attendance at services is voluntary and the auditorium or chapel is equipped with a unique revolving altar; as noted previously this facility has been installed in other institutions.

As is true with the New York City Penitentiary prisoners released at the expiration of their sentence or on parole from this institution are given the sum of ten cents together with the necessary articles of clothing. Again in this instance, it would seem to be practical crime prevention to equip discharged prisoners with a greater sum of money. The fact of the matter is that this would seem to be more important for female prisoners than for male prisoners. Of course, it is realized that the state of public finances will not permit additional appropriations at the present time, but it is again urged that suitable study be devoted to this problem on a more or less long range basis.

The House of Detention for Women is under the able management of Miss Ruth Collins.

NEW YORK STATE DEPARTMENT OF CORRECTION

Through the year 1941 the Prison Association of New York continued its long years of close attention and observation of the institutions and administration of the State Department of Correction.

The Department has continued under the conscientious administration of Commissioner John A. Lyons who was appointed in 1939. Prior to his present appointment, Commissioner Lyons was 2d Deputy Police Commissioner of the City of New York.

In other sections of the Annual Report reference will be noted to various aspects of the State Department of Correction. They need no repetition at this point but the reader should refer to the various recommendations to the Legislature, many of which relate to the State Department of Correction.

As is the case with correctional departments of numerous other states, New York has been faced with problems of personnel and administration directly traceable to the emergency conditions. For example, it has been necessary to curtail expenses; personnel has changed; the opening of the new maximum security prison at Green Haven has been delayed numerous times because of difficulty in obtaining material, etc. It should be noted, however, that the Department has met these problems to the best of its ability and has been fully aware and prepared for emergencies that might occur from enemy air attacks.

The Association, as also noted in another section, (See Employment and Relief Bureau) has been devoting considerable attention to the problem of securing employment for men confined in state prisons and Elmira Reformatory who are eligible for parole. A considerable number of jobs have been obtained for prospective parolees of Elmira Reformatory and Walkill Prison, in particular, and an increasing number are being found for inmates at Sing Sing. It should be noted that no prisoners are released on parole from the state prisons and Elmira Reformatory without a guarantee of definite and verified employment, in accordance with law.

The following discussion of some of the institutions is included as general information. It does not relate to all state institutions but on the other hand is illustrative of the general type of program conducted by the State Department of Correction.

Sing Sing Prison

Probably the most significant change occurring at this institution during the year was the resignation on July 10, 1941 of Lewis E. Lawes as Warden. Warden Lawes had served the institution

over 21 years and was responsible for many improvements and accomplishments. Following his retirement to private life, the former Principal Keeper at Attica State Prison, Robert J. Kirby, was appointed Warden. This appointment was in accordance with the usual Civil Service procedure applying to all positions in the State Department of Correction and at the present writing Warden Kirby, who has a long background of institutional experience, has completed some six months of service in that office.

Staff:

There are approximately 290 guards and 107 civilian employees at this institution not including the Warden, Principal Keeper and his Assistant, a Captain, two lieutenants and nine Sergeants.

Population:

As of January 1, 1942, there were 2,400 inmates confined in this institution. It should be noted that an average of about 750 men are confined in the old cell block erected in 1825. The Prison Association has campaigned consistently since 1916 for the abolition of these quarters, and, it is intended that they will be abandoned with the opening of the new prison at Green Haven. It is suggested that the reader refer to Recommendation XI urging that the legislature set a date from which time it would be illegal to continue the use of the old cell block.

Plant:

Numerous changes have taken place and some of the more important include a revision of the visiting room which is being remodeled in accordance with plans prepared by the Department of Public Works. Iron pipe rails which once formed partitions between visiting stalls have been removed and so-called tables are being installed. This will make it impossible for the prisoner and the visitor to come into contact and the top of the table will have a wire mesh screening extending some three feet above the table. A considerable portion of the institution has been repainted and a wide area of floor space has been refinished.

Employment:

The majority of able-bodied inmates are assigned to some form of employment or maintenance activities. With the exception of those who are not able to work because of physician's orders or otherwise, there have been few without some work assignment.

The industries include knit, sheet metal, shoe, print, brush and mattress and paint brush shops. In addition, employment consists of clerical, truck drivers, etc., all of which in this instance are related to the industries. Beyond those assigned to industries all

others are assigned to maintenance tasks. Toward the end of 1941 it was noted that 1616 inmates were assigned to industries, 1456 to maintenance, and 125 were idle for lack of work. While sales have increased over the preceding year none of the shops were operating at full capacity. Various reasons account for this including a lack of material and, of course, lack of orders.

Medical:

As noted in previous reports, the medical facilities are comparable with the best to be found in the free community. The hospital has the recognition of the American College of Physicians and Surgeons and several significant projects are being undertaken at the present time. A program of arseno-therapy for syphilis is continued with reported excellent results. This recently received considerable publicity and the attention of medical officials throughout the country has been directed to this project.

In April 1941 a training course for inmate nurses was inaugurated with a group of thirty-six selected inmates. The course has a dual purpose, namely, the training of hospital personnel and the affording of the opportunity of vocational training. The course covers eleven weeks with daily classes and lectures five days a week. As far as can be determined this is the first course of its kind in a correctional institution.

Psychiatric:

The Prison Association has urged the legislature to restore the psychiatric and other professional services which were eliminated in 1939 and it is gratifying to note that further restoration was made possible during 1941. The division conducts detailed admission examinations and makes recommendation for transfer to specialized institutions for the mentally afflicted; makes reports to lunacy commissions and does other prescribed tasks.

Education:

Sing Sing has an intensive program of academic and vocational education with some of the vocational training classes including printing, radio, automobile mechanics, drafting, refrigeration, aviation mechanics, machine shop practice and electric welding. It is anticipated that a class in electric arc welding will be instituted in addition to other courses. In the academic school a number of elementary subjects are taught in basic English and arithmetic, and in the advanced school, classes in foreign languages, salesmanship, commercial subjects, etc., are conducted. Correspondence courses are furnished free to inmates and a well-equipped library of approximately 25,000 books is available for their use.

It should be stated that a majority of the books in the library

have been donated as has much of the mechanical facilities for the vocational classes. It is reported, for instance, that three types of aeroplane engines have been donated by manufacturers.

Religious Services:

Full time chaplains conduct the usual religious services and are available for personal consultation. Attendance at services is voluntary.

Recreation:

It is absolutely essential to have a well-rounded recreational program in any type of institution housing a large number of persons. Particularly, it is true in a prison and particularly is it true when there is not enough labor to occupy their full time. It is absolutely essential that an activity program be available in order to maintain health and morale. A variety of activities are available and organized; baseball and one or two other games are scheduled throughout the seasons. The well-equipped gymnasium serves a good purpose and basket ball is played during the winter months; soft ball, hand ball and other individual participation games are also available. In addition, the program includes motion pictures, lectures, music, etc., and the great majority of prisoners participate to some extent.

General:

In addition to the appointment of Robert J. Kirby as Warden, Thomas J. Keeley was appointed Principal Keeper to take the place of John J. Sheehy who retired shortly after Warden Lawes.

Attica Prison

With the close of 1941 Attica Prison completed ten years of activity. Located in the Buffalo area it is designated as the receiving prison from the courts of central and western New York. Because of its recent construction it is obviously equipped with facilities that may not be found in some of the other state institutions. It is of the maximum security type and the population as of January 1, 1942 was 2,183. The majority of able-bodied inmates are assigned to either industries or maintenance operation. In addition, a number attend school and a small group are assigned to the reception company. Various shops manufacture metal and textile products and the so-called state shop produces shoes, uniforms, parole suits and other types of clothing for the use of the inmates. A farm is operated as a part of the maintenance and the products are consumed at the institution.

A school is conducted in a separate building of some fifteen rooms but at certain times during the year it was necessary to convert

some of the classrooms for use as dormitories. This obviously curtailed the activities of the school to some extent. A considerable number of inmates attend school and take advantage of the cell study courses and other advanced instruction that is available. A library and recreational program is also offered.

As is the case as some of the other institutions, the psychiatric clinic resumed operations following the elimination of these services by legislative action in 1939. The personnel has been reduced but the clinic now operates in the cases of those reported for serious breaches of discipline, in addition to the use of the service for transfer purposes and general classification within the institution.

The institution has continued under the efficient administration of Warden William Hunt. Warden Hunt has been assigned as Warden of the new Green Haven Prison, effective upon its opening.

Auburn Prison

Auburn Prison originally had the distinction of being the model institution in the country. Back in the days when citizens were upholding the merits of the Pennsylvania system versus the Auburn system and vice versa, the Auburn Prison was considered to be the last word in design and construction. Finally winning out in the long years of argument, it has continued in use until the present time. Of course, new buildings have been erected and the present Auburn Prison would not be recognized by those who were confined therein over one hundred years ago. It is a maximum security institution located in the heart of the city of Auburn and receives prisoners only on transfer from other institutions. In other words, prisoners are not committed directly to Auburn Prison. The population as of January 1, 1942 was 1,563. The new cell block "E" with a capacity of 260 will relieve the problem of overcrowding and make it possible to discontinue the use of cots in the dormitories and corridors. It should be noted that when the new cell block is completed the institution will be practically new with the exception of one or two small structures.

As is the case with other state prisons, the problem of finding sufficient work is ever present. The majority of able-bodied inmates are employed but a small group is idle for lack of work. The industries include a bed, wood, broom and basket, cloth and steel shop. In addition, the license plate shop is located at Auburn Prison and operates at one hundred per cent capacity during ten months of the year. The remaining two months are taken up with repairs and overhauling. Just what the situation will be in this particular shop during the coming years is difficult to state at this writing. The shortage of raw material is obvious and the plate shop will probably produce small date strips for use in 1943 with 1942 plates.

A large farm is operated as an industry and its products are consumed at the institution. During the last fiscal year the dairy produced 205,079 quarts of milk. Auburn Prison, as is the case with other institutions, is experiencing difficulty in assigning experienced men to the various industries. The obvious reason for this is due to the fact that men with skilled or semi-skilled training are finding employment in the war effort and, therefore, are not as susceptible to illegal activity. Furthermore, it is suggested that the proposed classification system (See Recommendation VI) would be of service in assuring the transfer prisons of a sufficient number of inmates trained in specific lines of work to the extent that they are available.

The educational program offers a wide variety of activity in academic and vocational instruction and to go into detail would be repetitions of what has already been said concerning other state prisons. Suffice it to say that careful study is made of inmates desiring to take advantage of the educational opportunities and a wide variety of courses are offered under competent leadership.

A recreational program is available with organized as well as individual activity.

Classes in religious instruction are conducted by the chaplains who are available for consultation.

It is desirable to increase the equipment of the vocational shops and it should be stated that the institution's officials are well aware of the problems in this respect.

Auburn Prison is under the direction of Warden Joseph H. Brophy, an earnest administrator.

Wallkill State Prison

Wallkill Prison, located in Ulster County, near the city of Newburgh, is known as a medium security type of prison and accepts inmates on transfer only. It is not essentially an industrial type of prison but on the contrary, an institution stressing vocational training. To this end the academic and vocational programs are intensive as well as extensive. Also located at this institution is the Central Guard Training School. The staff consists of approximately 144 including uniformed and non-uniformed officials. The population as of January 1, 1942 was 461. There is a carefully directed transfer procedure which involves considerable interviewing and the study of all prospective transferees. A member of the institutional staff visits the other maximum security institutions and those who have more than four years of their sentence to serve or who are beyond the age of forty, are disqualified for transfer. Certain offenders are also disqualified because of the nature of their crime or the extent of their previous criminal record. It can readily be seen that this careful selective process serves to place the

educational program at the highest possible level. In other words, the educational program is not being wasted upon persons unable to profit by its service.

As far as the employment situation is concerned this problem is not difficult to solve at this particular institution because of the fact that it is not an industrial prison. There is a cabinet shop that produces wood furniture but beyond this the industrial program is limited.

As has already been indicated, the broad educational program is of prime importance at this institution. Every effort is made to integrate the maintenance operation to the training program and a variety of educational courses are now conducted. To mention but a few, there are auto mechanics, blacksmithing, machine shop, welding, power plant operation, electricity, baking, tailoring, and others. The academic classes include the usual variety of grade and high school subjects in addition to advance subjects such as public speaking, Spanish, trigonometry, etc. The farm labor consists of men who have shown a genuine interest in agriculture all of whom are under the instruction of competent supervisors.

Preparation for Parole:

Wallkill Prison is without a doubt the best example of the ideal type of correctional institution in that it is considered a training ground for parole. To this end Wallkill has established a Service Unit which agency attempts to coordinate the various interests and activities so that each individual will secure the best possible training and attention in accordance with his needs. All of this is done with the thought in mind that the inmate upon his release will be in a far better position to adjust himself to the life of the modern community. One instance of their work is to be noted in another section of this report under the heading of "*Employment and Relief Bureau*". Through this bureau of the Prison Association of New York, employment is obtained for men eligible for parole particularly from this institution inasmuch as it is a training center. Case summaries are furnished to the Association giving all necessary information required for the suitable placement of a prospective parolee. Pre-parole classes are scheduled for inmates who have been voted parole as an added attempt to prepare them for their release.

A director of recreation conducts a physical activity program so that all inmates may participate.

Religious services are conducted by two full-time chaplains.

It is suggested that the reader interested in an extensive and detailed report of the daily activities of this institution consult the Annual Report of the institution which is available in mimeographed form. It is regretted that space limitations do not per-

mit a more thorough discussion of the Wallkill program in this statement.

Wallkill Prison is under the able direction of Warden Walter M. Wallack who, prior to his present appointment, was Director of Education for the State Department of Correction.

Great Meadow Prison

Located at Comstock, Washington County, Great Meadow Prison is considered of the modified maximum security type. As of January 1, 1942 the population consisted of 1,442. The industries consist of a chair shop and a mat shop together with the stone quarry and the farm. As is the case with other state institutions a number of men are idle for lack of work and a considerable number are assigned to maintenance tasks. It is reported that the mat shop may have to be discontinued in the future because of the difficulties involved in obtaining the necessary raw material. The inmates also make parole suits and other types of clothing for use within the institution. The staff of the classification clinic has not been restored following its elimination in 1939. The usual recreational opportunities exist but there is no organized athletic program. Academic, vocational, and correspondence courses are available and under the direction of Cornell University several inmates are studying scientific agriculture through special courses.

Clinton Prison

Located at Dannemora, Clinton County, in the northern section of the state, Clinton Prison is of the maximum security type. There was considerable construction scheduled including a new cell house and the facilities are being expanded. During the year a new chapel was erected by the inmates together with additional hospital and power plant sections. Other buildings have been demolished to make way for the additional construction.

Under the wardenship of Walter B. Martin, M.D., considerable improvements have been made. Some of the improvements as far as construction is concerned were considerably delayed because of the difficulty in obtaining material. Efforts are made to assign all able-bodied inmates to some form of employment but this presents a difficult task. Many are idle purely because of the lack of work. Those associated with the industrial operation of the prison have expressed the fear that further delay will be encountered because of difficulties involving transportation and the shortage of raw materials.

A farm consisting of 96 acres of state owned land and 80 acres of rented land produces much of the food stuff consumed at the institution. As far as the farm itself is concerned it produces a small profit.

The prison is equipped with the proper medical and hospital facilities. In fact, the new hospital unit was first occupied on February 6th, 1941. It consists of three floors with the usual facilities. The third floor is reserved for tubercular patients exclusively and all tubercular inmates of the state prisons are transferred to this institution.

From the point of view of the educational program, several new courses have been inaugurated including a machine shop practice class under competent leadership. The educational program includes academic and vocational classes with a number of specialized courses available for those properly qualified. In this instance, a class in journalism has been started this year. A library of over 13,000 books is under the direction of one of the chaplains and the recreational program is under the direction of a staff official. Organized activity is conducted and the usual facilities are available. The population on January 1, 1942 was 2,113.

Elmira Reformatory

On numerous occasions it has been noted that the Prison Association of New York was largely responsible for the introduction of the reformatory system in the United States through the founding of Elmira on the basis of a law passed in 1869 with the eventual opening of the institution in 1876. Elmira has had its good days as well as its poor days from the point of view of administration. However, at the present time it is one of the outstanding correctional institutions of the country. It is essentially a training institution for the young first offender despite the fact that many are sentenced who are not able to profit by its opportunities. Reference should be made to Recommendation VII in which the Prison Association of New York urges the direct commitment of all prospective Elmira prisoners to the State Department of Correction. It would then be possible to effect a sound system through which the proper type of inmate could be committed to Elmira Reformatory. The population of Elmira on January 1, 1942 was 1,483, with a cell capacity of 1,691. With the opening of two new cell blocks within the year the practice of housing two inmates in a cell or in improvised dormitories has been largely discontinued. As is true in other correctional institutions throughout the country, there has been a noticeable decrease in the population of Elmira. This is traceable to the increase in outside employment including the situation resulting from the Selective Service System.

At the close of the year there were approximately 255 inmates eligible for parole provided they could secure satisfactory employment. The service of the Prison Association of New York in securing jobs for inmates in this category has been noted elsewhere in this report. (See Employment and Relief Bureau.) Officials

of the institution stated that the majority of this group were from the lower intelligence bracket and a very few had trade training.

Elmira has few industries as such with approximately 25 inmates assigned. This, it will be noted, is a very small portion of the total inmate body. However, every able-bodied inmate is assigned to a full day's activity. This includes school, vocational training classes, physical training, maintenance, etc.

At this institution, as at Wallkill Prison, an extensive and intensive educational program is scheduled. A modern school building and excellent shop building are available and inmates are trained in a variety of operations. The vocational training courses include machine shop practice, tailoring, printing, plumbing, welding, sheet metal, pattern making, electricity, automobile repairing and a number of other specialized pursuits. Inmates are assigned to these classes on the basis of the recommendations of the Classification Clinic so that only those capable of training are assigned. Every effort is made to assure individual instruction and the number of inmates assigned to each course is controlled.

Some of the equipment, particularly in the machine shop, is old and not of the type to be found in the average civilian shop and numerous recommendations have been made pointing out the necessity of obtaining modern equipment.

The academic educational program consists of a number of subjects and it has been stated "the underlying philosophy of these courses is to train the inmate in the basic requirements of right living with society." Attention is given to the individual needs of each particular inmate. The physical training company consists of approximately 175 inmates, most of whom are said to lack the basic intelligence necessary to learn specific trades. The program is that established by the U. S. Army including the Manual of Arms, etc.

The Division of Education of the State Department of Correction has directed concerted attention to the Elmira program with the result that the school rates among the highest of any within the state including free public schools. Outstanding educators have substantiated this opinion.

As is also the case at Wallkill Prison, this institution has a Service Unit which operates for the benefit of the prospective parolee as well as for the proper integration of all factors of the institutional plan of treatment into each individual's needs and requirements. This Association receives detailed summaries of personal information for use in the securing of placements. This service, as noted previously, is discussed elsewhere in this report.

Elmira Reformatory is under the Superintendency of Leo J. Palmer, M.D., an able administrator of long experience.

SEVENTY-FIRST ANNUAL CONGRESS OF THE AMERICAN PRISON ASSOCIATION

BY
ROBERTS J. WRIGHT

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With an awareness of the importance of its relationship to present day affairs, the American Prison Association centered its 71st Annual Congress around the theme, "Crime Control for National Security and Defense." Meeting at the Fairmont Hotel, San Francisco, California from August 18th to 22nd inclusive, the delegates gave particular attention to the importance and necessity of utilizing the man power and facilities of the prisons and other institutions in the program of national defense. In the eyes of some of the older delegates the tone of the 1941 Congress somewhat resembled that which was noticeable twenty-four years ago at the time of the 1917 Congress in New Orleans. One of the prominent speakers at that earlier Congress struck the keynote at that time by stating that: "One of the chief considerations for this Prison Congress to deliberate upon is in how many ways and in what best ways can the prison population and the prison officials of this continent contribute to the successful prosecution of the War." Of course, in August this country was not engaged in active war, but was deeply involved in defense preparations.

This thought was brought to a head by Sam A. Lewisohn, Member of the Board of Directors of Federal Prison Industries, Incorporated, who stated that:

"In the prisons of America we have a potential army of defense workers that only needs mobilization to become effective. It only needs the Aladdin's lamp of imagination and persistence. For with all their faults, most prisoners have the patriotic instinct. To organize them will both strengthen our defenses and help their morale."

Mr. Lewisohn urged, "...the organization of what may be called 'Division M' in every prison in America." Membership in the division would be composed of those prisoners "who will take the necessary training to qualify for a specific place in the National Defense Program." This would necessitate a canvass of all prisoners to determine their qualifications and aptitude in specific skills, followed by intensive training. Mr. Lewisohn stated that "some would get drill, some trade-training, some physical rehabilitation." It was proposed by the speaker that the President of the American

Prison Association appoint a Commission on Prisons and National Defense and that they be authorized:

- "1. To promote a plan for selecting and developing recruits within the prisons and reformatories for 'Division M.'
- "2. To direct and encourage the employment and training of members of 'Division M' to fit them for industry or for military service when such prisoners are released from institutions."

The delegates promptly accepted Mr. Lewisohn's suggestion and adopted a motion authorizing the President of the Association to appoint the Commission on Prisons and National Defense recommended by the speaker.

Warden James A. Johnston of Alcatraz, President of the Association for 1940-41, in his Presidential Address gave emphasis to the fact that the theme of the Congress was particularly timely and of unusual importance. He stated that: "...there are several things that impress me which I would like to impress upon every parent, every teacher, every citizen who is interested in the welfare of the young.

"One—the very early age at which a tendency to delinquency is noticeable.

"Two—the lack of education shown by so many of the inmates of reformatories and prisons.

"Three—the very large number of inmates of institutions whose histories and examinations show that they dropped out of school before completing elementary grades."

Continuing, President Johnston declared that:

"Youth imitates. Youth emulates. Youth is active. Youth is restive. Youth is curious. Youth is venturesome. Youth is rebellious. Youth is the time of lawlessness. Criminal tendencies assert themselves early in life. The neglected youth, the unsolved problem child, is the genesis of crime. It is not beyond our ability to discover the tendencies and to treat them in school days. All we need is the courage to do early what we are obliged to do late."

In conclusion President Johnston stated that: "...the most important step in Crime Control for National Security and Defense is to prevent crime in the first instance. . . .

"I verily believe that if we would spend more time and effort and money in the making of our citizens we would not be obliged to spend so much in attempts at their remaking. It may all be summarized in the saying of Solomon:

"Train up a child in the way he should go, and when he is old he will not depart from it."

Largely as a result of the cooperation and interest of western friends of the Association the Congress just concluded will go down in penological history as one of the most outstanding, both from point of view of attendance as well as subject matter discussed. The total registration was 968 and there were representatives from 42 states, the District of Columbia, Hawaii, England, Uruguay and the Argentine. One of the most significant steps taken by the delegates was the acceptance of the report of a special committee appointed a year ago to consider the desirability of changing the title of the Annual Meeting. The committee was of the opinion that in view of the fact that the field of interest of the Association had extended far beyond that of imprisonment and institutional methods as such, the title of the Annual Meeting should in itself indicate the problem of correction in general so as to keep in trend with the times. Therefore, it was voted that the title of the Annual Meeting be changed to "The Annual Congress of Correction." It should be understood that this action in no manner affects the name of the American Prison Association. The Association and its organization remains the same, with the exception that the Association now sponsors the Annual Congress of Correction.

Local arrangements, under the direction of Warden Johnston and his committee, served to stamp the 71st Annual Congress as one of the most enjoyable yet held. Active in assisting with the local arrangements was the new Warden of the California State Prison at San Quentin, Clinton T. Duffy. Warden Duffy, in an address to the Congress, discussed the adult prison administration of California, and a summary of his remarks would indicate that the methods devised to handle the State's prison population are: *first*, through the designation of San Quentin as the receiving, observation and classification institution of the entire system; *second*, through the designation of the State Prison at Folsom as a maximum security penitentiary; *third*, through the opening of the new minimum security institution at Chino, known as the California Institution for Men. Warden Duffy stated that this institution "is the minimum security institution for youthful offenders who exhibit a willingness and ability to make adjustments necessary for their earlier restoration to Society as good citizens." *Fourth*, through the prison road camps located about the State. "I believe the system of camps and farms is an important part of any prison system," said the Warden. "They are the means of a gradual step from behind prison walls to Society." He also discussed the new experiment in forestry units together with the program in operation at the California Institution for Women.

Discussing further problems associated with the prison system of California, the Honorable James H. Phillips, President of the

Prison Association of California, reviewed the fact that: "California's prison system has been noted nation wide because of several glaring weaknesses. She has confined her prisoners in only two prisons which has made them especially large, one rated frequently as the biggest prison in the world. This condition indicates a woeful lack of proper institutions and therefore of segregation and rehabilitation facilities." Mr. Phillips also stressed that California confines her prisoners on an average of 55.5 months while the average for all other states combined is 28.5 months. The speaker continued with a discussion of the new program in operation in California, and expressed the hope of the Association, of which he is President, that the new methods being undertaken in California will serve to stamp the Golden Gate State as a model.

Space does not permit reference to all papers presented both at general sessions and sectional meetings. It should be stated, however, that a complete report of the Congress, including papers presented at sectional meetings, will be published in the Annual Proceedings of the Association, available shortly through the office of the General Secretary.

It should be noted that in addition to the various committees of the Association which met throughout the week, numerous affiliated bodies also conducted their sessions as a part of the program of the Congress. These organizations included the Wardens' Association, the Chaplains' Association, the American Parole Association, the National Probation Association, the National Prisoners' Aid Association, the National Conference of Juvenile Agencies, the National Jail Association, and the new Medical Correctional Association, formerly the Medical Section.

In discussing the earmarks of a good program of correctional education, Superintendent O. H. Close of the Preston School of Industry, Ione, California, indicated that:

"If we are to develop educational programs worthy of name, we must ally ourselves with the groups that are making education a profession. . . . Closer association with public education will gradually bring a change in the attitude of institutional personnel toward training programs. . . . By replacing the present prevalent conception of retribution and punishment, the atmosphere of most of our institutions can be vastly improved and disciplinary problems reduced."

Addressing a General Session of the Congress on the underlying nature of certain criminal careers, Dr. Aaron J. Rosanoff, Director of the California State Department of Institutions, was careful to stress that his paper did not deal with crime or wrongdoing in the abstract, but with a limited group of persons pursuing criminal

careers. He remarked that in the past quarter of a century increasing numbers of cases of recidivism have been reported in medical literature as occurring on a basis of brain damage resulting from various forms of head injury and infections. Dr. Rosanoff also stressed the importance of the following:

"The timely segregation of psychopathic delinquents in special institutions would have the effect not only of terminating their criminal careers, and thus disposing of the bulk of crime which is committed by recidivists; but also of eliminating the factor of contagion in criminality, which is exercised by psychopathic delinquents both at large and in correctional schools and prisons for first offenders."

Another interesting suggestion the speaker propounded is found in the following quotation:

"Not infrequently, in apparently chronic cases, a spontaneous rehabilitation occurs that has been attributed to a process of maturing. This may happen at any age up to the early thirties. In view of this possibility, legal provision should be made for a 5-year parole, of apparently recovered subjects, under close supervision, with a view to discharge as recovered in the event of a successful adjustment while on parole."

Sydney H. Souther, Jr., Superintendent of the New Jersey Reformatory at Annandale, and President of the Wardens' Association, in discussing the topic "Working Together" made an unusual statement relative to the job ahead for those working in the correctional field. Part of that statement follows:

"There is no room for the exploitation of pet theories where human destinies are involved. We should be concerned, not with humanitarianism, but with human beings. The gently flowing commonplaces that once prevailed, that once were accepted, in the drowsiness of apathetic workers, simply as a necessary nuisance, have now become grotesque, insulting alike to the occasion and to those who hear them.

"The job of crime prevention and rehabilitation to which we are summoned may seem hard, and even impossible, but it has purpose. Stripped of its illusions, we know that there is work to do; hard work, disagreeable work, perhaps, but a great work, and a satisfying work for all of that. It is a challenge that offers no luxury, perhaps not even security for many of us, maybe only Churchill's blood, sweat, toil, tears, sleeplessness and thanklessness, but it presents one of the real and doubtless one of the greatest opportunities of this modern age.

"We don't have to behave like sheep and follow the same regi-

mented program. We don't have to talk the same language or hold to the same points of view. Our vocations differ and so do our approaches to our problem differ. But we all have a common interest in reducing crime and giving to the offender an opportunity for social and personal rehabilitation."

Addressing a Sectional Meeting of the Wardens' Association. Dr. J. W. Cronin, Chief Medical Officer, U. S. Penitentiary, Leavenworth, Kansas, discussed the topic, "Emotional Panics Among Prisoners," and stated that such panics among prisoners "are often manifested by rebellion, impulsive behavior, active pugnacious aggression or an attempt to escape. These manifestations represent the prisoner's failure to meet reality in an adequate manner." He indicated that the periods during the prisoner's incarceration in which emotional panics are more frequently seen are:

- (1) The adjustment at the beginning of his sentence.
- (2) The tumultuous period occurring because of separation from loved ones and the prisoner's unwillingness to regard his associates as confidants.
- (3) The period associated with his first introduction to homosexuality through sex perversion.
- (4) The period immediately preceding his parole hearing as well as that period between the parole hearing and the time of official notification of granting or denial of parole.
- (5) The period immediately preceding his release from incarceration with all its mental anguish and anticipation."

The value and place of probation was stressed on numerous occasions and particularly in view of the fact that the centennial of probation was recently celebrated. The remarks by Charles L. Chute, Executive Director, National Probation Association, on the subject of "Probation Yesterday and Today" were significant. He traced the development of probation from the demonstration which John Augustus started in 1841 in Boston up to the present day when probation is known throughout the country.

In keeping with the trend of present day thought, Sanford Bates, Member of the New York State Parole Board, in discussing the topic, "Streamlining the Penal Process," raised several pertinent questions having to do with our procedure at the present time. As an illustration he reviewed the numerous investigations conducted by various departments concerning a convicted individual and asked: "Why should the state have to pay for probation investigation, prisoner investigation and parole investigation?" The speaker also expressed the thought that the time has gone by when a prison can be managed autonomously, and that today the prison instead of being the one penal institution in the state, has become a link

in a larger and more comprehensive institutional program. Commissioner Bates continued with the statement that: "With the development of streamlined transportation, telephone, telegraph and radio, the county as a governmental unit has become an anachronism, and nowhere is this more apparent than in penal work. The county prisoner has broken the state law and is sentenced by a state judge. His detention, punishment or reformation is therefore a state responsibility. . . . The county jail and all its reeking rottenness must go. Regional penitentiaries for misdemeanants, prison camps and specialized institutions, owing to their greater cost, can only be provided under a state administration. Nothing amazes a visitor to our shores more than the idiotic stubbornness which we display in sticking to this historic but noisome county jail racket."

The Congress was fortunate in having the opportunity of learning from Colonel Converse R. Lewis, Commandant of the U. S. Disciplinary Barracks, Fort Leavenworth, Kansas, of the procedure of military justice and disposition of military offenders. Colonel Lewis discussed military law as it pertains to the field of interest of the Association, and covered such topics as courts martial, confinement in penitentiary, methods of dealing with the offender from the point of view of the military authorities. Colonel Lewis expressed the belief that: "In the not too distant future, and in line with the doing away of duplication of setups under the Federal Government, all military federal prisoners, so to speak, in accordance with their classification will be confined in Federal Prisons and not Disciplinary Barracks."

The members of the Association were unanimous in accepting the report of the Committee on Organization and enthusiastically elected the Honorable G. Howland Shaw, Assistant Secretary of State, Washington, D. C., as President of the Association, 1941-42. Mr. Shaw for many years has taken an active personal interest in the correctional field and is a member of the Board of Directors of various institutions in the East, in addition to other relationships with public and private correctional agencies.

Closing the 71st Annual Congress, Mr. Shaw addressed the delegates on the topic, "Correction and Defense." Quotations from his address follow:

" . . . From the very nature of the auspices under which it is held, the Committee on Prevention of the American Prison Association, the National Conference of Juvenile Agencies and the Warden's Association, this meeting is an impressive and unmistakable proclamation of what modern Correction has come to be and at the same time of the unity of purpose and philosophy which brings together in a cooperative relationship all those who

are striving to rehabilitate the individual whose behavior is in conflict with Society, whatever the age of that individual and whether his conflict with Society be potential, incipient or confirmed. Those principles and that unity of purpose and philosophy are the themes which I want to emphasize in talking to you tonight, but I want to present them from the background of the world in which we are today living and particularly of a United States which must henceforth demand from every one of us an effectiveness, a concern for the public welfare and above all, a self-sacrifice different in kind as well as in degree from the far from heroic qualities to which we have often become accustomed.

"Time and again in the past two years we have been told that we are faced with a crisis of momentous proportions, that we must make an all-out effort and that we are living at a turning point of history. Many of us have been aroused, but many are still more or less incredulous, more or less uncertain as to the meaning of such terms as 'crisis,' 'all-out effort' or 'turning point in history,' at least when such terms are applied practically and specifically to the world in which we wake up in the morning, eat breakfast, go to work, enjoy the movies or a baseball game or do any one of the hundreds of other things which make up the daily life of the normal American. Now what in last analysis do these terms mean? Simply this—that our ideas, our ideals, our traditional way of life are being challenged by a very different set of ideas, ideals and way of life and that this challenge has resulted in a conflict the extent and future character of which cannot now be fully foreseen but the fundamental reality of which is with us today.

" . . . We still like to think and talk of defense vicariously and too exclusively and narrowly in military terms; we are often intent on figuring out how little we need sacrifice for the ideals in which we claim to believe and it is debatable whether we bring to bear upon our public duties—whatever those duties may be—the greater degree of efficiency, the more sustained unselfishness and the clear recognition of the significance of our particular task in the total defense effort which the present crisis demands. That is a sobering picture for all of us, for one thing is certain; if our democratic way of life is to survive and be perfected, it will do so, not because of some mysteriously inherent power of automatic self-defense or self-perpetuation with which it has been invested by our forefathers, but because of what we are and of what we do. We must be able to meet the test of History.

"That Correction is at all times a social function of the broadest significance and importance cannot be denied. It is directly concerned with the lives of many thousands; it indirectly affects

many more thousands and its cost is measured in terms of millions of dollars. . . .

" . . . That a meeting of this Congress should be held under the auspices of those concerned with the prevention of delinquency and crime as well as those responsible for the administration of both juvenile and adult correctional institutions is no accident, nor is it an accident that psychiatrists, psychologists, sociologists, social workers, chaplains, educators, probation and parole officers and specialists in child welfare should be as welcome and should find as rightful a place at our meetings as the administrators of correctional systems and the heads of correctional institutions. We are all united by the same interest in human behavior and we feel the same tremendous challenge of the possibility of its rehabilitation. I can best summarize the evolution of the correctional process in the United States by saying that at its best it has become democratized, by which I mean that it has accepted the fundamental principle of democracy: the value of even the apparently most worthless individual and therefore the necessity of every effort to assist that individual in finding some sort of place in the scale of useful social living. That is the principle, the philosophy which measures our contribution to defense; that is the justification—and more than justification—for a gathering such as this at a time of great national crisis. . . .

" . . . I wish that we might develop the use of prison visitors and parole advisers and in so doing achieve two purposes: create a group of laymen and laywomen able to interpret the correctional world to the outside world and vice versa and at the same time establish consciously and systematically for the benefit of the offender the technique of voluntary and disinterested friendship. And, finally, I wish that our personal ethical notions would make it more difficult for us to divide the world into good people and bad people with ourselves so irrevocably and irremediably in the first group.

"We must re-think our problem of public relations and renew our efforts in this field. But looking even further ahead, there is still another field into which I predict we shall inevitably be drawn by the evolution of our thinking concerning the correctional process. From custody as punishment, we have advanced to a stage in which we consider as our province human behavior and its rehabilitation. Obviously, we cannot ignore the larger social and economic forces which play an important part in shaping that behavior, particularly at a time when these forces are being studied and reappraised and will presumably undergo considerable modification as a result of the national crisis through

which we are now passing. Because of the very nature of our work, because of the way in which we have come to think of that work and because of the day and age in which we are carrying it on, we cannot escape the responsibility of participating in social and economic reform. The rehabilitation of individuals cannot be achieved without the reform of conditions which have contributed to the necessity for their rehabilitation."

The resolutions adopted by the delegates at the Annual Business Meeting, with the exception of a rather extensive resolution of thanks to all who were concerned with the operation of the Congress, local arrangements, etc., are as follows:

Crime Control for National Security and Defense

Your Committee on Resolutions urges the importance of continued attention and effort in order to give practical effect to the motivating theme of this Congress, "Crime Control for National Security and Defense."

Crime Prevention

The American Prison Association recognizes that through unanimity of planning and systematized methods on a national basis, control of delinquency and crime through preventive processes can be more effectively accomplished.

In the light of our own experiences and experiences of other organizations concerning themselves with the problem of delinquency and crime prevention, it becomes apparent that, in contrast to the effective and objective community programs now in existence, there are many so-called crime prevention bureaus coming into existence which are poorly planned, unscientifically operated and superficial in function, and,

It is our conviction that the individual community is the basic unit in which comprehensive programs of crime prevention may be employed, and that such community programs will in many cases be rendered more effective if operating under a competent State authority;

THEREFORE BE IT RESOLVED, That this Association establish a proper study committee whose membership shall consist of a comparatively small number of outstanding leaders in recognized fields of welfare who will be willing to serve and devote their best efforts towards a proper appraisal and evaluation of community programs now operating in this country, and,

That this shall be a continuing committee whose purpose it shall be to ultimately produce a manual of standards and procedures for the information and guidance of those who seek advice upon the

subject of prevention of crime and delinquency on a community basis, and that this manual shall be issued by and with the approval of The American Prison Association.

Selective Service Regulations

RESOLVED, That this Congress express appreciation and commendation to the Selective Service Authorities, the War Department, the Congress of the United States and the President for their joint and several actions in liberalizing the Selective Service regulations and the Statute of 1877 so as to permit the induction and enlistment, with certain exceptions, of offenders to whom the door to service for national defense had previously been closed.

That we especially commend Edward R. Cass, our General Secretary, and James V. Bennett, Director of the United States Bureau of Prisons, for their untiring efforts and final success in bringing to concrete reality the hope expressed in our resolution at the 1940 Prison Congress.

That we offer the progressive action taken by those charged with national defense as a challenge to the people of America to adopt a more tolerant, understanding and helpful attitude toward the offender who has been given his chance to become a member of our free society and of the Democracy we defend.

The Prison World

BE IT RESOLVED, That the American Prison Association, at its regular Annual Meeting, reaffirms its endorsement of the Association's official publication, *The Prison World*, and strongly urges the wholehearted cooperation of all Wardens, Superintendents, and other officials in seeing that employees of institutions become subscribers either as associate members or otherwise. *The Prison World* is widely circulated throughout the country and is the only publication devoted exclusively to penological affairs.

We commend and appreciate the continued interest and support of Mr. J. R. Bruce of St. Paul, Minnesota for his unflinching interest and cooperation.

Jess F. Dunn

Whereas, Jess F. Dunn was for many years Warden of the Oklahoma State Penitentiary, located at McAlester, Oklahoma, and was an honored and progressively minded member of the American Prison Association, and,

Whereas, Warden Dunn made a record as a competent prison official and administrator, with a broad humanitarian feeling and outlook, and,

Whereas, recently while in the performance of his official duties, he was killed,

Now, Therefore, we, the members of the American Prison Association, officially and personally, wish to express our deep sorrow, and sense of personal loss, and also to record our realization of the great loss to the State of Oklahoma, his family, and our Association.

Be it further resolved that a copy of this resolution be furnished his family, the Governor of the State of Oklahoma and the Press.

Bar Associations

Whereas, a large number of offenses, both petty and major in character, are committed by youths, and,

The commission of such offenses constitutes a menace and a challenge to government and to organized society, and since

Many offenses may be prevented through the work of the legal profession in imparting to the younger generation an intelligent understanding and comprehension of laws and the part that law observance plays in a well-regulated and peaceful society.

Now, THEREFORE, BE IT RESOLVED, That the American Prison Association commends the State Bar of California and other bar associations who furnish guidance to youth.

Appendix

THE POLITICAL JAIL
A CASE STUDY

By J. P. SHALLOO, PH. D.,

*Assistant Professor of Sociology,
University of Pennsylvania,
Philadelphia, Pa.*

"Is the public responsible for the county jail? I'll say they are!" Standing before the delegates to the Second Regional Conference of the National Jail Association, held in Baltimore, Maryland, October 1941, with his hands in the pockets of his ample pants, the warden leaned back against the table, raised himself slightly on his heels and gave out with the following *unrehearsed, unprepared and entirely impromptu* description of the experiences of one who had been appointed to take charge of a county jail in one of the states represented at the meeting.

"Well, sir, there ain't much for me to tell you, but I thought you might be interested in one or two experiences I've had since I took over the jail in my county." The warden, a short, sandy-haired, forthright person of some sixty-odd years, wearing incredibly shiny glasses with gleaming silver rims, in discussing some of the problems he discovered when he finally consented to take charge of the county jail, continued: ". . . I had been in business for over forty years, made all the money me and Mattie, that's my wife, are going to need, so I quit about five years ago. Well, sir, everything was going along fine for us and one day I got a telephone call from one of the county commissioners and he said, 'Bill, I want you to go down and run the county jail.' I says, 'Hell, I don't know nothing about jails, and what's more I don't want to run no jail.' Well, sir, he argues I owe something to the community, I've been a successful businessman, and what's more you don't need to know much to run a jail, just keep 'em in, keep 'em quiet, no raisin' hell, keep the jail out of the newspapers, that's all. I talked it over with the Missus and she says, 'William, why don't you go down, see the place, find out something about it, and then make up your mind!' So I calls the county Commissioner and told him, 'Let's go down and see the place.' We goes down and we takes a look. It sure was one hell of a dump. The warden warn't there and some prisoner was in charge, the place was dirty, filthy, and the damndest mess I ever see. I thought to myself, I ain't running no joint like this, community or no community. Well, sir, I goes through this jail and there was dirty beds, cells full of trash.

[120]

the place hadn't been cleaned since it was built, I guess, and the toilets, why, hell, if a man ever sat on one he'd get a sliver in his (he noticed women in the audience at this point) saddle. I thinks to myself, if I am going to do a service to the community it won't be running *this* jail. So I turns to the Commissioner and says, 'Okay, Charlie, I'll do it, on one condition.' 'That's fine,' says Charlie, 'what's the condition?' So I let him have it. I says, 'You got to get me a new jail.' For a minute he was kinda floored, but he came out of it and says, 'God, Bill, we can't do that. We ain't got any money.' So I says, 'Okay, Charlie, then you ain't got me to a warden.' Charlie looked around and says, 'Why, Bill, this jail has been good enough for the past fifty years, what the hell is the matter with it for a few more?' I tossed the keys on the desk and says, 'I don't give a damn how long it has been good for, it ain't no good for me *right now*. Either I get me a new jail or I ain't no warden. That's final.' 'Well, Sir,' he said, 'we'll see. You find out how much it will cost and I'll see if we can find the money.'

"The next day I calls my friend who's been warden for a good many years and told him I'd like to see him and would it be all right to come down. He says he'd be glad to see me. So the next day I goes down and sees him and tells him I'm in a hell of a fix. I don't know nothing about jails, never been in one till last week, and now I'll be damned, *I'm a warden!* Well, he calls up some people he knew and got an archie-teck. We told this archie-teck we wanted plans for a new jail and would he draw up the plans and tell us how much it would cost. Well, this guy gets two more archie-tecks and they draw up the plans. They said, 'It's going to cost \$40,000.' I didn't give a damn if it cost a million, but I warn't goin' to run that other joint. I gave the Commissioners the plans and told them how much it would cost. So they got a contractor and started building. I don't know where they got the money.

"Well, you people are awful kind and probably want to get away, so I'll be brief.

"I took over the keys two years ago and the very first night the Commissioner called me and he says, 'Bill, they've pinched ten guys for fightin' and they're being sent down to your jail . . . but they ain't. You see what I mean? Now you've got 'em, now you ain't. Keep them on the books as prisoners and don't worry if you never see 'em.' I says, 'Hell, Charlie, I can't do that. Suppose one of them commits murder, gets pinched, and says he was doin' time in my jail for fightin'. I got him on my books, but I ain't got him in my jail. That ain't no way to do. There'd be an awful stink.' He says, 'Do as I say.' I says, 'You ain't puttin' me on the spot, Commissioner or no Commissioner, job or no job,' and he

says, 'All right, then I'll put it in writing.' So now if you look in my top desk drawer you'll find nothing in it but a stack of them notes. Right along I've had, well say, 70 to 80 prisoners on my books but only 40 or 50 of 'em serving time. Well, I didn't hear no more about 'em but I was scared, still I got the notes to back me up. Is the public to blame? The public elected Charlie, he's the Commissioner, and all of these so-called prisoners vote and they got friends and they vote. You know how it works. . .

'Well, everything goes all right—that is, nothin' goes wrong anyway—and one night they brought in Jennie. Jennie was about thirty-five and drunk. Well, sir, we lock her up and about three o'clock in the morning there is one hell of a racket in the jail. I runs down and there's Jennie. She'd throwed a fit in the cell. I don't know what the hell to do so I calls Mattie, that's my wife, and tells her to call the doctor. All this time Jennie is raisin' hell and hollerin' and banging her head against the bars. She's all covered with blood and it looks like she'll kill herself. Well, sir, the doctor comes and I says, 'Doc, for God's sakes get her out of here. I don't want her to die in my jail.' He says, 'Don't worry. Bill, I'll give her the needle.' He give her the needle, but I guess he only give her half the needle because he says, 'Now she'll be all right,' but I'll be damned, in an hour Jennie comes to and starts all over again. So I says, 'To hell with this.' I calls the Commissioner and he says, 'Don't worry.' I says, 'Don't worry! If she dies, every newspaper reporter will be down here takin' pitchers. You got to get her to hell out of here now.' Well, they took her out. I don't know where she went, but I ain't seen her since and that's all right with me.

"I don't know if you're interested in all this, but is the public responsible for the county jail? I'll say they are!

"Well, I'll tell you one more experience. One night they brought in a great big guy who was goin' to murder the town. I takes one look at him and I says to the guard, 'This guy is crazy. What in hell did they bring him here for!' The guard said, 'I don't know.' The big fellow starts in raving about how the Lord had told him to kill everybody and wanted us to help him. I told him we'd help him all right, and got him locked up. He got mad as hell when he couldn't get out and began to shake the cell door, and I thought the whole damned nice new jail was goin' to fall in. Well, sir, I calls the District Attorney and says, 'Jim, what the hell am I runnin'—a jail or a loonytick asylum?' He says, 'Why?' And I told him about the big guy. He says, 'Look, Bill, tell you what you do. Put him in an automobile and drive out to the county line and dump him in the next county.' Well, he was the D.A. and if he said so, what could I do? We tied him up, loaded him in, and drive 70 miles to the next county. We unloaded him, cut him

loose, gave him a dollar, and left him there. Just as I was leaving town to come to this meeting, the D.A. called and says, 'He's back again.' And I says, 'Who's back again?' He says, 'Remember Big Joosseppi?' I says, 'By God, you ain't sendin' him back here.' He laughed and says, 'Don't git scared. We can't send him to the State Hospital, so you'll have to keep him for awhile, and we'll move him soon as we can find another place for him—that is, if we can find another place!'

"Well, you heard my story and it ain't pretty, but that's how it was. Is the public responsible for the jail? I'll say they are." As he walked down through the audience he made a general observation addressed to no one in particular: "Hell, I don't even look like a warden."

This transcription of the warden's talk is not given with any intention of ridicule. The purpose of his talk was to emphasize the validity of the charge made by a previous speaker that the public either doesn't give a damn or is hostile to improving jail conditions because it costs money or may deprive local and county politicians of their well-entrenched stranglehold on jobs that help keep them feeding at the public trough. In my opinion, this warden, by his very frank and ingenious description of his experiences, revealed himself as a thoroughly honest and sincere citizen who was genuinely interested in serving his community to the best of his ability, but was caught in the meshes of a traditional system which made it impossible for him to carry out his sworn duties as a responsible member of his community.

It is clear that honesty of purpose, unswerving loyalty to principles of decent political control, sincere devotion to advancing the welfare of the community, unimpeachable personal integrity, high ideals of public service, and determination to administer a public institution for the benefit of inmates and taxpayers are not enough to qualify one for the job of warden of a county jail. Anyone who listened to the story of this warden must have been impressed by his obvious honesty of purpose. Had he been America's foremost theoretical penologist without the characteristics he possessed, he surely could not qualify, in my judgment, to run any penal institution. The old cliché, that no man can serve two masters but that he will love the one and hate the other, describes this man's position and must be true of all other wardens whose first function is to discharge their duties fairly courageously, and honestly. Behind his story lies the centuries-old experience of county jail administration, perforated and saturated with political interference in the interest of graft, patronage, corruption, dishonesty, and breach of public trust. The fact that many jail inmates are petty offenders does not mitigate the gravity of the charge. If a prospective warden is incompetent he should not be appointed. If he

is appointed, the basis upon which the selection should be made *must* be other than his ball-playing ability with political racketeers, whether called commissioners or by higher sounding handles.

I have talked with wardens who agree with everything that has been said, but they are unable to do anything effective because their very existence depends upon these same political chislers who occupy positions of authority. They have told me that as a college professor I am out of the reach of these enemies of honest administration, and so can talk freely without fear of losing my job. That may or may not be true, but true or not, as a private citizen, with the rights and duties that are inherent in citizenship, and my understandable hostility to paying good money to keep these crooks in office, I would not hesitate for a moment to demand a fair return for my taxes.

The unfortunate dilemma of the average taxpayer is that while he troubles deaf heaven with his bootless cries against the foul odors of municipal, county, and local government, the machine merely fills its gas tank with the power of votes and jobs and starts off in high, leaving him with only the emotional satisfaction of having spoken his mind and the emotional reaction of political cynicism and indifference.

At the Baltimore Conference I suggested a number of alternatives, any one of which would be an immeasurable improvement over contemporary political manipulation of our jails. I said then and I say now, *that nothing will happen.*

The United States is at war. Over 1,000,000 persons are locked up in these vile and shameful rat holes. At least one-third of them might be helping in the war effort in field, factory, or mine. Instead, they sit around uselessly day after day, an eloquent tribute and testimonial to a bankrupt penal philosophy wherein the future, or their part in it, is determined by political hacks who are contributing not only nothing to the welfare of their own communities but are actually impeding the efforts of others to protect the country as a whole.

If all this is true, *what can be done?* I recommend *no over-all, overnight cure*, but I do believe that if every socially minded jailer and warden who recognizes the futility of his present position would join hands with the National Jail Association, their combined influence would smoke out these public thieves, identify them for what they really are, force them to keep their hands off and their noses out of our penal systems, weed out the politically minded wardens, the dishonest agents of dishonest sheriffs and commissioners, and eventually put jail administration at least on a level with some of our juvenile institutions.

Let's hope that pre-occupation with war does not blind us to the necessity to make a few changes for the better right here at home!

THE PRISON ASSOCIATION OF NEW YORK

GENERAL FUND STATEMENT OF INCOME AND EXPENSES AS PER BOOKS YEAR ENDED DECEMBER 31, 1941

Income

Donations—special purpose		
The Greater New York Fund—1940 Campaign.	\$332 00	
The Greater New York Fund—1941 Campaign.	1,377 00	
Other Funds	4,978 57	
Donations—unrestricted	9,980 53	\$16,668 10
Endowment Income		
Interest on mortgages	5,055 12	
Interest on bonds	1,220 00	
Dividends on stocks	7,888 80	14,160 92
Total Income		\$30,829 02

Expenses

General Administration	\$13,704 92	
Relief—prisoners and families (cash, food, clothing, etc.)	8,156 71	
Relief—administration	2,142 50	
Employment—administration	2,092 50	
Appeal—administration	2,957 43	
Traveling expenses	185 90	
Printing and stationery	435 75	
Postage	470 67	
Telephone & telegraph	290 35	
Auditing, legal and legislative services	347 97	
Periodicals, custodian fees, and miscellaneous	495 05	
House maintenance	1,795 84	
Total Expenses		\$33,075 59

Excess of Expenses Over Income	\$2,246 57
Special Donation—to offset withdrawals from Endowment Fund	2,000 00
Net Loss for the Year	\$246 57

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, 1941. In our opinion the statement of income and expenses shown above states correctly the operations for the year ended at that date.

(signed) WEBSTER, HORNE & BLANCHARD,
Certified Public Accountants.

New York, N. Y., February 16, 1942.

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 con-

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

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

BY-LAWS*

1. 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 Janu-

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

ary in each year at an hour and place to be designated by the executive committee.¹

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.

¹ 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.

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