

STATE OF NEW YORK

THE ONE HUNDRED AND NINETEENTH
ANNUAL REPORT

OF THE

Correctional Association of New York

135 East 15th Street, New York

1963



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

January 30, 1964

HON. MALCOLM WILSON

Lieutenant Governor and President of the Senate:

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

Sms—In accordance with Chapter 163 of the Laws of 1946, we have the honor to present the One Hundred and Nineteenth Annual Report of the Correctional Association of New York, and to request that you will lay the same before the Legislature.

Respectfully,

THE CORRECTIONAL ASSOCIATION OF NEW YORK

By MELBER CHAMBERS, *President*

DONALD H. GOFF, *General Secretary*

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

PREFACE

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

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

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THE CORRECTIONAL ASSOCIATION OF NEW YORK
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of the
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1964

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“ . . . The time is more than right for greater overall direction in the planning and development of the means to check the increase of crime and to prepare the offender in prison for a useful life in the community. The community, in turn, must be encouraged to grant the opportunity to lead this better life. There is still much to be done and efforts must not be slackened on what has been started in the correctional field for the betterment of our society. Greater emphasis must be placed on research in the social sciences, laws must be re-evaluated and this knowledge applied to our correctional agencies—a seriously neglected step-child in the administration of criminal justice. . . .”

From—Correction Sidelights, Vol. VI No. 3

“What is Past is Prologue”

MAY PRISON REFORM IDEAS FILTER DOWN THROUGH SOCIETY

From far away Sydney, Australia, comes a news story incorporating some suggestions for jail reforms.

The ideas were expressed by New South Wales Justice Minister Norman Mannix. In brief, this is what he suggested (1) family picnics for prisoners, (2) smaller prisons, containing probably around 100 men, (3) more educational facilities within prison, and (4) more and varied occupational training in prison.

• • • • •

From close by New York City also come some recommendations for prison reforms that have a striking similarity to what the Justice Minister of New South Wales is suggesting.

Said Donald H. Goff, General Secretary of the Correctional Association of New York, in the September issue of the Bulletin of the New York State Society of Newspaper Editors:

" . . . They (the small professional staff in prisons) are expected . . . to take offenders with little or no vocational skills and train them to become employable after their release. Yet the institutions are not provided with the number of trained vocational teachers which they need.

"To see inmates held in enforced idleness or engaged in grossly overmanned job assignments or being given 'made work' is very disturbing when one realizes that because of the lack of employment possibilities within the correctional institutions inmates do not have instilled in them proper work habits and tend to become employment problems upon release. Inmates should be required to work while in institutions. . . .

"New York, like a number of states, also has been hampered in its correction work by the need for a greater variety of housing and programming for offenders. Many individuals . . . do not require maximum security. They could benefit greatly from a camp program staffed with qualified personnel and having a well developed program of working toward character development and rehabilitation . . . (there is) a need for a preparole unit near a large industrial hiring area for the preliminary adjustment and as an initial step to approaching parole. . . ."

Men interested in correctional work around the world are doing some real probing of our prison systems. They sense the inadequacies of our present system.

Plattsburgh Press-Republican Editorial
Thursday, September 28, 1983

Common sense tells us that he cannot lock a man up for a specified number of years and expect him to emerge at the end of his sentence a changed man with a new personality and a healthy outlook on life, ready to settle down and go to work.

Society does many things to help all its people become useful, productive citizens. And it stands to reason that we have to do the same things for prison inmates, (and more, too, since they have been twisted to some extent) to make them productive and useful citizens.

We hope some of this modern-day thinking on prison reform begins to filter down through society so that reform becomes more than talked about. We pray that the reforms become realities.

**THE CORRECTIONAL ASSOCIATION'S
RECOMMENDATIONS
TO THE 1964 LEGISLATURE
STATE OF NEW YORK**

CORRECTION IN THE STATE OF NEW YORK

The State Department of Correction operates institutions with a resident population of about 20,000 inmates. The county jails and penitentiaries of the State receive in the course of a year over 40,000 more yet neither the State Department of Correction nor those held responsible for operating the jails and penitentiaries of the State are provided with proper and adequate facilities or a sufficient number of skilled trained personnel to carry on an extensive program to redirect offenders.

The human body is a complex organism requiring the skills of trained doctors when it functions incorrectly. Human behavior is even more complex, yet those charged with the responsibility of operating correctional departments and institutions are expected to work on the very involved phenomena of human attitudes and behavior supplied with little in the way of modern facilities and expert personnel. They are expected to take offenders with little or no vocational skills and train them to become employable after their release. Yet the institutions are not provided with the number of trained vocational teachers which they need. Inmate teachers teach other inmates, a procedure which on the surface appears economical, but in the long run is a costly process.

To see inmates held in enforced idleness or engaged in grossly overmanned job assignments or being given "made work" is very disturbing when one realizes that because of the lack of employment possibilities within the correctional institutions inmates do not have instilled in them proper work habits and tend to become employment problems upon release.

Inmates should be required to work while in institutions. This is an economic essential on the part of free law abiding persons yet inmate idleness now is not of their own choosing. It is because there is not sufficient work provided for them.

In spite of the present grave situation of insufficient work for inmates, efforts by vested interest groups are constantly being made to curtail even those few employment opportunities now available in the institutions. This is a serious problem recognized by correctional administrators who are constantly being pressed by these vested interest groups to reduce the already meager producing industries in the institutions.

New York has been hampered in its correction work by the need for a greater variety of housing and programming for offenders. Many individuals committed because of the violation of the laws of the State do not require maximum security. They could benefit greatly from a camp program staffed with qualified personnel and having a well developed program of working toward character de-

velopment and rehabilitation generally as well as training for post institutional livelihood. The Department of Correction does have available four camps which house a relatively small percent of all of the inmates in the Department. Greater expansion in this area could provide a way of draining off some of the individuals now housed in maximum security institutions for whom there is not sufficient employment and who are being maintained at State expense in enforced idleness.

Coupled with the need for an expansion of the camp program of the State Department of Correction is the need for a pre-parole unit near a large industrial hiring area for the preliminary adjustment and as an initial step to approaching parole. In both the area of camp expansion and pre-parole units, New York State lags behind many other states and the Federal government. Much greater emphasis has been placed upon these small units in Wisconsin, Michigan, Massachusetts, Pennsylvania, Virginia and in the Federal government and much benefit has been gained in these states not only in the treatment of offenders but also to the state's conservation and public works programs.

LESSOR OFFENDERS

While the State Department of Correction has a population of about 20,000 persons the county jails and penitentiaries of the State and the institutions under the jurisdiction of the New York City Department of Correction have committed to them annually almost twice this number of individuals to short sentences ranging upward from one day. By and large these individuals constitute a heterogeneous group of socially, mentally and emotionally inadequate people for whom the commitment is often completely ineffective. The jails as a repository for the social ills of the community have generally failed to keep abreast of the progress being made in the general field of correction, providing little in the way of psychological, educational and spiritual training and have failed to provide the community with the protection it deserves.

It is estimated that well over 50% of the population of the local jails is composed of individuals with whom alcohol is a problem. In one year, the county penitentiaries of the State received 4,627 individuals committed for public intoxication alone out of a total of 9,857 commitments. In addition, there was a large number of disorderly conduct and vagrancy commitments of which a large percentage were cases involving alcohol problems. Even the most cursory look at the statistics shows the complete ineffectiveness of incarceration without adequate training and treatment. The county penitentiaries have approximately three times as many inmates who have been previously confined as there are in the institutions for

the first time. In two of the county penitentiaries there were more commitments of individuals who had been in the institution ten or more times than there were of individuals who were committed for the first time. The sheriff of one upstate county reported that about 20% of his inmate population in the jail have had 100 or more arrests. This is neither protection for the community nor economical.

We the public want and should be protected from assaults and loss of property. To the extent that we are during the period of incarceration of offenders in New York State cannot and is not questioned. We are not, however, protected to the degree that we might be because of the reluctance of many to provide for the more adequate protection of the community by relinquishing a belief in the panacea of "passing new laws" and "increasing punishments." Such beliefs reveal an ignorance of the total crime picture and an appalling lack of reliable information.

—Failure to provide proper and adequate facilities for the treatment of alcoholic and narcotic addicts, assuming that commitment to a jail "solves" the problem indicates a lack of knowledge of the complete ineffectiveness of such handling and the great economic cost of this practice to the community. Alcoholism is classified by the American Medical Association as a disease and as such requires medical not correctional treatment.

—Failure to allow for the development of a wide variety of group treatment programs to which individuals with the same general correctional needs can be placed indicates a complete ignorance of the individual differences of human beings.

—Failure to develop a sufficient number of forestry camps, pre-parole camps and other minimum security facilities for both the younger and older offenders, is extremely short sighted when one considers both the rehabilitative and economic advantages involved.

—Failure to provide a sufficient number of professional personnel in practically all areas of the administration of justice indicates a vague wishful thinking that "something constructive" will happen to an individual just by being on probation, institutionalized or on parole.

—And the failure to provide sufficient meaningful employment for inmates in correctional institutions reveals a complete lack of knowledge of the stultifying effects on a human being of enforced idleness, make-believe work or grossly overmanned job assignments, and the ensuing welfare costs when the individual is released to the community of the failure to instill the proper work habits and training while he was institutionalized.

As a base for evaluation of New York's program, there is included as Appendix A, of this report an overview of correction in the United States prepared for the Book of the States of the Council of State Governments by the Correctional Association of New York.

All of these points are recognized by the State Department of Correction and the Department of Correction of the City of New York. To the best of their ability these governmental agencies have attempted to meet the problems squarely. They have, however, been thwarted by a general lack of concern and interest in their problem. As far as the American public is concerned, the fairy tale ending "and they lived happily ever after," when boy and girl marry, is assumed to occur at the time the court imposes sentence. Little or no concern is given as to what happens after the imposition of sentence. It is up to those in position of authority to provide the funds and legislative leadership.

**RECOMMENDATIONS TO THE 1964
LEGISLATURE
of the
STATE OF NEW YORK**

RECOMMENDATION NO. I. SELECTION OF JUDGES

That the Legislature consider seriously proposals for modifying the present procedure whereby judges are selected to insure the highest level of civil and criminal justice in the State.

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

In an editorial of the *New York Times* referring to specific "judgeship deals" the editorial states "the whole episode reinforces the strong arguments for applying to all judgeships a selection process in which nominations would be made not by political cabalists but by screening committees of distinguished lawyers and laymen. If

public resentment against the traffic in high judicial posts forces such change, the courts will grow in effectiveness and in public respect."

Another editorial appearing in the same newspaper stated: "And the time has come to give it a new objective: to do away with the election of judges. Popular voting was proved again 1st November to be a poor way to pick judges—except as a means to distribute political plums. All judges should be appointed by the Governor or Mayor in the light of expert, non-partisan advice. How this might best be done is a challenge to the Committee for Modern Courts and other non-partisan court reform leaders."

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

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

**RECOMMENDATION NO. II. QUALIFICATIONS OF
PERSONS IN COUNTY CORRECTIONAL INSTITUTIONS**

That legislative support be provided to improve the efficiency, quality, objective selection and impartial appointment and training of personnel employed in county correctional institutions.

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

Repeatedly at national, regional and state gatherings of correctional people, the need to improve the quality of personnel is sounded, particularly as it relates to the county jail, for without a trained competent staff, kangaroo courts develop, security is

breeched and the very safety of the community is threatened to say nothing of the effect upon the lives of thousands of people.

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

RECOMMENDATION NO. III. PREPAROLE CAMPS

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

Comment: For prisoners, especially those who have experienced long incarceration, release directly from the rigid routine of a prison into the community has a severe impact. As an initial experiment this preparole facility is suggested for those about to be released as a kind of tapering off process from the rigorously controlled prison life they have been experiencing. For the long term inmate who because of the nature of institutional life has had the range of his decisions greatly narrowed, release directly to the community while eagerly sought can be a bewildering and frightening experience. There is a trend in some areas including the Federal Government to make a gradual change in prisoner housing and privileges shortly before release, not as a reward but as a kind of steadying influence. In these preparole facilities prospective parolees are relieved somewhat of the rigidity and the monotony of institutional regimentation as an easing off or balancing influence.

Exploration might be made to determine if arrangements could be effected at the onset of such a program to establish a cooperative arrangement with the Federal Government facility already in operation in New York City.

RECOMMENDATION NO. IV. CORRECTIONAL ACADEMY

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

Comment: To develop a better understanding and closer relationship among the various levels in the administration of justice and to respond to the shifting role expected of correctional agencies to operate programs and maintain facilities of rehabilitation rather than simply places of containment, requires a high quality of personnel and a program of training. It is becoming increasingly recog-

nized that qualified personnel are essential for progress in the administration of institutions, probation and parole departments as well as other agencies involved in crime control and the prevention of delinquency. Such personnel must be adequately trained through pre-service, in-service training programs and refresher courses. The Police Department of the City of New York has long maintained a police academy and this has been further developed through the establishment in 1958 of the Baruch School as part of the City College of New York. The Federal Bureau of Prisons and the State of California have made substantial demonstrations along the line of improving the quality and functioning of personnel through courses and supplementary schooling and inspired leadership. The New York City Department of Correction in 1957 established an academy for training correctional personnel on Rikers Island. The steps already taken by the State Department of Correction with the Institute at St. Lawrence University and in various community colleges could be even further aided by such an academy.

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

RECOMMENDATION NO. V. ELDERLY OFFENDERS

That the Legislature direct an examination into the procedures presently available to handle elderly offenders and to determine more economic, humane and generally desirable means of handling elderly prisoners in institutions under the Department of Correction of the City of New York and in the local county jails.

Comment: With the growing number of individuals over the age of 65 in the State, increasing attention is being paid to this older population. The State could profitably examine into the desirability of a specialized court to consider the problems unique to older individuals who become involved in anti-social behavior. As unusual as it may sound it is highly possible that the unique problems of this older segment of the population of New York State who because of lack of other agencies must be handled through regular courts, might be more effectively and more humanely dealt with by a specialized court created for the express purpose of dealing with older offenders. Such a court might conceivably be created, similar to the specialized court for handling the problems of youth, with specialized treatment facilities working in close cooperation with various community agencies, public and private, concerned with the aged.

Over 1,800 persons over the age of 65 were admitted in 1962 to the detention institutions of the City of New York Department of Correction of whom 897 were sentenced to various correctional institutions of the City—286 of those sentenced were over 70 years of age.

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

The efforts being made by the State Department of Correction to ameliorate the hardships imposed upon the older, physically handicapped offenders by setting up a special unit is commended and should not go unnoticed.

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

That legislative support be given to additional specialized facilities and programs to allow for the civil commitment and treatment with planned after-care of persons addicted to narcotic drugs.

With the passage of the Metcalf-Volker legislation the enablement to shift the handling of certain and cooperative narcotic addicts from penal to medical orientation was accomplished. We would propose that when consideration is being given by the Legislature to the specialized facilities needed for treating the narcotic addict on a civil commitment that the personnel necessary for the all important after-care not be overlooked. The growing recognition of the need and importance of supervised after-care during post detoxification and institutionalization was pinpointed by the Ad Hoc Committee on Drug Abuse appointed by President Kennedy in preparation for the 1962 White House Conference on Narcotic Addiction and Dangerous Drugs. This report stated "The most critical component of treatment and rehabilitation appears to be a long, strictly supervised, highly controlled parole period, with legal and practical measures to assure that the parolee remains drug free. Such a parole period is essential for either civil or criminal commitments, and should be just as strict for either one."

RECOMMENDATION NO. VII. POLICE COURT ALCOHOL

We would propose that a study be made to determine effectiveness of the present practice of committing indigent alcoholics to institutions under the control of the New York City Department of Correction or county institutions within the State and that alternative measures be considered.

Comment: The futility of jail commitment of alcoholics is quite apparent. A talk with the sheriffs or other correctional people will quickly uncover the complete ineffectiveness of this approach. A visit to any of the institutions for the lesser offender is sufficient to point up even to the casual observer the scope of the problem. It is estimated that well over 50% of the population of the local jails is composed of individuals with whom alcoholism is a problem.

One county, Monroe, is making a serious, concerted effort to solve the problem of the chronic police court alcoholic. The Board of Supervisors of Monroe County confronted with the need for a new penitentiary to replace its 125 year old penitentiary rather than jumping into a massive construction program has had a detailed study made by the highly respected Rochester Bureau of Municipal Research to determine, among other things whether a different type of program for the police court alcoholic might cut down on the extremely high rate of recidivism that county institutions experience. The Rochester Bureau of Municipal Research devoted almost a year to an analysis of the penitentiary population and the effectiveness of its program. A concerted effort is being made, based upon resulting data, to introduce a new concept of handling alcoholic offenders who constitute more than 60% of the penitentiary population so that the construction of a new security penitentiary can be made around a program of treatment which would markedly decrease the capital cost of construction and offer more hope for the rehabilitation of the alcoholic offender.

Beyond this we would propose that serious consideration be given to legislation similar to the Metcalf-Volker legislation dealing with narcotic addicts, which would permit selected alcoholics to be committed on a civil basis to specialized facilities and programs under the jurisdiction of the Department of Mental Hygiene for an indeterminate period not exceeding one year including after-care. Continuous with such a civil commitment to the Department of Mental Hygiene, the individual might be placed on probation for a period not exceeding two years after the termination of compulsory detention.

By this procedure we believe that greater flexibility would ensue to allow for the treatment as public health problems rather than correctional problems of many alcoholics now receiving repeated

jail commitments. At the same time individuals who do require correctional treatment might be committed to a correctional facility for the protection of the community.

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

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

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

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

The New York State Department of Correction is responsible for almost 20,000 individuals housed in its prisons, reformatories, conservation-correction camps, its institutions for the criminally insane and the insane criminal and the institutions for the mentally handicapped offender. The State Department of Correction as its name implies is expected to correct individuals who in every instance have failed in the community. It is dealing with a population of 100% failures. Yet to accomplish the monumental task of correcting, the Department of Correction is not provided with sufficient professional staff.

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

RECOMMENDATION NO. IX. HANDLING THE LESSER OFFENDER

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

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

A. WORK-FURLOUGH PLAN

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

The sentencing of an individual to a jail imposed many hardships in addition to the loss of liberty to the individual, not only upon the individual but upon the community. During the period of incarceration the community is required to maintain this person providing food, clothing and shelter and the family of the individual incarcerated often becomes a public welfare charge. In addition during the incarceration the state and community loses the taxes paid by this individual on the income he was earning.

We feel that in selected cases the court should be enabled and encouraged to extend to the person sentenced to incarceration of more than 60 days (present Statute 2188a of the Penal Laws, allows such a procedure up to 60 days) in a jail the privilege of continuing his outside work, returning to the jail in the evenings and on weekends. From earnings the county could deduct the cost of maintaining the individual in a jail, installments on fines and if he had any dependents, toward their support.

The American Law Institute in its Model Penal Code adopted in May of 1962 after years of work by an impressive staff and Criminal

Law Advisory Committee on which a number of outstanding New York jurists served contains such a provision.

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

B. INSTALLMENT PAYMENT OF FINES AND DISPARITY IN FINES IMPOSED

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

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

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

RECOMMENDATION NO. X. EXPANSION OF CAMP PROGRAM FOR OFFENDERS

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

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

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

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

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

RECOMMENDATION NO. XI. BAIL BONDS

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

Comment: The overall observation regarding the bail bond system irrespective of any abuses by bondsmen and others, is the broad question of the extent to which the bail bond system is used and who are the chief beneficiaries. An enlightening research project on the administration of the bail system in New York City begun in 1961 by the Vera Foundation with the cooperation of the New York University School of Law reveals that "defendants are severely handicapped in preparing their defenses. They are unable to earn money to hire a lawyer and pay for investigations. They cannot

help locate witnesses. They must consult court appointed counsel not in the privacy and convenience of an office but in the jail. The defendant enters the court in the company of a guard, a fact not lost on jurors. If convicted he is unable to point to employment and good conduct while in jail as grounds for probation; if found not guilty he has needlessly suffered the degradation of jail and his family has been punished as well. There are good grounds for suspecting that the outcome of his case, as to both judgement and sentence, is materially influenced by whether he is in jail or on bail."

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

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

The New York Times in an editorial lauding the experimental Manhattan Bail Project initiated by the Vera Foundation in cooperation with New York University Law School stated "justice is cheated when the man of means or the well heeled gangster is freed on bail while the accused poor person goes to jail for lack of money to pay the bailbondsmen. Each year thousands of the indigent are held behind bars, serving time before trial, because of the inability to raise even the nominal amount of \$500.00 bail for which the bond premium is \$25.00."

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

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

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

RECOMMENDATION NO. XII. EMPLOYMENT OF INMATES OF CORRECTIONAL INSTITUTIONS

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

Comment: A serious problem facing correctional administrators and one with far reaching effects upon the public welfare situation

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

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

To deal with this vacuum we would propose that consideration be given to the creation of a Correctional Industries Advisory Council comprised of representatives from labor and industries to advise on the means of expanding the industrial programs wherever possible to provide work for inmates in keeping with the State's Constitution Article 3, Section 24. The well demonstrated Federal Prison Industries Board and those of other states have clearly shown the value of such a council. This we feel would be a step toward ameliorating any dependency problem which develops as a result of demoralizing idleness because adequate work outlets are not provided to the institutions.

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

We strongly urge therefore that the Legislature ward off any attempt on the part of vested interests to curtail existing correctional industries and that efforts be exerted to increase the productive,

meaningful work available to the inmates in the correctional institutions.

RECOMMENDATION NO. XIII. NEW RECEPTION CENTERS

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

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

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

It is noteworthy that when the site for what is now known as the Elmira Reception Center was being discussed some years ago, the thinking was that the unit should be nearer New York City but unfortunately at that time there was no facilities available.

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

THE CORRECTIONAL ASSOCIATION'S GENERAL ACTIVITIES

GENERAL ACTIVITIES

1963 was for the Correctional Association of New York a year of renewed energetic activity. Recognizing as the Association has since 1844 that governmental responsibility for handling offenders does not absolve private citizens of their obligation to pursue vigorously correctional progress and crime prevention through study and treatment, the Association through its various citizens committees and professional staff continued on forward edge of reform in the administration of justice. As with past generations, the distinguished persons who gave of their time and talents to the Correctional Association in 1963 all had a sense of moral duty and social conscience and as a union of citizens without regard to political party, the Correctional Association of New York continued in its efforts to secure the most efficient and effective administration of justice for the protection of the community.

The activities of the Association in 1963 involved a multitude of projects. The following are indicative of the various interests and activities—statewide, nationwide and internationally.

State of New York

STATE BAR ASSOCIATION

Together with Mr. Smithers the General Secretary met with Colonel Riegelman, Chairman of the Committee on Public Health of the New York State Bar Association to discuss ways in which the Correctional Association of New York could work together with the New York State Bar Association on the problem of alcoholics in correctional institutions.

The meeting was an extremely friendly one and arrangements made to establish a liaison between the two organizations on the very serious public health problem of alcoholism. This Association is extremely interested in this matter since it is estimated that over 50% of the individuals in local county jails are either alcoholic or have serious problems with alcohol. We believe that these individuals require medical attention and social handling rather than punitive treatment.

As Colonel Riegelman was leaving shortly for Hong Kong, and because of his interest in narcotic addiction as well as alcoholism, we sent him some material on the Tai-Lam Prison in Hong Kong, a prison for drug addicts and also a confidential copy of the Resolution and Background Paper on Narcotic Addiction prepared for the National Council of Churches.

COMMITTEE FOR MODERN COURTS

The Committee for Modern Courts at its November meeting which Mr. Goff attended following a discussion of the Association of the Bar "Report of Special Committee on Judicial Selection and Tenure"

RESOLVED, that this Committee support a judicial selection bill of the type detailed in the report of the Special Committee of the Association of the Bar on Judicial Selection and Tenure presented to the meeting of that Association in October 1963.

The Correctional Association in its recommendation to the 1963 Legislature proposed that a legislative commission be created for the purpose of studying the judicial selection processes in the State. Subsequent to our legislative recommendation the Committee for Modern Courts adopted the same position supporting our recommendation.

Rather than continue to press for a state-wide study and review of the judicial selection process, the Committee for Modern Courts approved the above stated resolution. The Association of the Bar's report was referred to the Law Committee of the Correctional Association for its study and consideration.

PRE-RELEASE CENTER

One of our recommendations for the past several years has urged the creation of a pre-release center in an urban area to which individuals could be sent as a kind of tapering off process from the rigorously controlled prison life they have been leading. Here prospective parolees would be relieved somewhat of the rigidity and monotony of institutional regimentation and would have an opportunity to adjust more slowly to community life on parole. They would also have an opportunity to seek and find employment while in residence in this pre-release center.

The Federal Bureau of Prisons is at present operating four such facilities in the United States, one in New York City.

The Association learned that the Federal Bureau of Prisons Pre-Release project in New York City had approximately 10 extra beds and we proposed that these 10 beds might be offered to the New York State Department of Correction.

Several meetings were arranged between representatives of the Federal Bureau of Prisons, the State Department of Correction and the State Parole Commission to discuss this possibility. The State Parole Commission is enthusiastic about the possibility of the transfer of parolees to this pre-release guidance center. However, because of a restricted budget there is not sufficient funds within the State Department of Correction to allow for the development of

this program and at the same time to provide funds for emergency housing of parolees already released who are in immediate need of a temporary place to live.

Because of the timing of supplemental budget requests, a request by the Department of Correction for additional funds for a pre-release project may not be in time even if approved for a continuation of the Federal Pre-Release Center in this City. We are therefore seeking a way to provide a sufficient number of emergency beds for parolees so that the existing appropriated host monies might be directed entirely toward the pre-release project.

HAVENS FUND

Continuing a relationship of long standing, Mr. Goff attended the meeting of the Almoners of the Havens Relief Fund Board of Managers. This fund provides direct relief through individual almoners, of which Mr. Goff is one, to individuals in need temporarily of financial assistance and for whom this financial aid can be the difference between an attitude of complete and utter despair and one which does not sap the individual of hope and continual effort toward self-sufficiency.

INSTITUTE OF CORRECTIONAL PROGRESS

Together with the Osborne Association and the Quaker Committee on Social Rehabilitation, the Correctional Associations sponsored a one-day Institute on May 4, 1963 on New Developments in Justice and Correction. This all-day session held at the Friends School on East 15th Street and for which the General Secretary and Austin MacCormack were Co-Chairman, contained reports by Dr. Pearl, Division for Youth on the Youth Rehabilitation Camps; Chief Probation Officer Joseph Shelley on the first Half-Way House program in the United States for drug addicts on probation; the Vera Foundation on the bail bond project; Deputy Commissioner David Jones on the Volker-Metcalf bill and Lloyd Johnson on the Federal Pre-Release Program.

DEDICATION OF THE AUSTIN MacCORMICK YOUTH REHABILITATION CAMP

At the special invitation of both the Director of the Division for Youth and Mr. Austin MacCormick, the General Secretary participated in the dedication ceremonies of the new Austin MacCormick Youth Rehabilitation Camp at Caroline Center, New York, just outside Ithaca, New York.

This camp which is the third Youth Rehabilitation Camp to be opened by the Division for Youth houses 60 boys aged 15 through 17 who have been referred by the Family Courts of the State, Wel-

fare Departments and other agencies authorized by law to refer boys in need of residential training and treatment.

COOPERATION WITH CITIZENS COUNCIL, N.C.C.D.

Because of mutual interests of the Citizens Council of the National Council on Crime and Delinquency with those of the Correctional Association of New York, the General Secretary met with the Consultant to the Citizens Council and provided him with a copy of our Recommendations to the 1963 Legislature. It was most gratifying to learn that our 1961 Annual Report with the Recommendations to the 1962 Legislature is being used as a "bible" by that group.

ANNUAL REPORT TO THE LEGISLATURE

On January 31, 1963 Mr. Goff together with Mr. Cass formerly submitted our 1962 Annual Report and Recommendations to the 1963 Legislature. On the same day while in Albany both Mr. Goff and Mr. Cass met with Commissioner Paul D. McGinnis; the State Jail Inspectors, Mr. Charles D. Mullady, the Secretary of the State Commission of Correction and a number of officials of both the Senate and the Assembly. The reception was warm and welcoming reflecting the respect the Correctional Association of New York commands in the State.

COURT REORGANIZATION

The Correctional Association of New York which played an important part in the final campaign of the Committee for Modern Courts, and whose efforts were added to those of others to bring about the constitutional amendment revising the courts of the State was gratified in 1961 when the people of New York voted in favor of Court Reorganization.

We were even more pleased at the reports of the results of the Court Reorganization on which we worked so hard. The following is an editorial from the New York Times of September 23, 1963 showing the effect of court modernization.

DIVIDENDS OF COURT REFORM

"The reorganization of New York's Courts, in effect for just over a year, has strikingly proved its worth. The figures on the volume of criminal cases handled by the Brooklyn Supreme Court in the past 12 months give concrete evidence of the improvements. The backlog of cases awaiting trial has been reduced by 58%. Not only have plaintiffs and defendants been spared long delays but the number of defendants in jail pending trial has been cut from 486 last July to 266 this month.

Achievements like this in Brooklyn duplicated in other boroughs, would have been impossible if previously separate courts had not been consolidated in last September's reorganization. Nor could they have been effected if the presiding justices of the two Appellate Division Departments in the metropolitan area had not been given wide administrative power—in the temporary assignment of judges from less busy courts outside the city to overburdened ones in town.

The stepped-up court schedules, put into effect this past summer, also played an important part in reducing the shocking lag in the disposition of court business. This necessitated the cooperation of judges and all the others involved in the court complex. The nonjudicial personnel, district attorneys and their staffs, and jurors had to forgo a good deal of vacation time and to work much harder than ever before. All shared in compiling an excellent record."

NEW YORK STATE BAR ASSOCIATION

As a result of the liaison established with the New York State Bar Association, Mr. Goff has been asked to provide technical consultation assistance to three sub-committees of that organization—the Sub-Committee on Narcotics, the Sub-Committee on Alcoholism, and the Sub-Committee on the Aged. All three of these committees are part of the Committee on Public Health of the State Bar Association chaired by Colonel Harold Riegelman. Our interest in the topics being studied by these three sub-committees has been of long standing. The Recommendations of the Association to the Legislature for many years have pointed out the need for more constructive handling of alcoholics, narcotic addicts and for a more humane way of treating aged offenders.

MONROE COUNTY PENITENTIARY PROJECT

Dr. John Norris, Chairman of the Governor's Advisory Committee on Alcoholism and Medical Director for Eastman Kodak Company asked the Association for its assistance in unifying the Monroe County Committee on Alcoholism behind a project to develop a program for the treatment of the habitual alcoholics being repeatedly sentenced to short terms in the Monroe County Penitentiary.

Resulting from the sustained efforts of the State Commission of Correction to replace the existing inadequate county penitentiary, the County Board of Supervisors requested a detailed study and an inmate population projection for a new penitentiary.

The Correctional Association of New York was asked to:

1. Analyze all the data obtained by the Bureau of Municipal Research of Rochester which was making this detailed study.

2. Establish classification guidelines of individuals committed to a penitentiary.
3. Propose a more meaningful and more hopeful procedure for handling the alcoholic offender.
4. Mobilize the resources of the community to bring about the eventual acceptance of such a program by the Board of Supervisors and the citizens of the county.

While this is a major undertaking for our Association its importance cannot be underestimated and the time devoted to it well worthwhile. The problem is one about which the Association has expressed its concern and interest for many years and it is completely in line with our recommendations to past Legislatures.

Needless to say we are working closely with four separate committees on alcoholism in Rochester and Monroe County, the Bureau of Municipal Research in Rochester, the County Penitentiary authorities, and the State Commission of Correction.

The Association in its active leadership role of mobilizing the resources of Rochester and Monroe County to bring about the eventual acceptance of a more meaningful and hopeful procedure for handling the alcoholic offender in that country first saw the Monroe County Council on Alcoholism vote to devote its entire energy on the penitentiary project and indicate that all of its committees and affiliates do likewise.

Secondly the Research Committee of the Council on Alcoholism took under consideration a research proposal for an NIMH Grant, which was proposed by Mr. Goff. This would analyze the effectiveness of alternative procedures of handling the alcoholic offender through a program presently being developed by the Correctional Association together with the Bureau of Municipal Research of Rochester.

A preliminary review of the data obtained by the Bureau of Municipal Research indicated that a large percentage of the individuals committed to the penitentiary were:

1. there on a public intoxication charge
2. have been repeatedly committed for a short term
3. do not need full security

Our present thinking calls for the development, in addition to a security penitentiary, of:

1. a medical-welfare type program and facility geared to domiciliary care and
2. an intensive rehabilitation program and facility for a small group which appears to be most amenable to treatment

A complete depth analysis of the data obtained by the Bureau of Municipal Research will be completed in the early weeks of 1964

at which time specific recommendations will be made to the Board of Supervisors.

The Association spent time with the administration of the County Penitentiary in an effort to assist in developing a security and treatment classification for all commitments which will integrate into a program developed primarily for alcoholics. Further, we have provided material for the training of personnel which should be helpful in improving the general operational efficiency of the existing staff.

While our overall role has been that of coordinating and stimulating the various public and private agencies in Rochester and Monroe County, we have worked with various groups autonomously in varying capacities. For the Bureau of Municipal Research we spent a number of days with the Director and Senior Research Analyst in analyzing the histories of the 1,143 individuals who had been committed to the penitentiary in 1962; developing criteria based upon these histories for a three-level treatment program and outlining a recommended time table for the implementation of a total program.

With the Council on Alcoholism, we were instrumental in having an Institute on the Alcoholic Offender conducted during National Alcoholism Week. Over 75 community leaders attended this Institute at which Mr. Goff was asked to speak together with Judge Alphonse L. Cassetti on "The Alcoholic and the Law."

Some idea of the extent of the scope of the problem can be gleaned from the fact that out of the 1,143 individuals committed to the County Penitentiary 707 are considered to have trouble with alcohol. These 707 men had during their life served a combined total of 1,002 years in the Monroe County Penitentiary alone plus an additional 20 years in the county jail awaiting sentence. Fifteen from this group had had over 40 commitments each to the Monroe County Penitentiary in the past, one had received 82 separate commitments and has during his lifetime served a total of 22 years for public intoxication.

THE NEW STATUTE ON CAPITAL PUNISHMENT

As part of our legislative activities during the 1963 Legislature we supported a bill which provided for a two-stage trial in first degree murder cases—one stage to determine the guilt or innocence of the accused and the second to decide (if found guilty) whether the penalty should be death or life imprisonment. This bill became a law July 1. On September 25, 1963 the first case was tried under this new law. The two defendants were found guilty and in the second stage the jury decided on the death penalty.

We believe that the question of guilt or innocence should be

separated from the question of disposition which is the case now as a result of the new legislation and will be watching with interest the outcome of future first degree murder trials under this new statute.

**MEETING WITH CHIEF LAW ENFORCEMENT OFFICER—
NEW YORK DISTRICT—FEDERAL BUREAU OF NARCOTICS**

Mr. Schulte and Mr. Goff met with Mr. Belk, Chief Enforcement Officer—New York District—Federal Bureau of Narcotics to discuss the enforcement aspect of the narcotics problem. Mr. Belk pointed out the many legal difficulties of law enforcement on such matters as the obtaining of warrants and rules of evidence. Further, he believed, that for research purposes, the names of individuals who are using narcotics known to the Health and Welfare authorities of the State should be turned over to the Federal Bureau of Narcotics. He felt that if this was done, the report of the Federal Bureau of Narcotics would be much more complete.

Many non-law enforcement agencies, both public and private, are reluctant to disclose the names of their clients, if no crime is involved, fearing that a violation of confidentiality would drive individuals away from seeking help and further fearing that a law enforcement agency might "hound" the individuals so disclosed.

Mr. Belk indicated that the Federal Bureau of Narcotics is tending to shift more and more of the local narcotics problem, not involving interstate traffic or large organized crime, to local law enforcement agencies and does not seem to feel that there was any great need for additional enforcement officers in the Federal Bureau. This was somewhat surprising to both Mr. Goff and Mr. Schulte.

STATE-WIDE CONFERENCE ON THE ALCOHOLIC OFFENDER

Because of the efforts being made in Monroe County to seek a more meaningful way of handling the alcoholic offender and the amount of attention that is being focused on this project, a state-wide conference on the topic is being planned for early spring 1964 in Syracuse. The Correctional Association is one of the sponsoring organizations together with the New York State Division for Alcoholism, The Bureau of Municipal Research—Rochester, the State Department of Correction, The State Commission of Correction, and the United States Public Health Service. The General Secretary is most pleased to have been asked to summarize this 3-day conference.

N B C TELEVISION APPEARANCE

As a result of the publicity generated when a woman defendant asked to plead guilty to a felony with a maximum sentence at West-

field of five years and refused to plead guilty to a lesser offense with a maximum of one year at the Woman's House of Detention, the Public Affairs Department of N B C asked the Association to appear on a special telecast "A Report on the City's Prisons." We proposed that Mr. John Wallace, Director of Probation for the City of New York also appear on the program with Mr. Goff and obtained a woman who had recently served 20 days in the Women's House of Detention for the program.

Both Mr. Wallace and Mr. Goff on the telecast pointed out the complexity of the solution to the problem of overcrowding proposing:

1. the extension of the Manhattan Bail Bond project to reduce the number of detention prisoners,
2. the use of alternatives, such as probation in lieu of short commitments; and,
3. an expansion of the After-Care program of the City.

**INSTITUTE ON CORRECTIONAL PROGRESS AND
NARCOTIC ADDICTION**

The Institute on Correctional Progress and Narcotic Addiction, for which the General Secretary was Co-Chairman with Mr. Austin MacCormick of the Osborne Association, attracted about 400 individuals both Friday night and all day Saturday, May 3rd and 4th. In addition to Deputy Commissioner Jones, Dr. Pearl, Chief Probation Officer Joseph Shelley, Lloyd Johnson and Dr. F. Lovell Bixby, Miss Trudie Lash, Executive Director of the Citizens Committee for Children reported on the changes in the Family Court brought about by the Court Reorganization of September 1, 1962 in which the Correctional Association of New York was involved.

NEW YORK STATE SOCIETY OF NEWSPAPER EDITORS

The New York State Society of Newspaper Editors asked the Association to prepare an article on our views of the improvements indicated in the handling of offenders in New York for its Members' Bulletin which is circularized to all editors in the State. Each month the Bulletin of this organization contains two or three articles on varying subjects which form the nucleus of editorials in various New York State newspapers. The September issue of the New York State Society of Newspaper Editors' publication contained our article and several editorials have already appeared.

We have been asked to prepare an additional article at the time of our 1963 Annual Report and our Recommendations to the 1964 Legislature which will be carried in this same Bulletin.

**MEETING WITH COMMISSIONER PAUL MCGINNIS—
STATE DEPARTMENT OF CORRECTION**

The General Secretary met with Commissioner McGinnis to determine the effect of this year's appropriation bill on the State Department of Correction. Regrettably because of a fiscal tightening, several proposed improvements could not be effected. A new program of working with youthful narcotic addicts cannot be implemented because the personnel needed were not allowed in this year's budget. In addition a key position in the central office staff of supervising steward whose job it would be to train dietary staffs for the institutions of the Department and supervise the general diet also was disallowed. Likewise, an additional inspector requested by the State Commission of Correction was not allowed.

While there was no cut in the operating budget of the Department, efforts directed towards improving the programs of the various institutions were frustrated by fiscal expansion restrictions.

YMCA—SLOANE HOUSE

As a result of our contacting the Sloane House to provide housing for several clients, the Director of Special Services of that facility asked to meet with the General Secretary so that the YMCA could work closer with the Correctional Association of New York. As a result of this meeting the General Secretary was asked to assist in the Fall in-service training of Sloane House personnel. While this will be an additional burden on the General Secretary, our participation in the in-service training program may help to create a better understanding of correctional problems.

**MEETING WITH FORMER JUDGE—NEW YORK STATE
COURT OF APPEALS**

Knowing of the interest of the Correctional Association of New York in the bail bond situation, Former Chief Judge Conway spoke with Mr. Goff about his concern over the present system. Judge Conway was not only provided with a copy of our Recommendations and statement regarding the bail bond system but also introduced to the Vera Foundation, an organization presently conducting a Bail Bond Project in Manhattan. Needless to say the Honorable Albert Conway was most appreciative of our assistance.

NEW YORK STATE BAR ASSOCIATION

At the suggestion of Mr. Smithers, arrangements have been made to meet with Colonel Harold Riegelman, Chairman, Committee on Public Health, New York State Bar Association with a possible

thought that the Correctional Association of New York work together with the New York State Bar Association on the problem of alcoholics in correctional institutions.

In the 1962 Recommendations on Alcoholism of that Committee two proposals are made for projects in complete keeping with the philosophy expressed by the Correctional Association in its Recommendations to the Legislature for many years. One of these projects entailed the study of the court experience and of the jail population in one major county which had been proposed by the Correctional Association of New York in early spring of 1962.

**THE LIBRARY OF THE CORRECTIONAL ASSOCIATION OF
NEW YORK**

The Correctional Association is extremely fortunate in having such a full library on the subject of crime, gathered patiently over the years.

Because of the research value of the many reports, documents and texts in our library, we have cataloged them and are preparing a mimeographed list by title and author which will be circulated to the several universities in the area so that graduate students studying correction may utilize these valuable documents.

Because of the value of these documents and since we want to make certain that the library remains intact, the books will be available only for use in our office.

MEETING WITH COMMISSIONER RUSSELL G. OSWALD

In order to determine whether there are ways in which the direct services of the Association could be more effective and beneficial to parolees under the supervision of the State Division of Parole, Mr. Goff met with the Chairman of the State Parole Commission.

Because of the new "Reasonable Assurance Law" which allows individuals to be released on parole "when there is a reasonable assurance that they may find employment" the Association is being asked to place even greater emphasis upon assisting individuals who have been released in finding employment. Since the employment picture is not a favorable one for individuals without specific skills, there are many parolees without employment who need the assistance and service of our Association which Commissioner Oswald feels is of inestimable value to the New York City community area.

**PROPOSED HALFWAY HOUSE—RELEASEES WOMEN'S HOUSE OF
DETENTION**

Mr. Goff on request of Commissioner Kross attended a meeting of the Friendly Visitors, the Quaker Committee on Social Rehabili-

tation, the Salvation Army, the Isaac Hopper Home, the Greenwich Village Kiwanis Club, and representatives of the City Police and the Department of Correction to consider the possibilities of creating a half-way house for women being released from the Women's House of Detention. Through the efforts of Father Egan and the Kiwanis Club of Greenwich Village, several rooms have been obtained directly across from the Women's House of Detention where releases can go in the evening to look at television, write letters and to talk with some of the volunteer workers.

While the undertaking of a full scale half-way house may be somewhat ambitious, the Association will remain in close contact with this group since the principle expounded of a facility to which women releasees could go voluntarily rather than remain on the streets is sound. As is the case with all such projects our major concern is over the amount and type of supervision which is available.

NEW YORK STATE PROBATION CONFERENCE

Three members of the Correctional Association's Executive Committee attended the State Probation Conference held here in New York City. One main session, which was of great interest to us, focused on the overall picture of correction in the State of New York and was chaired by Mr. E. R. Cass, who made innumerable references to the role that the Correctional Association of New York had played in developing the present state-wide program.

SOCIAL ACTION COMMITTEE--THE UNITARIAN CHURCHES OF NEW YORK CITY

The Social Action Committee of the First Unitarian Church of Brooklyn has recently become very interested in the plight of ex-offenders and has asked the Correctional Association to provide the technical guidance and assistance in developing an overall plan for the Unitarian Churches in New York City possibly with the professional assistance of the Correctional Association, to set up a half-way house for releasees in the New York City area. Arrangements have been made to meet with members of the Social Action Committee to acquaint them with what is being done in other parts of the country, and to point out some of the problems involved in a residential half-way house.

More and more there is the recognition not only among professionals in correction but also among sincerely concerned citizens that the position taken by the Correctional Association of New York for many years emphasizing the need for half-way houses is a sound approach in protecting the community from future crimes by ex-offenders.

A Ph.D. DISSERTATION--ASSOCIATE DEAN, NEW YORK UNIVERSITY

While assisting students in high schools and universities interested in the area of criminology is a commonplace service of the Association, one such dissertation merits a report at this time.

Through our contact with the Social Defense Section of the United Nations, the Associate Dean of Administration who was working on her dissertation on Citizen Committees on Juvenile Delinquency sought our views and assistance while preparing the dissertation and in our reaction to the finished study. The completed 700 type-written page monograph was in our estimation extremely well done. The Associate Dean received her Doctor of Philosophy Degree and a Foundation is now interested in having the Dissertation revised into a more popular form of publication for public use.

MAYOR'S RECEPTION FOR PRESIDENT'S NARCOTICS COMMISSION

Upon the invitation of Mayor Wagner, Mr. Goff and Mr. Schulte attended the Mayor's reception held at Gracie Mansion for the members of President Kennedy's Narcotics Commission.

The Commission held closed hearings for two days in New York City on the problem of narcotic addiction in this area. It has released an Interim Report to President Kennedy, copies of the recommendations have been made available to the members of our Ad Hoc Committee on Narcotic Addiction for study.

COLLABORATION WITH THE CITIZENS UNION AND THE BAR ASSOCIATION OF NEW YORK CITY

At the request of the Citizens Union we joined with that organization and the Bar Association of the City of New York in supporting legislation which would abolish the position of city marshal in the City of New York.

The reorganization of the Courts in New York City under the Constitutional Amendment of 1961 combined in a new Civil Court, the City Courts which made use of the Sheriffs office for enforcement functions and the Municipal Courts which used city marshals.

Under the Court Reorganization Act certain enforcement functions can be either carried on by deputy sheriffs on salary or by marshals on fees. The fees continue the same as before in either case but those collected by sheriffs go to the public treasury and those collected by the marshals are retained by them and the latter are left with opportunities to solicit the more profitable classes of business.

The city marshals--83 of them--are appointed for six year terms by the mayor and are primarily used by the Municipal Courts. In

addressing the Albert Committee on this matter last year, the Chairman of the Citizens Union stated "it must be obvious that in appointing the marshals the Mayor is unequipped for investigation of the candidates for so many positions or for supervising their subsequent activities with a view to possible removal of any whose service is unsatisfactory or a source of important complaint. The oversight of so many marshals, each of them working independently and compensated only by fees, should obviously require a supervisory staff under the mayor. No such staff exists and none is desirable.

We urge that the city marshals be abolished and their functions transferred to the sheriff who has the basic machinery for extending his service into the field at minimum expense. The fees should be turned into the city treasury, and the added personnel compensated like other deputy sheriffs by salaries. This would lead to standardization of the service, uniformity of practice, continuing supervision, and finally high responsibility where now there can be practically none."

Together with others who are supporting the abolition of city marshals and the transference of the work to the sheriff's office, Mr. Goff was asked to a meeting of the Citizens Union with Mr. McCoy of the Judicial Conference on this matter.

NEW YORK CITY YOUTH BOARD

The General Secretary participated in a Spring Conference of the New York City Youth Board devoted to the team approach to delinquency prevention. While the slogan "The Team Approach" has been used for many years in efforts to solve the problems of crime and delinquency, there appears finally to be a growing tendency on the part of public and private agencies to actually work concertedly together on specific social problems. That which has been given lip service in the past appears to be developing in a more realistic manner.

The complexity of the population of New York City, its density its many local neighborhoods, its heterogeneity of beliefs and practices are now being compounded by the increasing problem of out-of-school unemployed youth. With approximately 77,000 out-of-school out-of-work youth in New York City one can readily understand the need for a serious concerted attack to "pull the fuse" on that which Dr. Conant has described as "social dynamite."

The Spring Conference of the New York City Youth Board was an effort to bring together the organizations and agencies working on the control and prevention of delinquency to develop more coordinated and qualitative action.

REGIONAL GOVERNOR'S CONFERENCE ON CHILDREN AND YOUTH

For two days in April several hundred individuals from the Metropolitan area interested in the problems of youth met to examine the progress made in the State since the 1960 White House Conference on Children and Youth and to develop a plan of action for a forthcoming State-wide Governor's Conference. The attention of the specific section in which the General Secretary participated focused upon changes brought about as a result of Court Reorganization, particularly as they effected juvenile delinquents and young offenders. The introduction into the Family Court Law of the category "persons in need of supervision" and the lack of dispositions available to the court in handling such individuals necessitated the introduction of legislation, which this Association supported, allowing the courts to commit such individuals to State Training Schools. This they had not been authorized to do under previous legislation. In addition the matter of the detention of runaways was discussed and the Workshop on Youth and Law supported a recommendation of the Albert Committee which would allow law enforcement authorities under certain conditions to hold runaways in detention. This also had not been allowed under previous legislation.

There appears to be a strong trend toward insuring "due process" in the instance of handling juvenile delinquents. The introduction of Law Guardians to protect the legal rights of juveniles has created a movement, primarily on the part of law enforcement agencies, to introduce counsel to protect the rights of the community. If this is done there is a strong likelihood that the hearings on the delinquencies of juveniles may become "little criminal courts."

STATE BAR ASSOCIATION

Mr. Goff met with Col. Harold Riegelman, Chairman of the Committee on Public Health of the State Bar Association and Member of the Governor's Advisory Council on Alcoholism to discuss the legislative program of that group as it related to the alcoholic offender. We are most anxious that there be legislative enablement which will allow for the treatment as a public health problem rather than a correctional problem of the alcoholics now receiving repeated jail commitments. We have proposed that legislation similar to the Metcalf-Volker bill for narcotic addicts be considered for the chronic police court alcoholic. Such legislation coupled with available facilities will permit selected alcoholics to receive civil commitments to a hospital or other facility maintained or approved by the Department of Mental Hygiene for an indeterminate period not exceeding one year including after-care supervision. Coterminous with a civil commitment to the Department of Mental Hygiene, the individual

might be placed on probation for a period not exceeding two years after the termination of compulsory detention.

INFORMATION ON CORRECTION

It is not possible to document all of the numerous telephone calls and visits we receive from individuals who are interested in various aspects of the administration of justice. The following are quite typical of the requests we receive.

A writer from the New York Times preparing a section for the Encyclopedia Americana called regarding the "Auburn System". The producer of the Jack Paar show requesting information concerning conjugal visits. A student in architecture at Pratt Institute doing his thesis on a correctional institution referred to us by the Department of Correction wanted background material on the philosophy of correction of adolescents.

COMMUNITY SERVICE SOCIETY

The General Secretary spent several hours with a staff member of the CSS who was seeking our views on several bills relating to parole. Before CSS took a position on correctional matters they wanted to review with this Association the various bills in which they were interested because of their confidence in our objectivity and knowledge in the field of correction.

ANNUAL REPORT

Approximately 800 copies of the 1962 Annual Report were distributed to 25 states, Canada, Puerto Rico and many foreign countries, including Australia, England, Switzerland, Morocco and India.

It should be noted that the Association's 1962 Annual Report is the 118th Annual Report in the series.

WOMEN'S PRISON ASSOCIATION

At the request of the Women's Prison Association the General Secretary has met on several occasions with the Executive Director, staff and members of the Board on the matter of a closer working relationship.

The Women's Prison Association was at one time a Committee of The Prison Association of New York, separating and forming a separate organization shortly before the Civil War. The principle service this organization provides is through the Isaac T. Hopper Home, a shelter for women released from correctional institutions. At any one time approximately eight women released from correctional institutions are housed in the Hopper Home and are provided with guidance, counsel and assistance in obtaining employment and

permanent housing. The service is well thought of and extremely important.

Mrs. Ballantine, Mr. Chambers and Mr. Hochschild, visited the Hopper Home with Mr. Goff and were very much impressed with the essential services it was performing.

LEGISLATION

On April 6th the State Legislature adjourned after the introduction of 3,786 bills in the Senate and 5,191 bills in the Assembly.

The legislative activities of the Association entailed sifting through these 8,977 bills of which 385 were reviewed. Out of the 385 bills reviewed a total of 31 in the area of concern to the Association were approved or disapproved. While there were 385 bills in one way or another dealing with the problems of crime and the administration of justice in New York State, only 31 were considered to be of sufficient importance for the Association's attention.

"GLUE SNIFFING"

Because of the sensational and dramatic publicity given to "glue sniffing" by a few juveniles, legislators are introducing extremely restrictive legislation in various parts of the United States including New York which we feel would not only be ineffective but would also seriously effect many hundreds of thousands of youngsters involved in model building. Needless to say the Hobby Industries are very much concerned over such legislation that would be a serious economic blow to the entire industry.

The Hobby Industries of America has asked us to aid them in preventing such legislation from being enacted. We have already alerted them to several pre-filed bills in the New York State Legislature which would not only prohibit individuals under the age of 21 from purchasing model airplane glue but require the registration, name, address, etc. of anyone over the age of 21 who purchased a tube of glue, such a record to be maintained for a period of five years. We feel that such legislation would have far reaching detrimental effects upon the constructive hobby activities of youngsters not only in their own homes but in boys clubs throughout the United States. We also feel that it is discriminatory to single out one substance which when inhaled creates intoxication when there are so many other commonly used household products such as carbon tetrachloride, nail polish remover, cleaning fluid, gasoline, rubbing alcohol, morning glory seeds, duplicating fluids, etc. which likewise can be used to artificially create a state of euphoria.

FREDERICK A. MORAN MEMORIAL INSTITUTE

Mr. E. R. Cass, member of the Executive Committee and General Secretary of the Correctional Association of New York for 40 years,

before his retirement in 1962, again participated in this Institute, held at St. Lawrence University with the co-operation of the State Departments of Correction, Health, Civil Service; the Probation Commission, Division of Parole and Division for Youth.

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

CONFIDENTIALITY OF PROBATION REPORTS

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

AWARD TO E. R. CASS CAMP

The Association noted with great pleasure and pride the award made by the State Department of Conservation to the boys of the E. R. Cass Camp of the Division for Youth for the outstanding work these lads have done since the camp opened in 1962; fighting forest fires, clearing trails, building fire breaks and in general improving many areas of state-owned recreational land.

Mr. Cass, a member of the Executive Committee and General Secretary of the Correctional Association of New York for 40 years prior to his retirement in 1962, in whose honor the camp was named, stated at the presentation: "The beliefs, confidence and hopes I have had in those of today's youth who need moral training and character building, not harsh punishment, has been justified here today."

THE GREAT GRANDDAUGHTER OF MR. E. C. WINES, FORMER GENERAL SECRETARY OF THE CORRECTIONAL ASSOCIATION

A Mrs. Alfred D. Stringer visited the office one afternoon seeking information about Mr. E. C. Wines her great grandfather. She had known that Mr. Wines had had some connection with the Correctional Association but was quite hazy about it.

Mr. E. C. Wines when he was General Secretary of the then Prison Association of New York had called together the First National Prison Conference and starting what is now the American Correctional Association. In addition Mr. Wines in 1872 had been instrumental in setting up the First International body which subsequently became the International Penal and Penitentiary Commission organizing Quinquennial International Conferences on the Prevention of Crime and the Treatment of Offenders. Later the International Penal and Penitentiary Commission became affiliated with the League of Nations and since 1955 the Quinquennial Congresses have been under the auspices of the United Nations Social Defence Section.

Mrs. Stringer was very much impressed with the respect people in correction have for Mr. Wines and was very grateful for the information.

FORDHAM UNIVERSITY STUDY

In an effort to obtain some idea of the long range effectiveness of the direct service work being carried on by the Employment and Relief Bureau of the Association, a research project will be conducted by a Senior Parole Officer of the Division for Parole as his thesis at Fordham University. It will be interesting to note differences, if any, between those individuals who are referred to the Correctional Association for assistance from the Parole Division and those who are not; as well as such other facts as whether certain Parole Officers make greater use than others of our services.

EXPRESSIONS OF GRATITUDE

Again this year we were reminded of the respect the working line officers of the New York City Parole Commission have for the direct service activity of our Association. The City Parole Commission Employee Welfare Association from its own funds made a contribution to the Association.

At about the same time the New York City Area Office of the State Division of Parole suggested to the Columbia Broadcasting System that a stipend check a parole officer had received for participating in a radio program be sent by CBS to us. This the Columbia Broadcasting System was pleased to do.

These are two examples of the importance professionals in the field attach to the direct service work of our Association.

DIRECTOR OF INDUSTRIAL RELATIONS

While each one of our direct service cases represents a story in itself, a somewhat unusual situation developed when the Director of Industrial Relations of a large corporation called and asked us to interview one of their new employees who after several weeks of employment had admitted to a criminal record. Through our contacts we were able to obtain the past history of this individual and arranged for him to visit with us. A review of his past history plus an intensive interview led us to believe that the individual was making a bonafide effort to be not only a good employee but a law abiding citizen. We reported our reaction to the Director of Industrial Relations and received the following thank you:

"As a result of your interest I believe that we shall be able to keep Mr. _____ on the payroll. The only remaining question is one of suitable placement which is being complicated by the requirements of union seniority. Thank you again for your interest and assistance."

CAMP SERVICE

A number of inmates on Rikers Island have volunteered to participate in a public health experiment on tuberculosis. This they have done in some instances as a form of penance and in others as an effort to help humanity. Feeling that their altruism should not go unrewarded we contacted the institution and offered to send the children of five of the inmates involved to summer camp so that they, the children, might have a respite, if even for a short time, from the streets of New York. We also advised the wives that their husbands who were institutionalized gave us the names of the children. This may help hold a family together and give some hope. Needless to say the families, the inmates involved, and the administration of the institution were extremely appreciative of this project of ours which while small in scope was very meaningful to those involved.

NEW YORK STATE PAROLE DIVISION

A meeting was held with the Area Director of the New York State Division for Parole to consider ways whereby, in selected cases, greater emphasis might be placed on the "loan" rather than grant aspect of financial assistance. The Correctional Association of New York provides to parolees. This is certainly not an effort to impose a hardship either financially or psychologically upon

parolees who receive financial assistance from us but rather only in selected cases when the parole officer, together with Mr. Friedman of our Employment Bureau feels that it is in the best interest of the parolee and the community for the individual to look upon the financial assistance he received as a loan. It is anticipated that in relatively few cases will such an expectation be held. It is strongly believed that in selected cases it is necessary to prevent a dependency from developing by calling to the attention of the individual his obligation to repay a "loan."

The idea was extremely well received not only by the Area Director Supervisor but also by the individual parole officers.

SEMINAR ON NARCOTIC ADDICTION

The Director of the Family Service Bureau and the Employment Secretary of the Association both were enrolled in the Department of Health's six-weeks Seminar on Narcotic Addiction in order that the direct services the Association is providing can be sharpened even more.

Many of the women receiving service from our Family Service Bureau have husbands who are serving sentences in correctional institutions on drug charges. In many instances the wives are completely ignorant of any remedial steps that can be taken and of the treatment available to drug addicts in the City of New York.

In addition the Association's direct service activities brings us in direct contact with drug addicts on parole from the City correctional institutions and a greater knowledge of the drug addict is helpful for the Employment Bureau Secretary.

SOCIAL AGENCIES

While many of our direct service cases are referred by the New York City Parole Commission and the State Division of Parole, we continue to receive referrals, among others, from the New York City Department of Welfare, Catholic Charities, the Commonwealth of Puerto Rico, Labor Department, the State Division for Youth, the Attendance Department of the Board of Education, the First Unitarian Church in Brooklyn, the National Lutheran Welfare Association and the Family Court. All of these agencies recognize the uniqueness of the Correctional Association in providing direct services to offenders and to the families of men in institutions.

A CONTRIBUTOR

The General Secretary with a great deal of humility read the following letter:

"Unexpectedly the Women's Auxiliary of this Home where I am now residing gave me a check for my birthday, which

is today, sufficient for me to pay for two new sport flannel shirts which I had bought for today's occasion.

Accordingly I am sending the enclosed, which would have otherwise been less, that it may be shared by the children whose parents are or would be in prison over Christmas, to whom you give presents. May they believe there is a Santa Claus despite it all.

Please note my new address. God willing, I expect to be here for the rest of my natural life.

Oh! if your work reaches out into Nassau County let the enclosed apply there. Otherwise New York City will do.

And please do not publish my name. May God bless your good work. Merry Christmas and a Happy New Year to you all."

This gentleman has contributed to the Correctional Association since 1928. Most of his contributions have been in the amount of \$1.00 a year. His contribution this year which was enclosed with the above letter was in the amount of \$5.00. In 1953 he contributed \$7.50 "because of a settlement of an accident contribution has been increased this year." He asked that his name not be published.

NATIONAL

JUVENILE DELINQUENCY PROJECT

A member of President Kennedy's Committee on Juvenile Delinquency and Youth Crime suggested to Mr. Goff that the Committee on the Prevention and Treatment of Juvenile Delinquency of the American Correctional Association should consider seriously developing a multi-discipline approach to the prevention and treatment of juvenile delinquency. An initial draft proposal of a project was developed by this committee, submitted to the President's Committee and after review by the professional staff of that body is in the process of being revised for resubmittal.

The purpose of this project is to attempt to bring together the divergent points of view on juvenile delinquency expressed by the various disciplines such as anthropology, sociology, psychiatry, education and psychology and is a reflection of the growing recognition of the need for these various academic disciplines to work out their differences in regard to the causation of crime and the treatment of offenders.

AMERICAN BAR FOUNDATION

The American Bar Foundation is conducting a nation-wide study on crime and mental illness with a particular focus upon procedures and practices rather than theory and philosophy. During the summer, the Correctional Association was asked and expressed its willingness to cooperate and assist in this study when the research team was in New York.

The staff of the American Bar Foundation arrived in New York the latter part of October and remained in the area through the month of November. One of its first contacts upon arrival was with the Correctional Association. The General Secretary spent approximately six hours discussing, with a field representative, the matter of crime and mental illness. He was most interested in our Annual Report to the Legislature, particularly the recommendation regarding the handling of lesser offenders and narcotic addicts.

BOOK ON THE NATIONAL JAIL SITUATION

One of the roles of the Correctional Association is to stimulate the interests of others in the many facets of correction. As reported previously, we were successful in interesting *Parade Magazine* in an article on the jailed alcoholic. The writer of this article with whom we have worked on two previous articles has become so interested in the jail problem in the United States that he is planning a book for mass reading on the jailing of those individuals who are generally considered in need of a different type of handling—the psychotics, the children, the narcotic addicts and the alcoholics.

THE AMERICAN CORRECTIONAL ASSOCIATION PROGRAM COMMITTEE

Representing the Committee on the Prevention and Treatment of Juvenile Delinquency of The American Correctional Association, the General Secretary participated in the Program Committee Meeting developing the program for the 1963 Congress of Correction held in Portland, Oregon in late August 1963. The keynote of this 93rd Congress of Correction was "Science in the Correctional Process" reflecting the fact that for the first time in over 50 years, the 1963 President of the American Correctional Association was a social scientist from the University of Maryland.

NATIONAL COUNCIL OF CHURCHES

As a Commissioner of the National Council of Churches of Christ in America, Mr. Goff was asked to present to the Department of Pastoral Services an up-to-date report on the status of handling drug addicts in the United States. A background paper on narcotic addiction and a proposed resolution for adoption by the General Board

of the National Council of Churches was again up for discussion and consideration at the Semi-Annual Meeting of the Department of Pastoral Services held at the beginning of May.

For a year now we have been continuously prodding the National Council of Churches to take a position stand on the problem of narcotic addiction. Progress has been extremely slow and at times discouraging because of the involved organizational structure. Because of the emotions involved around the use of narcotics, there also has been a reluctance on the part of some to become involved in this very difficult and yet important social problem.

At a two-day meeting of the Department of Pastoral Services of the National Council of Churches of Christ in America, the Department reaffirmed its position on alcoholism and drug addiction. Further and of great interest to our Association, the background paper on narcotic addiction prepared by the General Secretary was approved in principle and a three-man editorial committee created to prepare the manuscript for further review and approval by the churches in the United States. The General Secretary was appointed chairman of this committee consisting of a theologian, the Executive Director of the Department of Health and Welfare of the National Council of the Episcopal Church; a doctor, director of a psychiatric clinic in Wisconsin and chairman of a joint committee of the American Medical Association and the National Council of Churches studying the Fundamental Nature of Man; and a sociologist, the General Secretary of the Correctional Association of New York.

An additional area namely that of homosexuality was proposed by the General Secretary for consideration by the churches in America. This matter was referred to the Commission on Religion and Health for consideration and report.

Both the area of narcotic addiction and homosexuality are of particular interest to correctional people since both are illegal and their treatment in correctional facilities extremely difficult. The Association has for years been concerned over sex offenders and much of the credit for the passage of the sex offender law in the State of New York belongs to Mr. E. R. Cass working in behalf of The Correctional Association of New York.

NATIONAL COUNCIL OF CHURCHES— COMMISSION ON RELIGION AND HEALTH

After two years of study and deliberation the National Council of Churches accepted the background paper they requested Mr. Goff to prepare on Narcotic Addiction and is in the process of preparing this statement for distribution to the denominational churches throughout the United States. Further, based upon this document, a special committee within the National Council will prepare a proclamation stating the position of this national body.

The paper while presenting varying points of views tends to emphasize:

- (1) a public policy which does not allow for the maintenance of narcotic addicts on narcotics,
- (2) a continuation of strict enforcement control over the entrance of narcotics into this country and their use within the United States,
- (3) the need for detoxification and treatment in a controlled setting, and
- (4) the role played by broad socio-cultural factors in the etiology of addiction.

COMMITTEE ON THE PREVENTION AND TREATMENT OF JUVENILE DELINQUENCY—THE AMERICAN CORRECTIONAL ASSOCIATION

As program Chairman of the Committee on the Prevention and Treatment of Juvenile Delinquency for the 93rd Congress of Correction, The General Secretary planned two programs.

One focused on the Citizen Participation in the Prevention and Treatment of Crime and Delinquency and consisted of a panel representative of different types of citizen participation. Representatives of the President's Committee on Juvenile Delinquency and Youth Crime, a Governor's Committee on Children and Youth, a state Citizen's Council on Crime and Delinquency, and the Voluntary Prisoners Aid Association presented papers. The other program which was moderated by the General Secretary, focused upon the policy position of the International Association of Chiefs of Police on "The Police Role in Handling Juveniles." In addition to the presentation of the official position of the IACP, a representative of the International Juvenile Officers Association and a Director of a Governor's Committee on Children and Youth also addressed themselves to this timely topic.

TECHNICAL ASSISTANCE PROGRAM—INSTITUTE FOR CORRECTIONAL TRAINING

The Department of Correction of the City together with other City and State departments with funds provided by the Department of Health, Education and Welfare for a Technical Assistance Project brought together approximately 70 individuals knowledgeable in the field of correction from various parts of the United States for a consultation on specialized education planning for personnel in correction. Mr. Goff attended representing the Correctional Association of New York.

The need for an integrated curriculum on a college level coupled

with a unified ongoing research program in criminology which would bring together the academician and the practitioner has been sorely needed. University level training, instruction, course work and research directly applicable to correctional problems has been largely ignored in most European and American colleges and universities. The consultation held at Lake Mohonk on specialized education planning for personnel in correction was an attempt at bringing together the various disciplines to move toward this purpose.

MODEL ACT FOR STATE CORRECTIONAL SERVICES

As a member of the drafting sub-committee of the Joint Committee of the American Correctional Association and the National Council on Crime and Delinquency created to prepare a model act for a State Department of Correctional Service, the General Secretary working together with the counsel of the National Council on Crime and Delinquency researched several aspects of the comment which is to be included in the Draft Act. This work was done in preparation of a meeting of the whole committee to the Portland Congress of Correction.

EMERGENCY MEDICAL IDENTIFICATION—A. M. A.

Another illustration of the results of past work of the Association is the recent adoption by the American Medical Association of a universal emergency medical identification symbol.

Our activity reports to the Executive Committee of March 23rd and October 26, 1961 reveal that several untoward deaths had occurred in local jails in the United States because the correctional authorities had not known of the serious medical condition of a person committed to them. At that time the Correctional Association contacted both the American Medical Association and the American Diabetes Association calling attention to the need for a universal emergency medical identification symbol which would immediately alert law enforcement authorities and correctional administrators to the serious physical condition of a person. Further, we participated in a half hour radio broadcast with the American Diabetes Association pointing out the great need for such identification.

The American Medical Association took cognizance of our pleas and set up a committee to solve the problem.

Recently the American Medical Association forwarded us material on the emergency medical identification symbol they had developed and expressed their appreciation to us for our work on this problem. More detailed information on emergency medical identification is found in the October 1963 issue of *Readers Digest*.

MIDDLE ATLANTIC STATES CONFERENCE OF CORRECTION

The General Secretary participated in the Middle Atlantic States Conference of Correction held at West Point. The growing emphasis upon objective research in correctional practices and procedures was reflected in the lively discussions in all workshops, not only those devoted exclusively to research. More and more those involved in correctional administration are being asked and are asking themselves the validity and effectiveness of their practices and procedures.

Another emphasis noticed, one not new to the Correctional Association is upon the half-way house type of facility. These are being recognized as necessary and desirable steps from the rigors and regimentation of large correctional institutions to successful community adjustment. Because of the general lack of private agency involvement in this very important aspect of the correctional process, states and the Federal government have been forced to create governmental facilities. This tends to be an extension of institutionalization rather than a residence for releases. The Federal Bureau of Prisons presently has four such half-way houses in operation in various parts of the United States and the State of New Jersey recently opened one for parolees released from the Reformatory at Bordentown. It is obvious that the need is great for residential facilities in the urban areas to provide temporary shelter and counsel while ex-offenders are seeking employment, a more permanent residence and the ultimate of reintegration into the community.

MASS MEDIA

A staff writer for *Parade Magazine* asked the Association for its assistance in an article they were contemplating on the civil and social disabilities incurred as a result of conviction. These civil disabilities, which are too numerous to list, include such things as the inability of a convicted felon to be employed by a manufacturer of Bingo game equipment or in establishments serving liquor. In addition, an individual who receives a life sentence is considered "Civilly Dead," losing property rights and spouse.

The State Parole Commission which was contacted by the Association was most anxious to work on this article and assigned its Clemency Officer to the project. He, together with the writer from *Parade Magazine*, and Mr. Goff, met in the office of the Association to develop a procedure of obtaining cases of individuals who, while in the community, were legally "Civilly Dead."

This article, we feel, will call to the attention of the readers of *Parade Magazine* one of the many complex socio-legal problems involved in the handling of offenders.

In discussing the civil and the social disability matter with the writer, Mr. Goff suggested that an article might be done on the ineffectiveness and great cost of the present way alcoholic offenders are handled. We have since been advised that the magazine is interested in such a story and will be calling upon the Association for technical consultation and advice at a later date.

COUNCIL OF STATE GOVERNMENTS—BOOK OF THE STATES

The General Secretary was again asked to prepare the chapter on correction for the biennial publication of the Council of State Governments. This highly respected organization which is the Secretariat of many of the inter-state compacts and the forum for state government in the United States, has looked to this Association for the preparation of the chapter on Correctional Developments in the United States for their publication. Mr. Goff had prepared the previous chapter for the 1962-1963 volume and was most pleased that the Association was again requested to write the chapter for the 1964-1965 issue.

PRESIDENT KENNEDY'S COMMITTEE ON JUVENILE DELINQUENCY AND YOUTH CRIME

As a member of the Committee on the Prevention and Treatment of Juvenile Delinquency, the General Secretary together with Mr. Roy Votaw, Assistant Director, Youth Authority—State of California; Dr. Peter Lejins, Chairman, Committee on Research of the American Correctional Association; and Mr. John Wilson, General Secretary of the American Correctional Association met with Mr. Bernard Russell, Director of Juvenile Delinquency and Youth Development and the Director of Research for the Committee in pursuing further the Juvenile Delinquency project proposed to Mr. Goff by a member of President Kennedy's Committee on Juvenile Delinquency and Youth Crime.

As a result of this meeting, certain suggestions were made, and Mr. Goff and Mr. Votaw drafted a revision which is being considered.

COOPERATION WITH THE AMERICAN CORRECTIONAL ASSOCIATION

Three members of the Correctional Association of New York, Mrs. Baird, Mrs. Cass and Mr. Goff attended the 93rd Annual Congress of Correction held in Portland, Oregon in August 1963. The Congress of Correction which annually brings together all those individuals interested in correction in the United States this year had approximately 1,000 participants. The Correctional Association's interest is not only professional but dates back to 1870

when as a result of The Correctional Association, the first national Congress was held. Throughout the years, the Association has maintained a close relationship with the American Correctional Association and is at the present time providing office space for the New York business office of the National organization.

All those who attended were very much impressed with the high caliber of the papers and discussions.

At the last years Congress, an E. R. Cass Achievement Award was established and this year in Portland the first awards were made to individuals for their contributions to the field of correction. Three individuals, all well-known to the Association were honored by receiving recognition. They were Mr. G. Howland Shaw, for years a member of the Executive Committee of our Association, Miss Edna Mahan, Superintendent, New Jersey Reformatory for Women and Mr. Richard McGee, Agency Administrator, Youth and Adult Corrections Agency, State of California.

GUIDE FOR STATE DEPARTMENTS OF CORRECTION

For several years, the American Correctional Association and the National Council on Crime and Delinquency have been working on a Model Act for State Correctional Services. Such an act, when completed, will constitute the best thinking in the field and will be a guide for legislators and state administrators in developing progressive correctional services in a state.

For the final drafting and editing of this Model Act, a small committee of selected individuals with vast experience in the field has been established. Mr. Cass was selected as a member of this committee and Mr. Coff appointed as one of two consultants to it.

COUNCIL ON SOCIAL WORK EDUCATION

Mr. Goff met with Mr. Charles Prigmore, Director, Correction Project, Council on Social Work Education at his request to discuss and plan for the development of education materials in correction for use in graduate schools of social work throughout the United States.

This correction project has as its overall goal the stimulation of graduate schools of social work throughout the country to prepare more individuals for the field of correction. Since there is a dearth of teaching materials available, the Council on Social Work Education in a curriculum development project has asked the Correctional Association of New York to cooperate by making available teaching material. In addition to the Correctional Association, material will be obtained for this purpose from:

1. The Springfield College Pre-Release Guidance Center (of Federal youthful offenders) Brooklyn, New York

2. The Federal Probation Training Center, Chicago, Illinois
3. Circuit Court, Juvenile Division, St. Louis, Missouri
4. The Bordenstown Reformatory, Trenton, New Jersey
5. Hennepin County, Department of Court Services, Minneapolis, Minnesota

MID-WINTER MEETINGS

During the month of February, a number of Mid-Winter meetings of organizations with which the Correctional Association of New York has been identified for many years were attended. These included the International Prisoners Aid Association, the Correctional Service Federation-U. S. A., and the Board of Directors meeting of The American Correctional Association.

At the meeting of the American Correctional Association, the service that the Correctional Association of New York has been to the American Correctional Association over the years was warmly acknowledged and the deep appreciation and feeling the national body has for us exuberately expressed.

In addition, the Board of Directors voted to pay half of the retirement of Mrs. Gladys Gilbert upon her retirement, with the understanding that the Correctional Association of New York will pay the other half.

Mr. Goff advised the Board of Directors of The American Correctional Association of the favorable action the Executive Committee had taken at its January 1963 meeting on the request by the national body for the use until August 1964 of two rooms in our office at 135 East 15th Street, New York City.

"THE SCENT OF DANGER"

At the request of the Assistant Director, Federal Bureau of Prisons who was Chairman of the Program Committee for the 93rd Annual Congress of Correction in Portland, Oregon, Mr. Goff together with Mr. Cass screened a film on glue sniffing developed by the Hobby Industry of America. This film entitled the "Scent of Danger" was made with the cooperation of the San Francisco Police Department and the Orange County (California) Probation Department. It is not intended for use with children but rather with delinquency prevention people, probation officers, police, etc. The theme centers around what might be considered a sensible approach to the present "glue sniffing" problem both from a community point of view as it relates to law, enforcement and treatment of "sniffers" and the industries effort to develop a non-intoxicating solvent for glues used in model building.

Both Mr. Cass and Mr. Goff felt that the film was extremely well prepared and arranged for its showing as part of the program of the 93rd Congress of Correction.

INTERNATIONAL

UNITED NATIONS—N.C.O. REPRESENTATION

The Howard League for Penal Reform at its September meeting elected Mr. Goff to be the Affiliate's representative in New York in the Non Governmental Organization Section of the United Nations. Prior to accepting this position Mr. Goff had discussed the matter with the Social Defence Unit of the Secretariat. He had also discussed the matter with the Howard League when the original request had been made some time ago. A primary concern was the amount of additional work that might be entailed; and also the possibility of a conflicting viewpoint with the Howard League in the event of being requested to testify as an expert before the Social and Economic Council of the United Nations. With regards to a possible conflicting viewpoint, it is clearly understood that Mr. Goff will not testify before the United Nations on any matter where there is a sharp disagreement with the views of the Correctional Association of New York.

CHARLES IRVING—ENGLISH VISITOR

The Correctional Association of New York continues to be the home away from home for those interested in the field of correction throughout the world. Upon referral from Commander Hague of the National Association of Discharged Prisoners Aid Societies in London, Mr. Charles Irving, Chairman of the Southwest Midlands After-Care Society met with Mr. Goff and visited Sing Sing Prison and Rikers Island with him. Mr. Irving who was formerly a magistrate and mayor in his home town in England is one of the few civilians to visit the prisons in Russia.

After serving a number of years on the bench Mr. Irving stated he realized that the work of reintegrating individuals into the community after incarceration was much more positive and important than placing them in incarceration.

Of great interest to Mr. Irving was the fact that the Correctional Association of New York receives no financial support from the city or state and is financed entirely by private contributions.

DIRECTOR OF BORSTAL AND Y.P. AFTER-CARE— UNITED KINGDOM

In addition to a visit in January of Charles Irving, Chairman of the Southwest Midlands After-Care Societies of England, Mr. Frank C. Foster, Director of Borstal and Y. P. After-Care for the United Kingdom made a short stop in New York on his return to England from Jamaica.

The General Secretary arranged for a meeting for him with the United Nations Social Defence Section to discuss after-care for prisoners.

Because of the shifting social situation in England the question of a governmental parole service is being seriously considered. This causes problems on the relationship of the existing private after-care societies with a government parole agency. Mr. Foster asked to arrange for Mr. Goff to meet with Mr. Peterson, Chairman of the Prison Board for the Home Office and Hugh Klare in London to discuss the matter.

AFTER-CARE IN THE UNITED KINGDOM

As previously reported in this section, the Director of Borstal and Young Prisoners After-Care of the United Kingdom and the Chairman of the Southwest Midlands After-Care Societies asked the General Secretary to meet in London with a number of individuals involved in After-Care in that country. Mr. Goff met in England with the Chairman of the Prison Board, also Chairman of the Council of the Central After-Care Association, the Director of Men's After-Care, the Executive Director of the Howard League for Penal Reform, the Director of Borstal and Young Prisoners After-Care, the Chairman of the Southwest Midlands After-Care Societies, several probation officers in out-of-London counties and others in an effort to reconcile divergent points of view regarding the role of the government and private agencies in After-Care.

The original request for this visit was made when the proponents of different points of view separately visited the United States seeking a person who had had experience both with a private agency dealing in After-Care and a responsible administrative position in the correction field.

The United Kingdom has traditionally depended upon voluntary agencies and lay citizens to provide after-care services for persons released from correctional institutions. Because of the growing number of offenders, the recognition of the government's responsibility in providing counsel, guidance and supervision for all individuals released from correctional institutions and because of the social upheaval in the United Kingdom since World War II, many persons have felt that after-care services would be improved if they became the responsibility of government. The existing private agencies, already receiving funds and assistance from the government have been apprehensive about their role in the correctional process should after-care become a direct governmental responsibility.

Other than the Howard League for Penal Reform, the majority of the voluntary private prisoners aid associations in the United Kingdom have focused entirely upon direct services. They have not, as has the Correctional Association of New York since its inception,

carried on a program directed toward the improvement of the programs of correctional institutions and the administration of justice to any great extent. Rather, they have focused their entire attention upon providing clothing, housing and finding employment for releases.

The General Secretary spent two weeks in London and in several of the counties of East Anglia explaining how a voluntary correctional association can compliment the services of governmental agencies while at the same time acting as the stimulus for the improvement of program.

LAW SCHOOL—UNIVERSITY OF SYDNEY, AUSTRALIA

The ferment regarding After-Care in the United Kingdom has made itself felt in a far distant part of the Commonwealth, Australia.

The Association was asked to provide to Dean Kenneth Shatwell, Dean of the School of Law, University of Sydney, Australia who recently has been placed by his government on a small committee to develop a Parole Law for the state of New South Wales, background material on Parole and Probation in the United States. We forwarded him among other things, a resume of the American Bar Association's Model Penal Code and a draft of the Model State Correctional Services Act presently being prepared by the American Correctional Association and the National Council on Crime and Delinquency.

Dean Kenneth Shatwell spoke at one of the Executive Committee meetings of the Correctional Association in 1961 and prior to this time, in 1957, Mr. Goff had spent about a week with him when he was in the United States seeking assistance in setting up a college curriculum program for law enforcement officers. At that time, Mr. Goff had just developed for Rutgers University four separate lecture series for law enforcement officers and was conducting a one month residential training program for custodial personnel in the New Jersey Correctional System.

QUADERNI DI CRIMINOLOGIA CLINICA—ROME

At the request of Dr. Franco Ferracuti of the Social Defence Section of the United Nations, Mr. Goff is preparing an article on the philosophy and activities of the Correctional Association of New York for the Quaderni Di Criminologia Clinica published by the Institute of Criminology in Rome and the Italian Government. Dr. Franco Ferracuti a member of the faculty of the Institute of Criminology in Rome, presently on leave serving with the United Nations, on learning of the varied activities of the Correctional Association and desirous of acquainting others working in the area of the administration of justice in Italy as well as the United Nations

with the varied and important work the Correctional Association has done in its 119 year history and its current projects and future plans, requested the article.

We are most pleased to have received this request as we feel that this type of recognition of our activities is noteworthy despite the fact that this assignment will require additional time and work.

INSPECTOR GENERAL—MOROCCO

The Moroccan Inspector General of Penitentiaries, Mr. Alaoui El Mehdi, wrote the Association asking for assistance in planning for construction of the new 1,500 man maximum security institution outside Rabat, Morocco. The General Secretary had had the pleasure of meeting with Mr. Alaoui El Mehdi and visiting the Central Prison at Kenitra in Morocco as a guest of the Department of Justice in 1960. The Inspector General of Penitentiaries also asked us to advise him on an itinerary in the United States covering different types of maximum security institutions and architecture. A trip was scheduled by the United States Government during the spring.

Subsequent to the correspondence, we received a call from the Federal Bureau of Prisons in Washington indicating that a change in plans may have adversely affected the Inspector General of Penitentiaries' trip to the United States.

FIELD TRAINING OF SENIOR PROBATION OFFICER— BRITISH GUIANA

The Correctional Association of New York was asked to prepare a two-months training program for Mr. Clarence Alfred, Senior Probation Officer from British Guiana. Mr. Alfred was an Agency for International Development Fellow and in the United States under State Department auspices.

During the two months Mr. Alfred was with the Association he worked in the field with personnel from the New York City Probation Department, the Kings County Probation Department, the New York Office of Federal Probation, the Manhattan Bail Project and the New York State, Division of Parole. He met with members of the New York City Parole Commission, the New York City Department of Correction, the State Division for Youth and the Social Defence Section of the United Nations.

During a trip to Albany with three workers from the Division for Youth, Mr. Alfred was involved in an extremely unfortunate incident and was subsequently charged, together with the three State workers, with disorderly conduct. Because of the very serious international implications of this incident which received extensive publicity in the State and also in the newspapers in a number of

Caribbean countries, and because of the circumstances surrounding it, we were asked to act as liaison for the United States State Department and the British Consulate.

After several postponements extending over a three week period, the case against Mr. Alfred and one of the State workers was dismissed. The other two State workers were found guilty and fined \$25.00 each.

Both the British Consulate and our own State Department were extremely appreciative of the very efficient way in which the Correctional Association handled this delicate situation and both expressed their sincere appreciation to us for our key role in an incident which could have had serious international repercussions.

We were pleased with the final outcome of this incident as can be seen from the following letter from Mrs. J. Jagan, Minister of Home Affairs, British Guiana.

"Thank you for your letter of the 17th October, 1963, in which you referred to the exemplary conduct of Mr. Clarence Alfred, Probation Officer of this country and also the unfortunate incident which occurred.

I am deeply grateful for the extreme faith shown in Mr. Alfred's innocence and can assure you that, he having been completely exonerated in respect of the incident, it will have no adverse effect on his career."

NARCOTIC ADDICTION IN THE UNITED KINGDOM

While the General Secretary was in England consulting on After-Care, he arranged to meet with the Deputy Chief Inspector of Scotland Yard, the Inspector In-Charge of the Narcotics Division of Scotland Yard and the Chief Inspector, Dangerous Drugs of the Home Office to obtain information on narcotic addiction in England for the Correctional Association's Sub-Committee on Narcotic Addiction.

Immediately upon return to this country copies of log notes made on narcotic addiction in the United Kingdom were distributed to the members of our Committee on Narcotic Addiction.

REQUEST FROM THE FOREIGN OFFICE—SCOTISH VISITOR

As a result of the training of Mr. Clarence Alfred, and the way the Association handled the incident, we were asked by the Foreign Office of the United Kingdom to orient a Mrs. Jean Baird-Smith, Member of the Visiting Committee of the Polmont Borstal Institution in Scotland.

While we do not have sufficient staff to allow the time we feel should be given these foreign visitors, we attempt to comply with as many requests from the United Nations, the United States State

Department, and the Foreign Offices of other countries to program as many foreign visitors as is possible. This we feel is an important activity of the Correctional Association and one which has given the Association an enviable international name.

ASSISTANCE TO NIGERIA

The Association was asked to supply information on the training of correction officers to the Women's Prison in Nigeria which at the present time is being directed by a captain on leave from the Women's House of Detention here in New York City. Knowing of the Association's interest and knowledge of training programs she requested the names of several schools in the United States, plus any literature available that would help the correction officers of that country. We immediately referred to the Correction Officers Training Guide recently published by the American Correctional Association and edited by Mr. Cass and Mr. Goff.

ASSISTANCE TO A LAW STUDENT FROM TURKEY

Mr. Mustafa Yucel, a student at the New York University Law School from Turkey spent a number of days of research in our library preparing a document on juvenile crime in this country. We were most pleased to make our library available to him for this purpose.

DEPARTMENT OF NORTHERN AFFAIRS AND NATIONAL RESOURCES—CANADA

The Senior Architect of the Engineering Division of the Department of Northern Affairs and National Resources spent several days with the General Secretary discussing the design and construction of medium-security jails for the Northwest Territory. This large Arctic and Sub-Arctic area of Canada is in the process of developing and the Canadian Federal Government is planning the construction of several new jails in this province.

The heterogeneity of population—Eskimos, Indians, "breeds" and Caucasian Canadians, each with their own sub-culture poses problems in the construction of facilities for the detention and short-term commitments of both male and female. The jails cannot be markedly above the level of living of non-offenders to make certain that individuals do not become involved in crime so that they might be housed and live in what they consider to be luxury.

In addition to discussing the overall problem with the Senior Architect, Mr. Goff made arrangements for him to visit one of the youth rehabilitation camps of the Division for Youth on his return to Ottawa, and introduced him to the architect of the Department of Correction for the City of New York.

PROSECUTOR FOR THE JUVENILE COURT—BRAZIL

Immediately following the United Nations Regional Meeting on Crime and Delinquency in Caracas, Venezuela, Mrs. Zuleika Sucupira Kenworthy, Prosecutor for the Juvenile Court in Brazil came to this country to visit juvenile courts, observe programs for the treatment of juvenile delinquents and to obtain a better understanding of the American programs of preventing juvenile delinquency.

Because of the Correctional Association's knowledge and experience, we were asked by the Social Defence Section of the United Nations to arrange meetings for Mrs. Kenworthy with individuals in the New York City area and to arrange an itinerary for her across the country.

UNITED KINGDOM FOREIGN OFFICE VISITOR

As noted previously, the Foreign Office of Great Britain asked the Association to meet with and orient a Mrs. Jean Baird-Smith, member of the Visiting Committee of the Polmont Borstal in Scotland. Mrs. Baird-Smith met with Commissioner Kross and visited, together with the General Secretary, the Adolescent Division on Rikers Island. Later a small social get-together was held with the Officer in Charge—Social Defence Section United Nations, the British Consul and a few other individuals.

RADIO FREE EUROPE

The Association was called upon by the Public Relations Section of Radio Free Europe to provide information on the square footage of living space allowed inmates in correctional institutions in the United States. This information was sought as a result of the monitoring of a broadcast from behind the Iron Curtain reporting that each citizen in Bulgaria had approximately 65 square feet of housing. The average standard for cells in the States is between 40 and 50 square feet to which must be added day room space and dining room space—areas included in the Bulgarian figure. According to the Federal Bureau of Prisons, the newest Federal Correctional Institution has an individual cell area of 63 square feet per inmate which makes the area allotted to individuals in the United States committed to this institution markedly over that of the average citizen in Bulgaria.

SOCIAL DEFENCE SECTION—UNITED NATIONS

The General Secretary met with Dr. Ferricuti, Social Affairs Officers of the United Nations Social Defence Section in New York to provide some assistance to him in understanding the education programs being conducted in American Correction institutions.

Dr. Ferricuti is on a leave of absence from the University of Roma Medical School and while extremely knowledgeable in the correctional activities and programs in Europe was referred to the Correctional Association of New York for an orientation in American criminology. Both Dr. Marvin Wolfgang, Professor of Criminology in the University of Pennsylvania, a former faculty colleague of Mr. Goff's and Mrs. Elizabeth Fabricant of the Social Defence Section of the United Nations who worked very closely in the past with both Mr. Goff and Mr. Cass, suggested that Dr. Ferricuti look to the Correctional Association for assistance.

SENIOR CHAPLAIN, MINISTRY OF JUSTICE--NEW ZEALAND

At the request of Dr. J. L. Robson, Secretary of Justice, New Zealand, the Association arranged a program for the Reverend Mr. Ernest S. Hoddinott, Senior Chaplain for the Ministry of Justice.

Mr. Hoddinott was personally met at the 93rd Congress of Correction in Portland, Oregon, introduced to a number of individuals with whom he was to meet and confer on his trip to the east coast. Here in New York arrangements were made for Mr. Hoddinott to meet with representatives of the National Council of Churches, The Division for Youth, The New York City Department of Correction and the Social Defence Section of the United Nations.

THE CORRECTIONAL ASSOCIATION'S DIRECT SERVICE ACTIVITIES

DIRECT SERVICES

An extremely important part of the work of the Correctional Association of New York is its direct assistance and services to the families of men incarcerated and to persons released from correctional institutions. The Family Service Bureau sees several hundred women and even a greater number of children in the course of a year, many of whom are confused and befuddled and some on the utter edge of complete despair. The innocent families and children of offenders are often subjected to extremely severe and trying conditions requiring helpful and kindly guidance and in many instances money for shoes, clothing and food.

Releesees from correctional institutions often arrive in our office friendless, without work, a place to live or any funds. While some improvement has occurred which allows some inmates of the New York City Department of Correction's institutions to earn money while incarcerated, many individuals are released with 25 cents in their pocket and jobless. Approximately half of the releesees we help are from institutions of the New York City Department of Correction.

A significant portion of the Association's funds are expended providing both material assistance and counsel in the "support and encouragement of reformed offenders after their release by affording them the means of obtaining an honest livelihood and maintaining them in their efforts to reform," and to ameliorate the destitution to which innocent families of offenders are often subjected while the breadwinner is incarcerated.

FAMILY SERVICE BUREAU

Who are these people, our cases? They are our neighbors—they are people down the street who do not share the brightness of the normal family home. The father and husband is in a correctional institution. It is the innocent family which often suffers most.

There are stories of heartbreak, lost hope, of accidental misfortune, of sudden shocks and distress that overwhelms and terrifies. Above all these are people who have been struck down. It is to these unfortunate women and children that our Family Service Bureau lends a helping hand.

The Family Service Bureau, faced with many problems and difficulties launches into the troubled waters of young peoples lives. The problems are great and the trials and tribulations many. It is a matter of obtaining services for those who need them and of actively and aggressively helping parents and children who are

in some kind of trouble and need counsel and guidance. The young people are not the most conforming boys and girls. Without motivation and material needs fulfilled, they are not accepted in school groups, among their peers within their neighborhood and become part of a large segment of the unreachable, drifting into the Family Court and from there to the Adult Court. From the institution for delinquents to the reformatory and finally to the state prison caught in the revolving door of crime unless they are redirected at an early age.

Our Family Service Bureau is working with the child problem in the incipient stages, starting with the mother and her problems shortly after the husband's arrest. While the referring unit has usually prepared the way for the visit, her guilt and anxieties are often extremely difficult to overcome.

Reflecting the mother's disturbance, the youth are restless, high strung and frequently completely disruptive. Short attention spans, emotional tensions and functional retardation, especially in reading and arithmetic all tend to make the relationships of the children with other youngsters very poor. Untold problems caused by enuresis and old country standards on child rearing often forces the child to psychologically leave home for the acceptance of a street gang.

Frequently the wife of a prisoner and the children cannot move constructively because their own emotional deprivation has been so great. Before a child can be helped, its mother must have an interest in helping herself. But all who we see in our Family Service Bureau are living "heavy lives."

One of our clients, referred by a court psychiatrist, said after a few weeks of counseling and guidance "I feel like a new woman." For the first time in years, the shoes and clothing that she was wearing were her own, purchased with money provided by the Family Service Bureau. She had been unable to visit her husband in prison because of lack of money but more important, she could not bring herself to be seen by the other prisoners "looking as she did." Clothes not fitting had been loaned by neighbors. In a moment of despair Mrs. V. had said "How can anyone win in a courtroom or be accepted in school if they look like a bum?"

After the Family Service Bureau had given continual reassurance and financial assistance, the mother said her son, who had been held in Youth House told her "God has opened a door for us."

The boy had had no clothes to attend school and had been in trouble with the New York City Board of Education Bureau of Attendance. He never had the basic materials such as copy books and pencils needed for classes, as the mother just did not have the money. The boy wanted to go to work, but he was too young. In an attempt to escape from the overwhelming problems of the family,

the boy took the only means he knew. He was found on a ship, having stowed-away, and was arrested. John had not been a true truant or delinquent. The mother kept him home for lack of clothes.

This family is now united. Boy referred to us by the court, the father had been in a correctional institution are both back in the home, grateful for the assistance they had received from the Family Service Bureau.

As has been the practice of the Family Service Bureau for many years, children and mothers were placed in various camps to give them some respite from the hot sweltering city during the summer months. Most of the children have never been away from the city or even much beyond their own local neighborhood. Some of the children from the lower east side have never even seen Central Park, let alone any farm animals or open country. Our families are from a deprived group who do not have the carfare to take a child to a City park zoo or beach. The experience of living in the outdoors even for only a two week period, can and does revitalize and give some hope to these desperately overwhelmed and confused children and mothers.

About two thirds of the work of the Family Service Bureau of the Association involved counseling and guidance as well as financial assistance to children. Most of the children require clothing, shoes, pants, shirts and underwear. One cannot measure the effect on a youngster very often being chided by his peers because his father is a "jailbird," and because his clothing is badly worn, who is in need, of a new pair of shoes or a new pair of pants. This is delinquency prevention at the grassroots.

Below is a letter received from an inmate in a correctional institution expressing the appreciation of one inmate whose family was being aided by the Family Service Bureau:

"Having received word from my wife, that you desired some information from me, I am at a great loss to convey same to you because she (my wife) failed to say what information you desired. She seemed over elated in some points of the letter, and because of that, she lost sight of whatever she had on her mind. However, this letter is meant to acknowledge that any information you desire, please let me know and I will cooperate to the fullest extent.

I want to thank you personally for the comfort and guidance you have thus given my family and it is my hope that Almighty God will bless and prosper you in whatever you do.

(name and institution number)

Below is one of our camp cases which is somewhat characteristic

of the type of problems we are daily confronting in the direct service activities of the Association:

The husband, Mr. B., who does not have an extensive criminal history is presently incarcerated. The oldest son whose wife is in Rockland State Hospital is presently serving a sentence at Auburn. Two other sons both in their middle twenties are married and have families, are employed but struggling financially. The only daughter aged 17 gave birth two months ago to an out-of-wedlock child and the youngest son, 13, underized and undernourished for his age is being sent to camp by us.

This young 13 year old lad has become extremely interested in a boys organization but has been unable to attend the meetings and go to camp because of lack of funds. Gradually he has been drifting into gang activity.

Mrs. B., the mother, has been steadily employed as a machine operator with a take-home pay of \$44.00 a week and is struggling to hold the family together. The husband presently incarcerated, is a handy man who works at odd jobs and has a very sporadic income so that even under the most ideal circumstances, Mrs. B. is the one who is really the breadwinner for the family.

In spite of all the problems there is a strong family feeling coupled with strong religious beliefs. The fact that they are not and have not been on relief is an indication of their strong pride.

Mrs. B. cried when our Family Service Bureau worker took her out to buy underwear, socks, shoes and other articles of clothing for the young 13 year old boy whom we are sending to camp. She stated this was the first time that any of her children had ever gone away to camp and because of what we are doing some of her fears about this 13 year old boy drifting into delinquency have been calmed.

Another case is illustrative of the activities of the Family Service Bureau:

Mrs. S. a founding met John also an orphan who had been released from Matteawan State Hospital shortly before the couple were married. Two children were born of this union, John, Jr., now aged 5½ with a serious disease of the glands and a blood infection, and Dorothy aged 4 presently with a mastoid infection. The father being in prison left Mrs. S. living a marginal existence doing day work. Needing money for medication, the mother had gone to a blood bank but as she had a severe anemic condition was turned down. On the day she arrived at the office of the Family Service Bureau seeking money for medication for the children she was walking on her bare feet as there were no soles left on her loafers.

This woman was provided with two pairs of shoes and money for the medication for the children. A total of \$20.95 from the Association prevented a desperate defeated woman from further despair.

Statistics for Family Service Bureau for 1963

Families in active category January 1, 1963	98
New cases accepted	47
Cases reopened	20
Total number of cases during year	165
Cases closed	67
Families in active category December 31, 1963	98
Total amount of financial assistance	\$5,461.83
Families provided with Christmas dinner and toys (total of 143 persons)	40
Families visited in the home	143
Office interviews	383
Agency visits	238

EMPLOYMENT AND RELIEF BUREAU ANNUAL REPORT - 1963

In the course of a year, many releasees pass through our doors seeking assistance with their varied problems. Each man is a highly complex human who for one of several reasons has failed to abide by the accepted codes of behavior. His plea was heard and the court convicted.

Considering present knowledge of human behavior, we believe that certain factors within the individual and the community are to blame at least to some degree for the difficult plight of the releasee. Perhaps some form of chemical imbalance within the individual has acted as a launching pad for a reckless and dangerous criminal impulse or compulsion, perhaps a birth-defect, emotional trauma, exposure to harmful psychological conditions or even happenstance, among other things, could have influenced the individual to think along lines detrimental or opposed to law and order.

We cannot attempt to focus the full light of scientific research on each individual who calls upon us for guidance, counsel and assistance because this would obviously necessitate an intensive diagnosis by a large staff. Nor is it the function of this voluntary, private agency to second-guess the judiciary or carry on the intensive treatment which is the responsibility of the public correctional agencies.

Confronted with these facts, we must be practical and make use of the means available to us to assist in the solution or alleviation of the varied and pressing problems. Among other things, many individuals arrive in our office in desperate need of financial assistance—without shelter, food let alone tools of his trade or employment.

In many instances the faith and morale of the man has been badly battered and weakened. Through experienced counseling we strive to instill within the individual the spiritual strength and confidence

needed to effect a rehabilitation recognizing that there are those within the very society which brought the individual to task for transgressions who are ever ready and willing to grant another opportunity to change a way of life and become a respected member of the community.

. . . . Mr. C. C., a former inmate at Attica Prison, came to our offices in the midst of winter. He was in very poor physical condition, suffering from high blood pressure, a heart condition and arrested tuberculosis. In this state of health he naturally was unable to work. He told us that he had applied for welfare assistance and was assured a check would be sent to him as soon as the necessary clerical work could be completed on his papers. However, at the moment he was facing a desperate situation, having no funds with which to secure food and lodging. His plight was verified and found to be true. This man needed immediate help. He was given funds with which to sustain himself until the check from the Welfare Department arrived, and given the needed confidence to "hold on."

. . . . An interesting case came to our attention the latter part of 1963. A man, who had spent the major portion of his life in penal institutions, made a fervent appeal to us for assistance. Mr. B. had served time for counterfeiting and for several other offenses, none of which were crimes of violence. This releasee was well spoken, intelligent and appeared sincere. He said he was determined to live out the remainder of his life a free and respectable person. He vowed to go hungry and unclad rather than return to an institution. He expressed a deep desire to accept any kind of honest labor, so that he could maintain himself. After several hours with this man, we were convinced that he was determined to make good. But he was destitute. Accordingly, we arranged to pay for a room and provide him with sufficient money to enable him to secure food and to travel about the city in search of employment.

Following up on this case, we learned that he had been a quiet and courteous tenant, who insisted upon being awakened each morning at a very early hour to seek employment. We finally closed the case when our help was no longer needed.

. . . . In the early part of the year, a former inmate of Rikers Island appeared at the Employment Bureau seeking food, lodging and medical help. This man, sixty years of age, was in need of immediate assistance. We interviewed him and noticed he had difficulty in framing answers to questions. He seemed hesitant and timid. We further discovered that this man was unable to remember important events in his past life. In addition, we noticed a bandaged leg attesting to an injury.

The Social Service Department of the Municipal Men's Shelter was contacted. We were advised to bring the releasee to them for interrogation and medical examination. We provided this man with

a small amount of money to take care of his immediate needs. A member of our staff took the man to the shelter. The examination of the shelter disclosed he was in need of immediate medical attention. He was sent to the LaGuardia State Farm for therapy and rehabilitation.

Statistics for Employment and Relief Bureau

Different men interviewed	1,691
New York City applicants	796
New York State applicants	784
Probation applicants	53
Out of state institution applicants	37
Relatives of inmates	21
Others interviewed	2,806
Jobs provided	481
Total nights lodgings provided	1,915
Applicants given cash for carfare, shelter food and tools	1,551
Total relief given for food, shelter, cash and employment	\$11,948.20

**THE CORRECTIONAL ASSOCIATION'S
LEGISLATIVE ACTIVITIES**

LEGISLATION

Being alert to bills introduced into the Legislature relating to the administration of justice is one of the purposes for which the Correctional Association of New York was originally organized. We receive copies of all bills embracing our field of interest and following study may register our support or opposition with the chairmen of various committees, individual members of the Legislature and when bills are passed and sent to the Governor continue with written approval or protest. When desirable we elicit the support of other organizations with a legislative interest and at times join together with them in a concerted effort of support or opposition. This the Association has done throughout its 119 years of existence. 1963 was no exception. Even before the 1963 Legislature convened on January 9, 1963 nine hundred and eighteen bills had been pre-filed in the Senate and fourteen hundred and thirty five pre-filed in the Assembly. Before the final deadline for the introduction of bills in both the Senate and the Assembly there had been nearly 9,000 bills introduced. While a number of bills are duplicates, being introduced in both the Senate and the Assembly, the volume to be reviewed is great. The legislative activities of the Association entailed sifting through these nearly 9,000 bills of which 385 were examined in detail. Out of the 385 bills studied dealing with the problems of crime and the administration of justice in New York State, those considered to be of sufficient importance received the Association's concerted attention.

Senate Intro. 26 - Probation Reports

This bill would have made the probation report of a person convicted of an offense punishable in a state prison available to the defense attorney for inspection at least 48 hours before sentence. The Association has long held to the cardinal principle of the confidentiality of probation reports. This bill we disapproved. Failed of passage.

Senate Intro. 272 - Youth Arrest

This bill provided that the taking into custody of a youth for an offense for which he was subsequently adjudicated a youthful offender not be deemed an arrest. In addition to attempting to change a fact the bill was defective in that it gave a benefit to a youth adjudicated an offender and not to the one who was acquitted. This bill we disapproved. Failed of passage.

Senate Intro. 1471 — Wayward Minors

This bill containing three separate provisions dealt with the records of a person adjudicated a wayward minor. As was the case in Senate Intro. 372, the bill was defective since the provisions of the bill granted to adjudicated youthful offenders or wayward minors the right not to be required to reveal their arrests but failed to make a similar provision for youths who were completely exonerated. This bill we did not approve. Failed of passage.

Senate Intro. 39 — Good Conduct Credit

The purpose of this bill was to exempt prisoners confined in state prisons or penitentiaries as parole violators on indeterminate terms from provisions for reduction of sentence for good conduct and efficient and a willing performance of duty. Since the same incentive should exist for all prisoners and the granting of good time is permissive and not mandatory we disapproved this bill. Failed of passage.

Senate Intro. 2657 — Death Penalty

The primary purpose of this bill was to make the application of the death penalty in all first degree murder cases permissive and not mandatory and further to provide a procedure for the exercise of the option of death or life imprisonment by the court and jury. This bill enables a court and jury to make a penalty determination fairly on the basis of all available information that is pertinent to the issue of punishment. In addition the proposed procedure would prevent the occurrence of the wasteful situation arising when a jury fails to agree only on the punitive aspect of the verdict under the existing single verdict procedure and not on the determination of guilt. This bill had our support. Now Chapter 994 Laws of 1963.

Senate Intro. 3697 — Criminal Responsibility

This bill provided that a person is not criminally responsible for conduct if at the time as a result of mental illness or defect, he lacks substantially a substantial capacity to know or to appreciate the wrongfulness thereof or to conform his conduct to the requirement of law. In effect Senate Intro. 3697 and Assembly Intro. 3439 is a repeal of the M-Naghten Rule of 1843 basing criminal responsibility on a more modern psychiatric body of knowledge. This bill was supported. Failed of passage.

Senate Intro. 127 — Division for Youth

This bill amending the Executive Law spelled out the types of

training and services that programs for youth opportunity and youth rehabilitation centers of the Division for Youth might conduct. This bill we approved. Now Chapter 414 Laws of 1963.

Senate Intro. 62 — Transfers to Matteawan State Hospital

This bill amended the correction law to require the consent of the correction commissioner to transfers by the mental hygiene commissioner to Matteawan State Hospital of insane inmates from another state hospital. In that the Matteawan State Hospital is an institution under the jurisdiction of the Commissioner of the Department of Correction and he is responsible for its operation, his approval should be required by statute before any other department can transfer inmates to it. This bill we approved. Now Chapter 147 Laws of 1963.

Senate Intro. 129 — Division for Youth

This bill added to the list of individuals authorized by law to care for, place out or board children with other agencies which may apply to have youth admitted to the State Youth Opportunity Centers operated by the Division for Youth. In the drafting of the original law key persons involved in the problems of child welfare were overlooked as one those might refer a youngster in need of training and treatment to the Division for Youth. This bill corrected the oversight. It had our approval. Passed and signed. Now Chapter 46, Laws of 1963.

Assembly Intro. 670 — Narcotic Users

In addition to the public health law requiring magistrates to commit the users of narcotic drugs who are minors to hospitals or charitable institutions maintained in whole or in part by the State, the second provision of this bill made it mandatory upon all criminal courts to commit defendants in criminal cases who are habitual drug users to such hospitals or institutions limiting the period of such commitment to 60 days unless further extended by the court. This bill made mandatory hospital or welfare commitment rather than allowing a discretionary type of commitment. In that we have held to the principle of flexibility of treatment in handling of offenders we opposed this bill. It was defeated in committee.

Assembly Intro. 1001 — Bureau of Chronic Alcoholism

This bill proposed the establishment of a bureau of chronic alcoholism to formulate comprehensive plans and programs for care, treatment and rehabilitation of chronic alcoholics and authorize a

commitment of an alcoholic charged with public intoxication or a misdemeanor to a public facility for the rehabilitation of alcoholics. In keeping with the long standing philosophy of The Correctional Association of New York that alcoholism is an illness requiring the treatment of medical and welfare agencies and not correctional agencies, we supported this bill. Failed of passage.

Assembly Intro. 1132 — Uniform Force of Department of Correction

This bill provided that the uniform force of the correction department shall consist of certain specified ranks and that the appointments thereto except correction officers shall be made only from lists resulting from promotional examinations with only members of the uniform force competing. Since the effect of this bill would have been to permit only members of the uniform force to be eligible for the position of warden, and because we have held to the principle that the position of warden of an institution should be open to all individuals with correction experience and not restricted solely to those with custodial experience, we disapproved this bill. Failed of passage.

Senate Intro. 1255 — Commission to Revise Penal Law and Criminal Code

This bill amended Chapter 346 of 1961 to continue until March 31, 1964 the Temporary Commission to Revise and Simplify the Penal Law and Criminal Code. Because of the scope of the work confronting this temporary commission we believed its extension necessary. Passed and signed. Now Chapter 210, Laws of 1963.

Senate Intro. 2151 — Uniform Force of Department of Correction

This bill similar to Assembly Info. 1132 established various ranks for various forces of the correction department with appointments made only from lists resulting from promotional examinations. For the same reason we opposed Assembly Intro. 1132 we opposed this bill. Failed of passage.

Senate Intro. 3066 — Alcoholism Program

This bill authorized the Correction Department to distribute state aid to counties which establishes approved programs for the treatment, care and rehabilitation of alcoholics confined in penitentiaries to the extent of 50% of expenses for professional trained personnel. Because of the desperate situation and futility of the present handling of alcoholics in the jails and penitentiaries of the State, in spite of our belief that the alcoholic requires medical and not cor-

rectional handling, we approved this bill as an interim step to the creation of facilities that are able to cope better with the problem. Failed of passage.

Senate Intro. 1012 — Insanity

This bill authorizes the Sheriff of the City of New York, or the Department of Correction to hold temporarily a defendant who has been acquitted on the grounds of insanity pending approval of the Commissioner of Mental Hygiene or the Commissioner of Correction of an institution appropriate for his commitment. This bill spelled out in more detail the procedure for handling individuals acquitted on the grounds of insanity. It had our approval. Passed. Now Chapter 527, Laws of 1963.

Assembly Intro. 3441 — Psychiatric Testimony

This bill added to the Criminal Code to provide that when a psychiatrist testifies as to the defendant's mental condition at the time of conduct charged to constitute a crime, he shall be permitted to make a statement as to the nature of the examination, the diagnosis of mental condition and the opinion as to the extent to which the capacity of the defendant to know or to appreciate that the wrongfulness of his conduct or to conform his conduct to requirements of law was impaired as a result of mental disease or defect. This bill was a necessary companion to Assembly Intro. 3439 modifying the criteria used to determine criminal responsibility and we approved. Failed of passage.

Senate Intro. 36 — Parole Board

This bill provided that the Parole Board may issue certificates of good conduct by unanimous, instead of impaneling three members of the Board by majority vote to issue such certificate. Requirement of a unanimous vote of a panel of three members is we believe an undue burden upon the applicant. Convincing two of a three member panel of the applicants worth is sufficient. For this reason we disapproved this bill. Passed. Now Chapter 356, Laws of 1963.

Senate Intro. 3423 — City Marshalls

This bill amended Chapter 693 of the law relating to the appointment, term, removal power, obligations and authorities of City Marshalls under the New York City Civil Court Act. The effect of this bill would be to shift the functions now carried on by the unsupervised appointed Marshalls to the Office of the Sheriff, New

York City and the function would be carried on by civil service appointed individuals on a non-fee basis. This bill we supported. Failed of passage.

Assembly Intro. 5018 — State Training Schools

This bill authorized the state training schools until July 1, 1964 to accept the newly created category in the Family Court of persons in need of supervision. Under the new Family Court Act a separate category entitled "Persons in Need of Supervision". This bill we supported. Now Chapter 810 of the Laws of 1963.

Assembly Intro. 5170 — Persons in Need of Supervision

Similar to Assembly Intro. 5018. This bill allowed greater flexibility in handling individuals who have or appear to have run away from home and to authorize courts to commit individuals in the category "persons in need of supervision." For the reasons cited in Assembly Intro. 5018 the Association approved this bill. Passed. Now Chapter 811 of the Laws of 1963.

APPENDIX A

STATE CORRECTIONAL SYSTEMS*

For the past few years, several significant trends in the field of corrections have appeared to be increasing in tempo. The two most noted emphases center around first, research and experimentation and, secondly, the study and refinement of administrative practices and procedures in correctional administration.

To great extent these trends appear to have been brought about by a greater recognition of the financial and human waste in the traditional handling of offenders. The marked increase in capital needs of many states and counties—to fill the gap created by lack of construction in the 1930's because of the depression and in the 1940's due to World War II—is raising in the minds of governmental officials and the public the need for experimentation, alternative to imprisonment, research on existing programs and more effective ways of handling and correcting offenders.

There are even two major circumstances which suggest that the crime problem in the United States will get worse before it gets better. In the first place, we have the post-war babies coming into the peak crime-producing age range of 16 to 25. The same population boom that makes for crowded colleges also produces crowded prisons. Secondly, the economists indicate that we are likely to have more unemployment, even in times of greater prosperity, than previously prevailed. This is due to rapid automation and the movement of industry, creating severe shortages of manpower in certain specialized occupations and also making other occupations obsolete and sharply reducing the demand for unskilled and semi-skilled workers. A number of studies tend to demonstrate that there is a close relationship between crime and employment for persons aged approximately 16 to 25; those who are both youthful and unskilled are particularly likely to have high rates of unemployment and crime.

In the past, the public considered correction good when institutions operated with low budgets and with an absence of riots and disturbances. Little serious effort was made to break through the surface to a greater knowledge of the effectiveness of correctional techniques.

For a long period, correction suffered under a yoke of traditionalism which greatly restricted experimental and research programs. This traditionalism operated even against research directed toward

* Prepared by Mr. Goff, General Secretary of The Correctional Association of New York upon request by Council of State Government and published in the Book of the States—1962-63.

measuring the effectiveness of correction itself. The public generally showed little concern for this aspect of government, and the professionals in the field looked at academic researchers with much suspicion and anxiety. Both the public and the professionals tended to *devolve a high degree of complacency.*

The great cost of this complacency is now being recognized by the many states which are faced with multimillion dollar bond issues for new construction and by appropriation committees confronted with increasing annual budgets because of the increased cost of handling the ever growing offender population. This factor is undoubtedly responsible to a great extent for the present trend to assess the effectiveness of many correctional programs and to experiment with new and varied ways of handling offenders.

The trends being noted now finally may herald the beginning of the implementation of one of the basic principles set forth in 1870 by the National Prison Congress, supported in concept by the Second United Nations Congress on the Prevention of Crime and the Treatment of Offenders, held in London in 1960 and reaffirmed in 1960 by the American Correctional Association:

Crime and juvenile delinquency as problems facing human societies can be controlled and prevented through the knowledge that is being developed by the social sciences and through the practical wisdom and skill arrived at by the personnel engaged in the handling of offenders and guided by the best knowledge available at the time.

CURRENT RESEARCH

In both the Federal Bureau of Prisons and the California Department of Corrections, research programs are being conducted on the effectiveness of the programs of the entire departments. Both series of studies are being conducted by research groups from universities in close cooperation with the research divisions of the departments of correction. These studies seek to assess in a systematic and reliable manner the outcome of treatment efforts that have been initiated.

While those departments of correction are attempting to examine their overall effectiveness, pinpointed programs—very highly structured for research purposes—are being conducted in Utah, New York and New Jersey. All three of these states have projects which are predicated upon the sociological theory that many individuals acquire delinquency from a group with which they identify strongly, and that rehabilitative efforts must be directed to the group rather than to the individuals. The Provo Experiment in Utah, the S.T.A.R.T. (Short Term Adolescent Residential Training) program in New York, and the Highfields Project in New Jersey, all based

upon the short-term treatment of small groups of adolescents, emphasize intensive group therapy or guided group interaction, together with an active, meaningful work program. In all three of these state programs four important characteristics prevail.

1. A social climate in which delinquents are given an opportunity to examine and experience the alternatives of a realistic choice between delinquent or nondelinquent behavior.
2. The opportunity to declare publicly to peers and authorities a belief or disbelief that they, the delinquents, can benefit from a change in values.
3. A type of social structure which will permit the delinquent to examine the role and legitimacy (for his purposes) of authorities in the treatment system.
4. A type of treatment interaction which, because it places major responsibility upon group decision making, grants status and recognition to the individual.

Not all of the experimentation and research deals with the broad aspect of the effectiveness of a total department of correction or the narrow programs of the short-term adolescent residential training groups. Much that is being studied objectively is related to the effectiveness of particular programs within correctional institutions themselves or in the fields of probation and parole. Such techniques presently being used in correction as group counseling are being studied objectively in several states. Research on the effectiveness of the intensive supervision of probationers and parolees, studies of the financial and employment resources of inmates released from institutions, and demonstration projects in correctional education are but a few of the various forms of research programs being conducted in the field of correction.

It is obvious that questions are being asked and answers being sought by people who are in this field themselves.

ADMINISTRATIVE PRACTICES

The second major trend focuses upon administration refinements. The uniting of a number of institutions and in some instances probation and parole under one department in the state, creating one large administrative unit in place of a number of smaller autonomous divisions, has tended to focus attention upon the need for a review of administrative practices.

Because departments of correction are large and more complex, they have begun to analyze the internal relationships of their staff and line units, and to look at the relationships of supervisors to subordinates. The latter has brought forth such programs as management training for personnel not only in correctional institutions but

in the staff positions of the departments on the state level. Inservice training programs and preservice training are being looked to more and more as means of increasing the effectiveness and efficiency of the departments. This training, coupled with statewide merit systems, has tended to increase the desire of many correctional officers for greater educational opportunities.

A broader political science question, on the relationship of a state correctional department to local county jails and sheriffs and to other departments within the executive and judicial branches of government, likewise is being examined. The American Correctional Association jointly with the National Council on Crime and Delinquency, and at the same time, acting separately but on a parallel course, the American Law Institute, began working recently on model correctional department acts. Both of these undertakings resulted from the recognition of the need for an administrative blueprint which would more clearly define the role of correction in state government, outline its internal structure, and establish its inter-relationship with other branches of the government.

OTHER TRENDS

Because of the high cost of institutional construction, coupled with the desire to experiment with alternative programs, and realizing that only a few offenders require maximum security, many states have opened forestry camps for their male youthful and adult offenders. Operational costs for these are slightly higher, but capital construction costs are much less.

The ever present problem of providing meaningful work for inmates that pervades closed institutions does not exist in the camps. Through them many hundreds of thousands of man-hours of labor have been provided to the states to improve and protect their natural resources. Because the conservation-correction camps, involving from fifty to one hundred offenders, are much smaller than the usual institution, the need for a multitude of rules and regulations is reduced. A more natural atmosphere can exist which, when accompanied by social and psychological treatment programs, offers greater likelihood that rehabilitative efforts will succeed. Today we find camps for delinquent youth alone in fourteen out of the fifty states.

The old belief that "it's good because we've always done it this way" is increasingly giving ground in corrections to a search for empirical evidence. For example, the New York State Division for Youth, operating short-term adolescent residential training projects, youth opportunity and rehabilitation camps and youth urban homes for both court and agency referred adolescents, is processing all of its programs through a research unit separate and apart from the

division itself, in order to assess the effectiveness and success of the division's many efforts.

The problem of the sex offender still plagues correctional authorities. The indeterminate "day to life" commitments adopted in several states during the past decade, which in concept appear sound, are not being used very extensively. Courts seem reluctant to commit a person on such a basis, and psychiatrists are reluctant to recommend persons for release whom they have been able to treat only briefly because of heavy case loads. This is in spite of reports from out-patients clinics treating deviant sex conduct that some cases can be effectively treated without remission and without fear for the safety of the community.

EXAMPLES OF STATE ACTION

The following examples of state activities are by no means complete. Many states are conducting unique and meaningful programs in the field of corrections. The summaries presented here, of a few of the activities involved, indicate their wide scope.

California has been in the midst of narcotics legislation. This has resulted in a program which establishes a special institution, lengthens confinement time, increases parole supervision, and concerns the State Department of Correction with "volunteers" and misdemeanants for the first time.

In the same state a study of the social-psychological aspects of the Department of Corrections has indicated that some of the more important short-run beneficial effects of having a treatment philosophy is on the morale of the personnel and the quality of people seeking employment with the department. This is independent of any possible effects on the inmate population, but obviously has much long-range significance for them.

An interesting shift in the administrative control of the local county jails in Connecticut occurred in October, 1960, with the abolition of county government and the appointment of a jail administrator to direct the nine existing county jails. Sentenced prisoners are now committed to the custody of the jail administrator, who determines the institution in the state in which the offender will be held. This allows transferring individuals from their home areas to more remote sections of the state when this is considered advisable, and also allows workers to be moved to areas where they are most needed.

Several years ago, the State of Delaware likewise placed the county jails under central administrative control. The Connecticut and Delaware experience is being followed with much interest by many who have been greatly concerned over the lack of uniformity of efficiency and treatment in county jails in the United States. The

desire for higher standards and better-quality programs is raising questions as to needs either for total state control of the jails, as in Delaware and Connecticut, or state inspection and standard-setting authority, which exists in various other states. The county jails are considered by many authorities as the jurisdictional area of correction most in need of improvement.

Michigan reports as a great success its Furlough-Pass Plan, recently inaugurated in its correctional conservation-camp program. Under this plan campers who have been granted parole but who are awaiting approval of job and home placement before release may be granted a furlough up to seventy-two hours. The furlough gives the individual the opportunity to search for a job and helps him acclimate to life in the free community and home surroundings. A pass—not restricted to those approved for parole—is earned through exceptionally good behavior and is good for up to twelve hours. In one camp where 916 passes have been granted, there has not been a single violation of trust. Out of 877 furloughs which likewise have been granted, the violations amounted to only 1½ per cent.

Mississippi likewise has a furlough plan. This, however, centers on Yule-time releases. While not a furlough plan per se, the State of New York, through adoption of the reasonable-assurance-of-job concept, is releasing individuals on parole from institutions who in the past were required to have a job awaiting them. Under this reasonable assurance arrangement, the individual is able to seek employment with the aid of the Division of Parole and the State Employment Service.

As the largest employer of trained social workers in the state, the Wisconsin Division of Correction, working with the University of Wisconsin's School of Social Work, has developed three kinds of training programs for social workers—a stipend program, a prework study program, and a work study program.

Under the stipend program an applicant desiring social work education may receive a grant from the state for himself plus additional grants for his wife and children. From this stipend the applicant is to pay all of his school expenses including tuition. In return for the stipend he is required to commit himself to at least one year of work for the state for each year of education received.

The prework study program, for which the division has twenty scholarships, is designed for students with undergraduate degrees who may work for the Division of Correction on a full-time basis for a maximum of two years as interns. After two years the student must progress to the work study program.

Older more mature persons, and those with some previous social work experience may be placed directly in the work study program. This consist of a two year social work curriculum, including field placement in Division of Correction field offices and penal institu-

tions. The division has thirty such budgeted work study positions with a basic salary, to which may be added an amount for prior social work experience and an increase for each school semester completed.

The training is offered by the Division of Corrections in an effort to keep up with increases in probation, parole and institutional case loads, which require an increase in the number of trained social workers.

The Ohio Division of Correction for the first time has recently had funds made available to it for the education and training of its personnel. These funds already have been utilized in three general areas, with results which the division has found very positive.

As one aspect, first year graduate students have been recruited in schools of social work through the use of scholarship grants. Secondly, scholarship grants for advanced studies have been made to present staff members of both the social and psychological services. This has resulted in greater retention of this type of personnel, some of whom in the past would have been lost to other agencies having funds for such scholarships. Thirdly, inservice training institutes and conferences have been conducted which have brought about more effective rehabilitative efforts, more efficient management, and a large dividend in staff morale.

To reduce overcrowding and provide decent housing facilities in Ohio's correctional system, \$30 million has been put into building in the past few years, and another \$30 million in construction is either on the drawing boards or in the planning stage. Ohio, like a number of states confronted with marked over-crowding and an increasing institutional population, has been forced into a major construction program.

In addition to a forestry camp connected with the State Correctional Institution at Rockview, Pennsylvania's State Bureau of Correction has been authorized to create another camp, to be attached to an institution at Camp Hill which deals with youthful offenders.

In order to move the camp into the general work area rather than having to transport inmates excessive distances each day to work, Pennsylvania has developed mobile camp trailers which provide water, sewage facilities, food, shelter, and recreational facilities to men while on an assignment. These mobile camps have a permanent location which is used for winter quarters and as the base of the mobile operations. At the permanent camp the institution staff determines the inmate assignments and maintains the camp population at capacity at all times. The permanent camp also provides the food, laundry, medical, dental and religious services to the inmates in the mobile camp.

On the theory that not all delinquents need to be removed from the community to an institution in order to be retrained, the New

York State Division for Youth has developed two homes for twenty youths each, one in Buffalo and one in New York City, to which local adolescents are sent. During the day the youngsters go individually to their own places of work or school, returning to the home in the evening, when counseling sessions in groups are held by understanding guidance counselors. Although only twenty adolescents are in each home at any one time, the stay is only four months, and thus a total of sixty youngsters can be handled in the course of a year in each home.

The Federal Bureau of Prisons is in the process of establishing several demonstration projects. One is the development of four halfway centers in four metropolitan areas across the country. Each center will accept a small group of selected youthful offenders for intensive post-institutional counseling as an aid in transition to the community. This program is a direct effort to reintegrate the individual into normal life.

Proposed legislation recently introduced into the United States Senate would allow grants-in-aid to the states for treatment of narcotic addicts. The philosophy from which the proposal springs is that greater stress is necessary on the medical as distinguished from the penal approach to solving the problem of narcotic addiction, and that addicts should be temporarily removed from the community and placed in special institutions where they can be treated for their addiction.

THE CORRECTIONAL ASSOCIATION OF NEW YORK
GENERAL FUND
STATEMENT OF INCOME AND EXPENSES
YEAR ENDED DECEMBER 31, 1963

INCOME		
Donations—Special purposes		
The Greater New York Fund	\$ 4,515.00	
Grand Street Boys Fund	5,700.24	
Other Funds	1,805.00	
Total	<u>\$10,020.24</u>	
Donations-unrestricted	24,184.93	\$34,214.17
Endowment Income		
Interest	\$18,644.95	
Dividends	29,583.52	48,228.47
Total Income		<u>\$82,442.64</u>
EXPENSES		
General Administration	\$25,685.68	
Direct Services		
Financial aid—prisoners and families (cash, food, clothing, etc.)	\$16,971.53	
Family Service Bureau— Administration	5,735.55	
Employment—Administration	7,123.13	29,830.21
Travel expenses	1,984.83	
Equipment, supplies, printing and stationery	2,884.14	
Postage	465.68	
Telephone and telegraph	907.97	
Auditing and legislative services	688.50	
Investment custodian fees	3,253.96	
Annual report, periodicals and miscellaneous	1,379.02	
House maintenance	6,603.61	
Pensions	9,741.85	
Employees retirement plan	5,808.48	
U.S. old age benefits tax	1,157.63	
Disability and workmen's compensation insurance	249.20	
Total Expenses		<u>\$90,645.85</u>
Excess of expenses over income		<u>\$ 8,203.21</u>

AUDITORS' OPINION

We have audited the books, accounts, minutes and other records of The Correctional Association of New York for the year ended December 31, 1963. In our opinion the statement of income and expenses shown above presents fairly the results of the operation of the General Fund for that year.

WEBSTER, HORNE & ELDON
Certified Public Accountants

New York, N.Y.
April 23, 1964

CONSTITUTION AND BY-LAWS

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

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

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

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

ARTICLE FIRST

The objects of the association shall be:

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

ARTICLE SECOND

The officers of the society shall be a president, four vice-presidents, a recording secretary, a corresponding secretary, and a treasurer, and there shall be the following committees, viz.: a finance committee, a committee on detentions, a committee on prison discipline, a

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

committee on discharged convicts and an executive committee. The number of the executive committee shall consist of not more than thirty-five, of whom not more than ten shall be officers of the society, and not more than twenty-five shall be persons other than officers.

ARTICLE THIRD

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

ARTICLE FOURTH

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

ARTICLE FIFTH

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

ARTICLE SIXTH

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

ARTICLE SEVENTH

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

ARTICLE EIGHTH

The officers of the association shall be chosen annually at the annual meeting, at which time such persons may be elected hon-

orary members as shall have rendered essential service to the cause of prison discipline.

ARTICLE NINTH

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

ARTICLE TENTH

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

ARTICLE ELEVENTH

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

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

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

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

§ 4. The said executive committee may, from time to time, make by-laws, ordinances and regulations, relative to the management and disposition of the estate, and concerns of said association and the management, government, instruction, discipline, and employment of the persons so as aforesaid committed to the said workhouse, not contrary to law, as they may deem proper and may appoint such officers, agents and servants as they may deem necessary to transact the business of the said association, and may designate their duties.

And the said executive committee shall make an annual report to the Legislature and to the corporation of the city of New York, of the number of persons received by them into the said workhouse, the disposition which shall be made of them by instructing or employing them therein, the receipts and expenditures of said executive committee and generally all such facts and particulars as may exhibit the operations of said association.

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

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

BY-LAWS*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

The duties of the above 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.

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

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

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

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

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

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

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

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

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

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

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

The General Fund.—The term "general fund" shall cover all receipts of the association not constituting a special fund or specified for the endowment fund, the intention being that all the income, except legacies, including donations for general purposes, and income from endowment fund, shall be credited to the general fund to which the authorized disbursements of each activity of the association shall be charged at the close of the fiscal year.

The treasurer shall notify the corresponding secretary immediately on receipt by him of any sum for the account of the association that

such receipt may be entered at once to the credit of the proper account on the books of the association.

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

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

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

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

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

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

XI. It shall be the duty of the committee on law to examine and report from time to time upon the penal legislation of the State, with their suggestions for the amendment thereto, to consider questions relating thereto which are under discussion in the press or the legislature, including pending bills, and report their views and conclusions upon them, also to care for the law business of the association.

XII. One or more agents may be appointed by the executive committee to assist the standing committees in their duties.