

STATE OF NEW YORK

THE ONE HUNDRED AND TENTH
ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1954



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1955

PREFACE

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

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

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

February 14, 1955.

HON. GEORGE B. DELUCA,
Lieutenant Governor and President of the Senate:

HON. OSWALD D. HECK, *Speaker of the Assembly:*

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

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK

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

THE NEW YORK TIMES
Saturday, February 27, 1954

PRISON REFORM PROGRESS

Few civic agencies standing guard in the public interest over some segment of governmental operations can equal in length or quality of service the record made by the Prison Association of New York, founded in 1844. Now, as a part of its annual report, the association presents its packet of recommendations for future improvements in the correctional system of the state. This it does in its usual temperate and modest tone.

The association, headed by Edward P. Mulrooney with E. R. Cass as general secretary, can take great satisfaction and so can the public in the progress made through the years in the effectuation of its suggestions. Of fifty-three recommendations made since 1945 more than 50 per cent have been acted upon favorably, a truly noteworthy record of progress which is a tribute not only to the association, for the soundness of its advice, but also to the Dewey administration and the Legislature.

Among the more than a score of new recommendations the association puts first the further coordination of the state's correctional progress, stressing the need of more effective treatment processes and long-range planning. An advisory committee should be looking ten years ahead at future needs.

Good management is credited with this state's freedom from prison riots, but, as the association remarks, "correction is surely one field where nothing can be taken for granted." In this connection a warning is uttered against any curtailment of prison industries, especially in the event of a recession, which always increases demands for such unwise curtailment. "Idleness among prisoners is the best assurance we know of to set the spark of open rebellion."

Once again a plea is made, to which we heartily subscribe, for more financial support for clinics for treatment of chronic alcoholism. The association urges "serious consideration" of the findings of the Committee on Alcoholism of the Welfare and Health Council of New York City.

We are confident that the state will give this report the careful study that its sponsorship and its intrinsic importance warrant.

A TRIBUTE

The Members of the Executive Committee of
THE PRISON ASSOCIATION OF NEW YORK
Record herewith their esteem of
EDWIN O. HOLTER

On January 20th, 1913, Edwin O. Holter became a member of the Executive Committee of The Prison Association of New York. He was not a stranger to prison matters, having been appointed by Governor Higgins in 1905, with the approval of the State Senate, as a member of the State Commission of Prisons. Later he served as its vice president. This gave him an unusual opportunity to become intimately acquainted with conditions and needs relating to all institutions in the State housing sane adults charged with or convicted of crime. As a member of various committees of the Association he served diligently.

On January 20th, 1927, he was elected to the presidency of the Association and until his withdrawal as president on January 21, 1954 worked faithfully to uphold its ideals and rich traditions and to enhance its accomplishments. His regular attendance at meetings, his desire to have justice prevail, and his readiness to combat evil conditions, identified with his seriousness of application and loyalty to a responsibility, made his leadership through the years of inestimable value.

The friendly devotion and respect of his associates on our Executive Committee over the years testifies to his high quality of character and manliness.

We are happy in the knowledge that Mr. Holter will continue his interest and efforts in behalf of the Association as a vice president and we take this opportunity to express our deep appreciation and gratitude for his leadership and fruitful labors during the last twenty-seven years.

NOTE:—The above testimonial, attractively engrossed, was presented to Mr. Holter by the members of the executive committee.

MEMORIAL

Mr. Henry G. Gray became a member of the Executive Committee of The Prison Association of New York on January 16, 1913.

In January, 1950 he was chosen a vice president, which pleased him very much, and he continued in that post until his passing on July 15, 1954.

Mr. Gray was the son of the late John Clinton Gray, a member of the New York State Court of Appeals.

Mr. Gray was a practicing lawyer for fifty-four years and in his early days was known as one of the Jerome boys, because of his association with the District Attorney of New York County, William Travers Jerome, who was outstanding as a crusading officer for the upholding of his duties and responsibilities.

Mr. Gray impressed us with his integrity, gentleness of manner, earnest endeavors and thoughtfulness of the welfare of the Association. Notable was his regular attendance at Executive Committee meetings and activity on its committees.

As a member of one of New York City's oldest law firms, Sage Gray Todd and Sims, he was very careful to safeguard the interests of the Association in legal matters.

We shall miss him as a friend and colleague and his genuine devotion to the Association is worthy of emulation for its continuity and usefulness.

Be It Resolved, That the Executive Committee of The Prison Association of New York at its regular monthly meeting record its sorrow at the loss of a highly valued member.

Be It Further Resolved, That a copy of this Memorial be addressed to his family.

[SEAL]

October 21, 1954.

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RECOMMENDATIONS *

February 14, 1955

To the Honorable Members of the Senate and Assembly:

In accordance with Chapter 163 of the Laws of 1846, we have the honor to present the following recommendations to the Legislature as a part of the 110th Annual Report of The Prison Association of New York, and urge that they receive your serious consideration.

Respectfully submitted,

THE PRISON ASSOCIATION OF NEW YORK

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

PRISONS REFLECT COMMUNITY STANDARDS

We state the premise bluntly: An annual expenditure of nearly \$30,000,000 to support 17,500 men and women considered by many as the dregs of society should require a full measure of public support. This we have stated on previous occasions, but we feel the time to be "past due" for the payment of citizen interest.

This is the problem we wish to emphasize to the Legislature and the new administration of the State of New York. For too long the field of corrections generally has failed to impress the public with the need for its support. Paradoxically, the field is a "natural" from the standpoint of "human interest," yet the public is reluctant to give its full measure of concern. Citizens, faced with terrifying headlines and ever-increasing crime rates and prison populations, and baffled as to conclusive remedies, take shelter through the "banishment" of offenders to life behind the walls as a satisfaction of their confusion and frustration of better steps to take. The old policy of "lock 'em up and forget 'em" is, of course, the easiest and most convenient policy to adopt. Despite this, and on the other hand, nothing creates more near-hysteria and "off the cuff" thinking than a prison riot or a sensational escape or scandal.

Corrections, as a profession, has failed to recognize the potential impact of sound public support. True, in some areas correctional administrators have come to acknowledge with words of high praise the value and contributions of a body of local public opinion.

It is to this point that we wish to address ourselves: First, a statement of fact, and second, an argument in favor of a sound policy of public relations on the part of corrections in New York State.

The facts of the situation are these: New York presently oper-

* These Recommendations in mimeographed form were made available to all members of the Senate and Assembly on February 14, 1955.

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ates a Department of Correction having jurisdiction over some sixteen different types of confinement units, ranging from long-term maximum security prisons to specialized reception units for youthful offenders. Included among the institutions are units for mental defectives, criminally insane, adolescent offenders and female prisoners. With a year-end population of approximately 17,500 prisoners, the average cost of maintaining each person for one day was roughly \$4.50. In few words, this is big business in dollars and cents but, unfortunately, the public fails to recognize it as such. It is big business in human beings. It is big business in human welfare—in your future, and ours.

The American Correctional Association (formerly The American Prison Association) released in June 1954 a new and revised **MANUAL OF CORRECTIONAL STANDARDS**. Accepted as the keystone of professional practice the Manual has had wide circulation and has met with equally wide acclaim. Since the content of Chapter 27, **PUBLIC RELATIONS AND PUBLIC EDUCATION** was authored within the staff of The Prison Association of New York we take the liberty of discussing in this annual report some of its content. In an introductory chapter, the Manual states:

"The state department of corrections should maintain . . . and conduct a program of public information in the general field of crime prevention and control and in correctional problems and methods, using all available media. It should render consultant and advisory services to the legislature, state and local administrative officials . . . and to individuals, civic groups, and local agencies desiring help and advice."

Misunderstanding results frequently as to the definition of the term "public relations," and, in order to reach a common ground of understanding, a recitation of a clear-cut definition would be in order. In the words of Howard Bonham of the American Red Cross: "Public relations is the art of bringing about better public understanding which breeds greater public confidence for any individual or organization."

A sound policy of public relations requires careful planning. Such a policy does not happen of its own accord, but is born of planning and thought. Public relations is a continuous job of keeping the public informed of what the institution or agency is doing with emphasis on the service it renders to the public. Particular attention should be directed to the latter suggestion, namely, the service rendered the community by the correctional institution and department. Relating the institution and its policies and programs to the community, whether it be the community in which an institution is physically located, or the community of taxpayers, is the essence of effective public relations.

Public relations authorities agree that the planning of an effective public relations program requires four steps: *first*, a study to determine the problem; *second*, the adoption of a sincere policy is necessary; *third*, the drafting of a detailed program to earn public support and approval is required; and *fourth*, the telling

of the public relations story in frank and convincing terms is necessary. It is apparent that correctional administrators provide the fourth step with its greatest resistance. There exists a somewhat natural reticence within the profession that must be overcome if the public is to be aware and fully informed of what a correctional department is trying to do.

One authority in the public relations field stated that "the course of public relations is the assumption on the part of many managing executives that it is merely a tool for meeting crises, and that its function is in the nature of a fumigating process."¹ This fault, it would seem, has adhered itself to the side of some penologists who, at the time of riot and disturbance, rush to the newspaper columns in an attempt to rationalize their shortcomings. The fact that a sound public relations program is not in a sense a hose to quench flames needs to be accepted by correctional administrators. The public will never learn to accept prison disturbances unless it well understands first that the basic policies of the correctional program are headed in the right direction. A long-range policy of public relations is far more to be desired than a "shot in the dark" attempt to allay public concern in time of stress. Fire alarm public relations can never be effective.

While much of what we have in mind relates to everyday relationships with the well-known media of public information, we feel that New York's correctional program needs wide understanding and acceptance *if and before* the public itself would come to the point of lending its full support.

Beyond the point of support, we feel there is room for greater public participation in portions of the correctional program, and this we have been urging for many years. In 1954, for example, we urged the formation of an advisory committee to assist departmental authorities in long-range planning; the establishment of an advisory committee on correctional industries, and the formation of trade committees to assist in trade training and placement of parolees, based generally on the California plan. It is only through citizen participation that a full understanding of problems will be realized.

It is recognized, of course, that public participation in correctional administration requires control and should not be permitted to spill over into such problems as security and other basic administrative controls, or motivated by curiosity. It is to be observed that most state departments have, in one form or another, means that provide for public participation. Up to the present, however, this is not so with the correctional department. Crime and its treatment is, most assuredly, everyone's business, and the long-term care of offenders should be the concern of representatives of the public. While we do not advocate a return to the old experience of designating institutional boards of trustees, it must be admitted that a certain advantage accrued therefrom.

Perhaps our premise can best be stated by quoting from a recent

¹ Griswold, Glenn and Denny, *Your Public Relations*, 1948.

article authored by life-inmate Tom Runyon of the Iowa State Penitentiary when he stated in his article "Mr. and Mrs. Outsider: It's Safer Than You Think,"

"The telephone man from out there in the free world was bent over beside a desk, installing an office phone here in the Iowa State Prison at Fort Madison, while five of us convicts watched him. Two of us were lifers, two were ten-year men, and one was kicking a mere five years. The phone man accepted us as so many kibitzers. 'You know,' he laughed, 'Lots of people outside think I'm taking my life in my hands when I come in here. They don't know a thing about this place or you fellows so they get funny ideas.'" (Italics ours.)

A 1950 Public Relations Report of the Oregon State Bar notes that, "in essence, good public relations is simply good performance, publicly appreciated."

Thus far we have had a good deal to say about public relations. At this point we should comment on the importance of public confidence. For too many years correctional officials have hidden behind the four walls of their institutions. They have become as secure from public interest as are their prisoners. Authorities in the public relations field seem to agree on one common principle, namely, that public relations of an institution are either good or bad. In other words a correctional department and program either does or does not have good public relations. The formation of public opinion does not await upon protocol or ceremony. Public judgment is immediate, and we are now in the era of relations with the public when long-range planning is imperative.

Prisons are public institutions and are operated at public expense for the protection of the public. It cannot be denied, therefore, that citizens should have a very definite stake in their administration and relationship to the community. Confidence is an essential ingredient in any enterprise and it is obvious that business, itself, is based thereupon. It is no less important to the successful and efficient operation of public institutions.

Having said all of the above by way of introduction we now proceed to enumerate the Association's recommendations to the 1955 Legislature, and will spell out our thoughts relative to correction and public relations in Recommendation I which includes four sub-recommendations:

RECOMMENDATION I.

With the belief that one of the basic functions of an organization such as The Prison Association of New York is to suggest ways and means for wider understanding and acceptance of the State correctional department, we urge that the Legislature give its support to the establishment of a sound public relations program within the Department of Correction. While there may be some overlapping of interests between the following sub-recommendations and those to follow in subsequent sections of this report, we

submit sub-recommendations A, B, C and D as matters for immediate implementation.

Sub-Recommendation A. Long-term Planning Advisory Board. We repeat at this point a recommendation submitted in 1954, namely, that an advisory committee of qualified persons be appointed by the Governor to take major responsibility for long-range planning of correctional policies and procedures. Problems of every-day departmental administration occupy the greater part of the time and energy of the staff, and opportunity and time is not now available for the full consideration of important problems of the future. It would seem apparent that the problem of increasing crime and the need for additional facilities and program will plague citizens and officials alike in this State for years to come. Since citizens are directly concerned it would be logical to assume that their opinions be solicited. As we have stated in previous years, probably the most pressing need of the moment is coordination of programming and the avoidance of the unscientific distribution of prisoners among existing institutions. While much of this task belongs within professional hands, the strong support of an informed citizenry is necessary before implementation is possible. With the exception of travel expenses, there need be no need for the expenditure of funds on the part of this advisory group. The committee should have the prestige of appointment by the Governor and be charged with periodical report to his office, and the commissioner of correction. No one is upon safe ground when an attitude of expertise is assumed, and we continue to favor the pooling of knowledge and thinking directed to the development of the best possible correctional system.

Sub-Recommendation B. Advisory Committee on Correctional Industries. Likewise in an effort to develop more constructive citizen interest, we recommend that the Legislature implement another long-standing recommendation of the Association, namely, that of authorizing the appointment of an advisory committee on correctional industries. In those areas where such groups are at work, such as California and the Federal Government, great profit has been repeated in citizen interest and support. The committee recommended should be comprised of representatives from the field of industry, labor, management, agriculture and the public generally, so as to provide a well-rounded body of experience to relate correctional industries to free labor. As with the long-term planning committee we suggest that this group likewise be appointed by the Governor on a non-salaried basis.

The Association feels this recommendation to be one of the answers to the problem of present limited correctional industries. In California the advisory committee plans and controls the major work projects with the result that harmony prevails and complaints of free labor and industry are better resolved. Idleness among prisoners is one of the major problems of correction today, not only locally but nationally. This is not to the liking of the prisoners, nor to institutional administrators, because monotony and idleness

are the germs of uprisings and discontent. In 1954 we said no one wins at such games, least of all the taxpayer, and in 1955 we will say it again!

With all the urgency at our command we recommend favorable consideration by the Legislature of this recommendation.

Sub-Recommendation C. Authorization of trade committees. We look again to the west coast for proof positive of the tremendous value of utilizing citizen groups, and in this Recommendation urge the Legislature to grant its approval to the establishment of a number of small, possibly five-man, committees to advise correctional administrators in each of the major trades used not only in vocational training programs but in maintenance and correctional industries as well. To refer again to California, we find that some 50 such committees have been established, manned by competent artisans in each of the major trades. For example, a small committee advises as to the most modern methods of baking, not only from the point of view of practice but of theory as well. With institutions visited frequently by such committees we see again the value of citizen interest through wider public knowledge of what actually takes place within a prison. Committee members, in turn, do their part by advising business colleagues of correctional problems, and contribute their time in the placement of trained paroloes. We doubt if specific legislation is required to inaugurate such a program in New York, but we do urge legislative endorsement of the plan as a further step in the development of a sound public relations policy. These committees should, of course, have central office coordination, but in a State the size of New York much of the administrative detail, formation of committee personnel, etc., could well be left to institutional personnel who would, in turn, call upon business leaders locally.

Sub-Recommendation D. Designation of Public Relations Duties to Deputy Commissioner. The whole problem of citizen interest and participation is of sufficient importance for the commissioner of correction to designate primary responsibility for the development of the over-all program to a deputy commissioner. While much of the detail administrative work can be rightfully delegated to institutional heads and others, the coordination of the program requires top-level participation and direction. We urge, therefore, that legislative support be given to the delegation of these added duties to a deputy commissioner. The following quotation from official California Department of Corrections reports is given to lend further emphasis to the importance of this series of recommendations:

"It is recognized that the public not only is entitled to the information but should be informed as to the total correctional picture in the State of California. A program of public information must be carried on constantly and prison and parole officials should use every opportunity to inform the citizens of this State of their work and the problems pertinent thereto.

Industrial personnel, law enforcement officers and labor leaders must be enlisted to take part in the correctional and treatment program. In this manner much can be done toward creating the proper attitude on the part of the public, thereby increasing the chances of the parolee making a successful readjustment to life in the free society."

In summary, we state that industry, management and labor can no more exist without a constructive public relations program than prisons can exist without prisoners. Building a public relations program is neither complex nor mysterious. All that is required is initiative, imagination and a basic recognition of the concept that people, generally, are interested in correctional matters and that their interest is available for the asking.

RECOMMENDATION II. The Problem of Juvenile Delinquency and the Need for Additional Facilities for Juvenile Offenders.

That the problem of juvenile delinquency in New York State and the nation is of serious proportions needs no further elaboration here. We are cognizant of the many interested bodies already grappling with this national problem, including such agencies as the United States Senate Sub-Committee on Juvenile Delinquency, the State Youth Commission, the New York City Youth Board and the various local youth groups in many of the State's communities, as well as innumerable other bodies both private and public. It is obvious that New York State must become more articulate and aggressive in this direction and we anticipate it will do so in time. We have no one cause or cure to propose as a remedy for this national illness, but we do know that what is required is implementation of existing proposals with funds and personnel. We are surrounded with surveys and studies, each proposing suggestions deserving of serious consideration, and no additional inquiries are needed at this time.

We recommend, however, that the Legislature give its serious consideration to the many helpful suggestions already at its disposal and boil down to a workable formula much of which has already been recommended.

The problem of juvenile delinquency is one that requires treatment on a broad front. It is most assuredly a definite State and local community responsibility, and every step must be taken on a cooperative basis to find the best solutions. In stage parlance "everyone wants to get into the act" and we find a multitude of "quick and easy" remedies ranging from arresting parents for the delinquent acts of their offspring to public whippings, neither of which remedies appeal to us. We are aware of the faults of the schools and character-building agencies, lack of community interest, the inertia of the church, the disinterest of the home, the blindness of the schools, the smelly streets of the slums and the boredom of Park Avenue. Whether or not any or all of these faults are justified, we feel the problem to be one requiring ex-

panded use of existing agencies—which simply boils down to the need for more money and more personnel.

Immediate attention needs to be given the critical problem caused by the overcrowding of existing institutions for juveniles. The New York State Training School at Warwick is unable to meet all of the many demands made upon it, and, with the increase in offenders and the curtailment of intake policy by some of the privately operated institutions, the need for expansion of the State's facilities is acute. We urge that this be given immediate attention.

RECOMMENDATION III. Coordinated Correctional System.

For the past nine years we have urged favorable legislative support be given to efforts to further coordinate the State's correctional system. We recognize that this Recommendation cannot stand out alone since much of what follows overlaps the meaning and reasoning behind this recommendation. However, much has been written, surveyed and studied of the correctional process over the years, and we are of the opinion that much of value has been overlooked and failed of implementation because of the need for further coordination at top level. For example, New York should have centered in Albany an inmate classification system under competent direction, and leading in to a more effective treatment process. These and other requirements are necessary to a completely coordinated system. The MANUAL OF CORRECTIONAL STANDARDS states the matter in this fashion: "*There is a growing acceptance of the principle that the adult offender can be dealt with most effectively in a continuous, coordinated, and integrated correctional process . . .*"

Ideally, a state correctional department at its top level should have several deputy commissioners, each charged with specific functions, such as treatment, custody, industries, general administration, etc. While the employment of numerous specialists cannot be realized within budgetary limitations, it is our belief and recommendation that all of the important functions represented in the total operation receive some central office supervision and guidance.

RECOMMENDATION IV. Increase of Reception Center Staff.

In light of the demands being made upon the present staff and facilities of the Elmira Reception Center, we again urge adoption of the recommendations made not only by this Association but by the so-called Knapp Report of two years ago, and the 1950 report of the Committee of 100 of the Mid-Century White House Conference to the end that additional funds be made available for increased staff of this unit. With an increase in admissions anticipated as a result of Chapter 803, Laws of 1954, the most efficient use of this important cog in the machinery of correction cannot be realized unless additional personnel is provided.

RECOMMENDATION V. Transfer of Certain Institutions to Department of Mental Hygiene.

We concur with the recommendation of the State Mental Health Commission to the effect that the following institutions of the Department of Correction be transferred to the Department of Mental Hygiene: 1) the Matteawan State Hospital, 2) the Dannemora State Hospital, 3) the Institution for Male Defective Delinquents at Napanoch, and 4) the State Training School at Albion. The latter institution receives female defective delinquents. The logic behind this recommendation is simply that each of these units cares for specific types of mental problems and should therefore be within the scope of the mental hygiene department. Legislation of 1950 placed jurisdiction of all psychiatrists assigned to correctional institutions to the Department of Mental Hygiene, and this would seem to be an appropriate subsequent step. The problems of mental illness or inadequacies, such as are found in Matteawan and Dannemora, particularly, are not correctional in nature and require the services of mental hygienists. We urge favorable consideration of this recommendation of the Mental Health Commission and concurred in by this Association, in order to provide an overall tone of mental hygiene instead of correction to this particular type of institution.

RECOMMENDATION VI. Improved Salary Scales.

The crux of the value and efficiency of a correctional department lies in the calibre of its personnel. A body of good, trained and competent persons cannot be obtained without adequate remuneration. Competition for personnel is at a high level and correction, as well as the other specialties must be prepared to offer salaries of sufficient amounts to attract the right people. This recommendation includes provision for adequate pension plans for those in hazardous occupations, and we repeat that the State can ill afford to be penny wise and pound foolish with respect to its personnel.

RECOMMENDATION VII. Revision of Sex Offender Legislation.

It will be recalled that this Association was largely responsible for the introduction of legislation in 1947 which resulted ultimately, and through the medium of an inter-departmental committee authorized by Governor Dewey, in the present legislation of 1950 providing for an indeterminate sentence of one day to life for certain categories of sex offenders. Now that nearly five full years of experience with Chapter 525 of the Laws of 1950 have expired, we feel the time to be appropriate for a legislative review of the function and application of the law. Our opinion is that in the not too distant future serious consideration needs to be given the necessity of making this law mandatory rather than discretionary. At this point study of the New Jersey mandatory provisions of its sex offender law should be had, as well as considerations of

extending the present law to include so-called minor sex offenses. Observation divulges the necessity of treatment of sex offenders with more than custody, and we urge that such a study be authorized.

RECOMMENDATION VIII. Alcoholism.

We have commented upon this problem innumerable times over the years, and will do so again this year in the belief that alcoholism continues to plague the social well being of the people of this State. We know enough of this problem to realize that our knowledge is limited, and while marked progress is being made year by year, we urge that the Legislature take every possible step to assure the people of New York that the best type of treatment is available. A number of community bodies have issued recommendations on this problem, as has the Committee on Alcoholism of the Welfare and Health Council of New York City and their findings deserve the serious consideration of a study group. While the State is presently supporting State-aided clinics, more financial assistance is necessary to expand this program of treatment and research.

RECOMMENDATION IX. Narcotic Addiction.

This is another recommendation requiring concerted study and action despite the fact that tremendous progress has been made of late with respect to the control of narcotics. With the recent announcement by the President of the United States of the formation of a new Cabinet-level study committee, headed by the Attorney General, the State Legislature should offer its full and wholehearted support and cooperation. New York State authorities should be cognizant of the fact that from a geographical standpoint New York is the center of the narcotic import for the entire country. Further expansion of the border and customs patrol are called for and the Legislature should memorialize the Congress of the United States to take effective action in this direction. Members of the Legislature, individually, should be constantly on the alert to support effective and constructive methods of control of this problem.

RECOMMENDATION X. Removal of Restrictions Relative to the Appointment of Correctional Institution Heads.

While the appointment of correctional institution heads is a matter between the correctional department and the civil service authorities, the Association urges favorable legislative support of the efforts to remove certain restrictions now precluding the appointment as institutional heads of those from outside the custodial ranks. If the correctional service is to be career-centered then surely no special group should have an unusual advantage in claiming priority. All of this is to say that wardens and super-

intendents should be appointed from within all categories of institutional personnel and not from the custodial ranks alone as is presently the case. This is in no sense a criticism of the custodial group, but is, on the contrary, a criticism of the present system of appointment. Many qualified and otherwise desirable persons lose all interest in correction as a career when it is realized that top-rank positions are unopened to them. Other observers have made this same recommendation, the Knapp study group, for example, and have concurred with us.

RECOMMENDATION XI. Civil Service Status to County Institutional Personnel.

As a part of the effort to strive for the removal of political control from locally operated correctional and penal institutions, the Prison Association again urges legislation to provide civil service status to all personnel involved in their control. County jails and penitentiaries should not be manned by those appointed simply because of political affiliation. They should, on the contrary, be operated by competent career persons. This, however, cannot be the case unless and until their appointment is outside the area of political control. We are not willing to commit ourselves to the freezing into the service of incompetents or those who hold their jobs solely by virtue of political connections. This recommendation strikes at the very heart of the power of county government, but we would not be faithful to the best of correctional practice if we did not urge legislative action in the direction of a trained and competent career personnel in local institutions.

RECOMMENDATION XII. Change of Title from Prison Guard to Correction Officer.

We urge that the Legislature take action favorable to custodial personnel to the end that their titles be changed from the present official designation of "prison guard" or "keeper" as used on occasion, to that of "Correction Officer." This is in harmony with the general trend away from the use of the term guard, and since such officers are primarily responsible for the ultimate rehabilitation of their charges they should be accorded the dignity and prestige of being known as "correction officers." This recommendation applies also to present "hospital attendants" assigned to the State hospitals for criminal insane.

RECOMMENDATION XIII. Revision of the Penal Law.

For many years we have urged revision of the Penal Law by such bodies as the Law Revision Commission and other groups, realizing at the same time that such a task would be of tremendous proportions and exceedingly time-consuming and costly. The last examination of any consequence was conducted in 1909 when the consolidated penal law was adopted. In simple terms, we cannot

long endure a body of laws geared to a one-horse shay in these days of V-8 engines of 300 horse power. We urge that the Legislature designate an appropriate body to alert itself with the developments of the American Law Institute and its long-range study and preparation of a model penal law. An exploratory group within New York State should be authorized to cooperate and profit by the findings of the Institute.

RECOMMENDATION XIV. Revision of the Correction Law.

While we have urged revision of the Penal Law for some years, we have not, up to the present, urged similar study and revision of the State's Correction Law. However, since we feel clarification and simplification of the Correction Law to be necessary we now recommend that the Legislature authorize the Law Revision Commission or other appropriate body to give consideration to this long-term project. While it is admittedly an involved and complicated process, it is our opinion that work should commence as soon as possible.

RECOMMENDATION XV. Public Defender System.

Each year, and admittedly without success thus far, the Association has urged study of a public defender system by the Judicial Council or other appropriate body. Areas such as Omaha, Los Angeles, Columbus, Memphis, Providence, St. Paul, St. Louis, San Francisco and others make satisfactory use of a public defender system. During recent days we have observed in New York City certain offenders arrested as part of the clean-up drive conducted last summer by the Police Department being released upon order of the Supreme Court on the grounds that they were not afforded opportunity for counsel at the time of their Magistrates' Court trials. Likewise, they were not permitted to plead guilty or not guilty individually, and were without benefit of legal counsel. The presence of a public defender system would preclude such incidents in the future. We urge an exploratory study of this problem and are gratified to note the recommendations of Attorney General Jacob K. Javits in this direction, made at a hearing of the New York State Temporary Commission on the Courts on January 14, 1955.

RECOMMENDATION XVI. In-Service and Internate Training.

We concur with a recommendation of the Citizens Conference on Juvenile Delinquency and Crime, sponsored by The Town Hall, Inc., New York, last September and at the same time repeat a recommendation of our own of long standing, for more adequate in-service training programs. Allied with this is a recommendation for additional emphasis on the so-called interne training program. While the State is already committed to an interne program we feel it needs greater emphasis and impetus in the correctional

field. We note with satisfaction concurrence in this recommendation by the Knapp report of two years ago. Experience with this program gives cause for optimism, and every means should be exerted to strengthen and expand the plan.

RECOMMENDATION XVII. State Temporary Commission on the Courts.

The final reports of this exploratory body have not as yet been released and probably won't be for some time to come. However, interim reports have been made available, and we are interested, particularly, in the one on the youthful offender.¹ The Association is not prepared to give its unqualified approval or endorsement of this report without benefit of further study and conference with other interested bodies. We do recommend, however, that the work of this distinguished body be supported and, if necessary, continued another year. The work of this group represents one of the very few times that an official body has endeavored to come to grips with some of the involved problems dealing with the courts and offenders. In the hands of exceedingly capable leadership, we urge full legislative support of their efforts.

RECOMMENDATION XVIII. Department of Correction, City of New York.

Our discussion of the Department of Correction of the City of New York is a combined comment and recommendation. However, we repeat a long-standing recommendation to the effect that the State negotiate with the City correctional interests for jurisdiction of the present New York City Reformatory at New Hampton, unless the City of New York can develop a satisfactory reformatory program and provide the necessary specialized personnel and facilities. While there has been some improvement in the last year, it is, nevertheless, a fact that the limited program of the present institution does not enable it to hold a comparable identity with more fully developed reformatory standards and operations. Should the City of New York come to the conclusion that it can not meet required standards in the operation of the Reformatory then there should be initiated as stated above negotiations leading to the transfer of the Reformatory, to either the State Department of Correction or the Department of Social Welfare to provide additional facilities for juvenile or adolescent offenders.

Per Capita Costs

We urge that State fiscal authorities and the Legislature give due consideration to the need of repaying the City its rightful share of the cost of housing so-called State prisoners in local institutions. With the per capita cost of maintenance in the neigh-

¹"A PROPOSAL FOR DEALING WITH YOUTH IN THE COURTS." Report of Subcommittee on Youth and Family in the Courts to the Temporary Commission on the Courts of the State of New York, November 1954.

hood of four dollars per day, the State continues to reimburse the City at the World War I rate of 60 cents per day. We could argue the gross inefficiency of this matter but the facts should be obvious and preclude the necessity for further elaboration. Suffice it to say that should the State assume its rightful burden the difference in funds received would cover the cost of the proposed program of inmate rehabilitation being suggested by the City correctional authorities.

Our general comment in this direction is one of praise for the efforts, accomplishments, and more importantly, the ideals and goals, of the present New York City correctional administration. Under the able and enthusiastic guidance of Commissioner Anna M. Kross the department has made marked progress during the past year. This has been so in the face of a sharp rise in prisoner population and otherwise increasing costs. There is evident a sincere desire to cooperate with official and private bodies alike, and a program of public information is beginning to pay dividends in the form of citizen interest and support of the Department of Correction.

Elsewhere in this report will be found a series of three articles appearing originally in THE NEW YORK TIMES of December 27, 28, 29, 1954, discussing in detail the program and plans of the City Department of Correction. We feel at liberty to reprint these articles with the kind permission of the TIMES since this Association initiated the series with the Editor. We worked at close range with the author, Mr. Russell Porter, and were gratified that the TIMES saw its public duty in making this analysis available to its readers the world over. (Pages 74-86.)

RECOMMENDATION XIX. Caution Against Curtailment of Correctional Industries.

In concluding this statement of recommendations for the 1955 Legislature we repeat again a word of warning directed to legislative sessions of previous years. We urge with all the support we can muster that the Legislature be alert to attempts to curtail our already limited correctional industrial program. It should be pointed out that some of these attempts are sharp and outspoken and cannot be mistaken. Since this is a democratic nation we certainly can find no argument with the privilege of introducing such legislation although we will fight such measures with every facility at our command. We believe in constructive labor for prisoners and will not be swayed from this point. We do urge caution, however, that members of the Legislature be on the alert to the more subtle attempts to cut down on work opportunities as suggested by what might be termed vested interests. Competition of prison labor with free labor is at its barest minimum, and is so negligible that it is hardly worth mentioning. That prison labor seriously competes with free labor just does *not* hold up under the spotlight of fact. The preservation and the strengthening of existing industries is one of the surest guarantees against

disturbances and uprisings. Thus far in this State we have been successful in preventing prison riots. This we feel to be much more in the direction of good management than simply good luck, because prison riots do not just happen of their own accord. Like a disastrous fire, there is always a deep-seated reason for their explosive nature, and it is with gratification that we note the absence of problems of this kind in our State. We should make mention, however, that like riots, there is specific reason behind control. In other words, prisons remain calm and controlled because of constant efforts on the part of authorities to preserve peace. Neither riot nor status quo can be merely assumed in prison administration. Each must result from some specific reason, and it is to this end that we again urge legislative alertness to prevent the reduction of prison labor from its already irreducible minimum. While idleness is to be condemned, it should be remembered that prisoners are never idle by choice. They are idle because no work outlets are provided by the State.

All of the above comment may be related to much we had to say in the introductory statement to this section of Recommendations dealing with public interest. Likewise, our comment at this point on correctional industries should be related to our Recommendation urging the establishment of an advisory committee on correction industries. There could be no better protector or protection of prison labor than such a group.

Conclusion

It has been our objective in the foregoing statement to direct the attention of the Legislature to priority needs relating to correction in this area. At the same time we have tried to point out clearly yet simply the importance of increased public participation and interest in this all-important field. Correction cannot continue within its traditional vacuum and hide behind its own walls of concrete and stone. Correction has had its "concrete curtain" and what has transpired on the other side has, unfortunately, not been of primary concern to the public. A fair amount of initiative and imagination can knock down that barrier and open up a complete new vista for public interest.

No more appropriate conclusion could be given this comment than to reiterate the words of Abraham Lincoln:

"Public sentiment is everything. With public sentiment nothing can fail; without it, nothing can succeed."

FAITHFUL TO A PURPOSE

Through the decades the record of The Prison Association of New York has been one of honor and value to the State. The Association was founded at a time when the rights of the prisoner and the duties of the State were insufficiently guarded or understood. The work of the Association has been characterized not so much by a conspicuous declaration of activities as by a persistent and quiet cooperation, when possible, with prison authorities and those identified with the courts, probation and parole services and community activities and by consistent propaganda for the betterment of prisoners and the treatment of crime.

On the occasion of this, its 110th Anniversary, it seems fitting to review very briefly under the caption indicated below, as follows:

Origins, Aims, Ideals and Accomplishments of the Prison Association of New York *

I. Early History and Background. In 1844 and 1845, when the slavery issue was agitating the nation, and the annexation of Texas, the Fremont Expedition to the West, the founding of the Mormon Colonies were absorbing the attention of the country as a whole, New York City was having its own problems and spectacular events.

The City, with a population of 350,000 was still feeling the effects of the depression of 1843. There was want and deprivation. Lawlessness was rife. Gangs called the "Dead Rabbits" and the "Bovary Boys" roamed the streets; there was open violence and looting. Then, in 1845, a great fire destroyed a large part of the City.

In the midst of calamities, crime was at a peak. Thousands were being thrown into the pest house jails of the period. After a period of brutal treatment they were being returned to society unregenerate, unable to find jobs, their only course to pursue again a criminal career.

A first hand observer to these conditions was John W. Edmonds, a great and humane citizen, who had been appointed the President of the Board of Inspectors of the State Prison at Sing Sing.

Witnessing the unspeakable conditions at this prison, the solitary confinement, and, in one month, the 6,000 lashes with cat tails meted out to prisoners, he determined to do something about it.

Over his signature, in the New York *Herald*, in the *Tribune* and other papers, there appeared, on December 6, 1844, the following notice:

To the Public

"The attention of the benevolent is invited to the destitute condition of discharged convicts . . . who when they go forth into

* Acknowledgment is gratefully recorded herewith for the assistance, at our request, of the John Price Jones Company, Incorporated of New York City in compiling this concise period summary with its conclusions.

the world are often, for want of employment, reduced to great distress and subject to sore temptation . . . and believing that many can be saved from a return to their evil practices . . . an appeal is directed to the City . . . to render them aid by forming a society."

The public-spirited of the City were invited to a meeting on the evening of December 6th in the Apollo Rooms at 410 Broadway, to organize a Prison Reform Association.

"Despite the inclement weather," reported the *N. Y. Tribune* the next day, "a large and highly intelligent audience assembled to set in the work of reforming prisoners and of adjusting our very imperfect and in some respects inhuman system of prison discipline."

Among the several hundred who attended were many of the City's most distinguished citizens. Present were the Hon. William T. McCoun, Vice Chancellor of New York State; General Prosper M. Wetmore; Robert H. Morris, former Mayor of the City of New York; John Jay, Chief Justice of the Supreme Court; leading clergymen such as the Rev. William H. Channing and the Rev. Gardiner Spring; Theodore Frelinghuysen, Chancellor of New York University; Benjamin F. Butler, U. S. District Attorney; Gorham A. Worth, President of the City Bank, and Horace Greeley, famous American journalist and statesman.

The Establishment of the Association

At the meeting, the assembled audience approved the creation of an association "demanded by the interests of society and by every dictate of humanity."

A Constitution was adopted. It set forth the following as the purposes of this voluntary, private association of citizens:

1. The amelioration of the condition of prisoners.
2. The improvement of Prison Discipline and the Government of Prisoners.
3. Support and encouragement of reformed convicts after their discharge.

From the very outset the Association drew into a rapidly enlarging membership the most outstanding citizens of the City.

The Beginning of the Work

The Association opened a Men's Department to aid the City's discharged prisoners. It established a Women's Department to assist female discharged prisoners, and to help the families of convicted men. It began its great historic work of seeking to reform the "imperfect and inhumane" prison system of the day.

To implement its work in the latter area, it sought, and on May 9, 1846 obtained from the Legislature of New York State, a privilege existing in no other state in the Union—"the power and the 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 . . . as may enable the Legislature to perfect their government and discipline."

Armed with this unique passport, the Association launched an unceasing, century-long effort to improve the administration of criminal justice and the correctional system of the City and State, in order that the treatment of criminals, instead of a punitive process, be a curative and regenerative one, with incalculable gains to society.

Given below is a condensation of the Association's noteworthy record of public service over 100 years, in the unending battle for enlightened treatment for offenders against society, and for the purpose of regeneration.

1844-1864

Prisoner Classification. From the outset, the Association urged classification of prisoners as essential to an intelligent prison program—and continues this work today.

Humane Action. Opposed brutal treatment and corporal punishment.

Abuses of Bail. Began a three-quarter century effort to end abuses of the bail system.

Better Housing. Sought provision of more satisfactory prison buildings.

New Systems. Advocated establishment of a system of fines, as a substitute for imprisonment.

Politics and Prison Management. Initiated unremitting effort to divorce politics from prison administration and to promote the merit system.

Leading Citizens who were members during the above period: Ph. S. Van Rensselaer; James Lennox, William B. Astor, and Cyrus Curtiss. Oscar I. King of Sweden and Alexis de Tocqueville, author of historic Study of American Democracy were Corresponding Members of the Association.

1864-1874

Presidential Commutation. Sponsored the Federal Commutation Act, signed by President Andrew Jackson.

Improvement of County Jails. Effected improvements in the administration of county jails, through diligent inspection and study.

Treatment of Youthful Offenders. Launched continuing and persistent opposition to holding children in jails and prisons.

First U. S. Reformatory. Undertook seven year effort resulting in establishment of Elmira Reformatory—first institution of its kind in the world.

A National Influence. Responsible for the establishment of the National Prison Association, now the American Correctional Association, one of the nation's most powerful agencies,

on a national scale, for the improvement of laws covering public offenses, enforcement and correctional procedures.

International Action. Instrumental in the organization of the International Prison Congress.

Leading Citizens who were members during the above period: John J. Astor, Jr.; J. Carson Brevoort; James W. Girard, and Wm. C. Rhinelander

1874-1894

A great Social Study. Historic study of the Jukes family made by R. L. Dugdale, member of the Executive Committee of the Association.

More than Incarceration. Advocated academic, vocational and religious training as an essential part of a reformatory or prison program.

The Indeterminate Sentence. The Association succeeded in introducing the indeterminate sentence in the U. S., one of the greatest advances in the nation's correctional system.

Pioneering in Separation. Urged establishment of special institutions intended for the care and treatment of the youthful offender.

Leading Citizens who were members during the above period: William B. Astor; Samuel F. B. Morse, inventor of the telegraph; Henry M. Schieffelin; Alex Van Rensselaer; Henry W. De Forest, lawyer, capitalist; Dean Sage; R. Fulton Cutting, financier; Adrian Iselin, banker; Jacob H. Schiff, banker (Kuhn, Loeb & Co.); Cornelius Vanderbilt, grandson of Commodore Vanderbilt.

1894-1904

Productive Inmate Labor. Initiated idea of payment of a wage to prisoners for work performed.

The First Probation Law. Played leading role in development of probation in New York City and New York State, including drafting and passage of first probation law and establishment of a State Probation Commission.

Introduction of Restitution. Pioneered in establishment of a system of restitution as an aid toward compensation for criminal acts.

End of the Fee System. Initiated campaign leading to abolition of the fee system whereby county sheriffs threw on the unfortunates entrusted to their care.

Health Measures. Instrumental in initiating special care of tubercular prisoners and in obviating exposing conditions.

Children's Courts. Began effort for the establishment of separate courts for children.

Leading Citizens who were members during the above period: J. Fenimore Cooper, son of famous author of Leatherstocking

Tales; William K. Vanderbilt, capitalist; Theodore Roosevelt, later the 26th President of the U. S.; Cornelius N. Bliss, Secretary of the Interior of the U. S.

Florence Nightingale, the heroic nurse and world-famous hospital reformer, was a Corresponding Member of the association.

1904-1924

Special Legislation for Mentally Defective. Instrumental in establishment of legislation providing special consideration of mentally defective delinquents and for separate institutions for their study and treatment.

A State Reformatory. Initiated campaigns to establish a State reformatory and a farm colony for inebriates, and obtained passage of the indeterminate sentence law for New York City.

Prison Libraries. Urged establishment of Prison libraries as a means of education and recreation.

Post-Institutional Supervision. Proposed improvements in parole service for New York State resulting (in 1930) in the present parole organization. The Association's campaigns led to the establishment of the New York City Parole Commission.

Improved Conditions. Undertook campaign for the abolition of the old Sing Sing Prison, and for an industrial farm prison to replace it.

New Approaches to Treatment. Backed establishment of Psychiatric Clinic at Sing Sing and urged expansion to other prisons.

Leading Citizens who were members during the above period: Erastus Corning; Elbridge T. Gerry, lawyer; George Foster Peabody, banker and philanthropist; Anson Phelps Stokes, banker; Harry Payne Whitney, banker; Frank A. Vanderlip, President, National City Bank; Mrs. Finley J. Shepard; Cleveland H. Dodge, merchant; Edward S. Harkness, capitalist and philanthropist; Arthur Curtiss James; John D. Rockefeller; Andrew Carnegie.

1924-1934

Administrative Improvements. Brought about establishment of a State Department of Prisons, now the New York State Department of Correction, and a Constitutional Amendment that created the present State Commission of Correction.

Exposure of Abuses. Revealed abuses of the system of Lunacy Commissions, leading (in 1936) to legislation resulting in better control.

Modern Methods. Undertook advocacy of a sound statistical system for State and nation, relating to crime and crime treatment.

Safeguards for Prison Labor. Opposition to exploitation of prison labor led to Constitutional provision safeguarding the labor of prisoners.

Federal System. Actively participated in establishment of the Federal Prison System in its present form.

Leading Citizens who were members during the above period: George W. Wickersham, Attorney General of the U. S.; Wilson M. Powell, lawyer; Charles H. Sabin, President, Guaranty Trust Co.; Mortimer L. Schiff, banker; George Blumenthal, banker; Joseph E. Davies, lawyer—diplomat.

1934-1954

More than 50 per cent of fifty-three vital recommendations acted upon favorably by the New York State Legislature—a noteworthy record of progress.

Leading Citizens who were members during the above period: John M. Schiff, banker; Winthrop W. Aldrich, banker, Ambassador to Great Britain; George F. Baker, capitalist; Robert W. Goeltz; William Hale Harkness; Charles Hayden, banker; Henry C. Taylor; Lewis E. Lawes, Warden, Sing Sing; Herbert L. Pratt.

II. Review and Conclusions Regarding the Past.

1. The Prison Association was organized by the most distinguished citizens of New York City.
2. The Association's record is one of striking and inspiring accomplishments—a century of milestones in our social progress. Through the Association's efforts the brutal corporal punishment of a century ago has disappeared. The sordid prison conditions once found everywhere, have vastly improved. Treatment of prisoners today is humane. Correctional effort has replaced punitive measures. In growing degree the emphasis of prison work is on the rebuilding of lives.
3. Throughout the Association's history, thousands of leading citizens have been its members. They established the highest prestige for the Association.
4. The great pioneering accomplishments of the Association in the face of public apathy and ignorance, could hardly have been achieved without high calibre individuals as leaders and members, well informed and convinced about the Association's work, willing and able to use their influence to promote it.
5. If a powerful, numerous and active membership has been the key to much of the Association's brilliant accomplishments of the past, in the continuation of that type of membership may lie the surest road to accomplishment today and in the future.

We now turn to a brief look at the Association of the present—its tasks, its methods of operation and its problems today.

The Prison Association Today

We have seen the paegeant of great names that the Association attracted to it in the past, and the brilliant roster of accomplishment.

What does the Association do today? How does it operate? How does the Association of today contrast with yesterday, and what lessons may be learned from the past?

We briefly discuss these matters in this Section.

I. The Work of Today.

1. *A Fine Human Job is Done.* The Association's work today continues to include the warm human aspects that were among its original purposes.

Its Men's Bureau gives expert personal counsel and practical job assistance to discharged prisoners. Last year it extended its helping hand to 1,735 cases. Its Women's Bureau gave sound guidance to well over 300 wives or family members of men in prison. The two Bureaus also extended a total of \$12,000 in financial aid to those it guided and advised.

While this type of work is also done to some extent by various other private or public agencies, their continuation is important to the Association in that (1) they are the Association's oldest services, (2) give it its right to be called a philanthropy, (3) provide it with a tax exempt status and (4) give its work the human touch.

2. *The Association Exerts a Great National and International Influence.* Through its General Secretary and Assistant Secretary, the Prison Association wields a powerful influence on the whole correctional picture of the nation.

Through officerships and memberships in leading organizations, Messrs. Cass and Wright participate actively and intensively in prison reform activities, meetings, conferences and studies in all parts of the country.

Illustrative of the Association's tremendous influence are its staff's connections with the following outstanding organizations: American Prison Association; State Commission of Correction; Wardens Association; New England Conference on Crime Prevention; Middle Atlantic States Correctional Conference; North-West Central Wardens Association; Southern States Conference on Correction; Central States Conference on Correction; Welfare and Health Council of New York City; and National Conference on Social Work.

National Jail Association; Commission on Ministry in Penal Institutions; American Journal of Correction; Committee on Alcoholism and Committee on Use of Narcotics, Welfare Council; Journal of Criminology and Criminal Law; and International Penal and Penitentiary Commission.

3. *Outstanding Recommendations for a More Progressive and Scientific Correctional System.* The Association's work is not, in one sense, crime prevention. Its great task is to improve the conditions of our prisons as to make the treatment of prisoners a correctional rather than a punitive process—one that will give society's offenders the opportunity to rebuild their lives.

Because it is through legislative action that the Association's aims are so largely achieved, the heart and soul of the Association's work lie in its legislative activities.

Last year, as every year since 1846, the Association had submitted its recommendations for enlightened legislation to the New York State Legislature. Twenty-two specific proposals were made by the Association. An extraordinary range of interests and activities is revealed by these recommendations—a Co-ordinated Correctional System; Extension of Reception Center Age Limits; Correctional Industries; State Training Schools; alcoholism; Control of Narcotics; Revisions of the Penal Law, are but a few examples of its forward-looking recommendations.

4. *New York State is a Shining Example Today—Through the Work of the Association.* New York State's prisons today stand out in marked contrast to others throughout the country. Throughout the nation, our prisons are in trouble. Disorders, riots, burnings, are prevalent. But there have been no prison disorders in New York State since 1929!

It is evident that here, in New York State, the Prison Association has done a magnificent job.

SPECIFICALLY RELATING TO 1954

U. S. BUREAU OF PRISONS

We have noted in various copies of the Congressional Record several attacks upon the U. S. Bureau of Prisons and its director, Mr. James V. Bennett, on the part of two or three members of Congress. It is our considered opinion that these attacks have been initiated by certain disgruntled former employees and in view of this we felt it necessary to send a letter to the Hon. William Langer, Chairman of the U. S. Senate Committee on the Judiciary. We indicated that "it would be to the great detriment of the welfare of the people generally if the Bureau and in turn correction itself were to suffer at the hands of ill-advised and misinformed members of Congress," and as an added note to this comment it should be stated that under date of May 25th the following letter was received from Senator Langer:

DEAR MR. CASS:

Thank you so very, very much for your nice letter to me commending the stand I took on the question of the Bureau of Prisons and its director, Mr. James Bennett. Inasmuch as you have read the Congressional Record you are well aware of my feelings toward Mr. Bennett and the Bureau of Prisons and I appreciate you writing me as you did.

With kindest regards, I am

Sincerely,
(signed) WM. LANGER.

109th ANNUAL REPORT

The 109th Annual Report was submitted to the Legislature under date of February 22nd, 1954. Mimeographed copies of the Recommendations were provided for each member of the Legislature in advance of the printed Report. Governor Dewey, under date of February 22nd expressed pleasure at receiving a copy of the Recommendations and stated in a letter as follows:

"DEAR COMMISSIONER CASS:

I have your letter of February 15 and appreciate having the copy of the Recommendations of the Prison Association. You may be sure they will be given the most thorough and exhaustive study.

I noticed in the press the good things you had said about the administration of the prison system and appreciated them ever so much.

There is much in the Recommendations with which I find myself in accord. As to the proposed salary increases, I do believe our prison salaries are the best in the country and are on a sound and just basis.

Sincerely yours,
(signed) THOMAS E. DEWEY."

COOPERATION WITH THE NEW YORK CITY DEPARTMENT OF CORRECTION

Since Commissioner Kross has been responsible for the administration of the New York City Department of Correction, Commissioners Schoenfeld and Cass and Mr. Wright have been very frequently called upon by her for advice and consultation. It is gratifying to note that she, the most enthusiastic and articulate commissioner that we have had in the City Department for many years, is planning and thinking in harmony with modern correctional philosophy, therefore coinciding with the views and enunciations of The Prison Association of New York in various directions through the years as necessary for a departure from the status quo.

Particular attention is directed to a series of articles appearing in the New York Times under dates of December 27th, 28th and 29th, beginning on page . . . This series was initiated by the Association in a communication to the New York Times under date of November 3, 1954 and has the value of setting forth the many problems within the Department. They reveal a lack of personnel and facilities essential to conformity with modern standards and rehabilitative objectives.

STATE COMMISSION OF CORRECTION

On February 26th Governor Thomas E. Dewey reappointed Mr. E. R. Cass as a member of the State Commission of Correction for another four year term, expiring July 1958. On March 2nd the Governor's nomination was confirmed by the State Senate. Under date of March 2nd Mr. Cass wrote Governor Dewey concerning his reappointment and expressing encouragement and gratification at the Governor's confidence and support, and stated that he would always strive to be worthy of both. On March 4th Governor Dewey acknowledged the letter, stating as follows:

"DEAR COMMISSIONER CASS:

I have your letter of March 2nd and want you to know that it was a great pleasure and a privilege to appoint you to the Correction Commission. You have rendered fine and devoted service to the cause of penology in the nation and your especial attention to the problems of our State has been continuously gratifying to me.

With warm regards,

Sincerely yours,
(signed) THOMAS E. DEWEY."

PRIVACY OF PAROLE RECORDS

On May 20th it was announced that the Appellate Division had upheld a Lower Court action with regard to the privacy of parole records. The Lower Court held "that the pre-parole records shall be available to the State Board of Parole only and to no one else . . . the entire penal and parole system would probably be jeopardized by violating such a well-established principle." The

Appellate justices backed this opinion and issued no opinion of their own.

When the case was before the Lower Court the general secretary participated as *amicus curiae* in support of the position that any attempt to force the Parole Board to make public its records would strike at the root of the integrity of the parole system.

PRISON RIOTS

Prison riots and disturbances continued in varying degrees during the year. The most serious disturbance was at the Missouri State Penitentiary at Jefferson City on September 21st. Governor Donnelly of that State addressed Mr. Cass, asking that he undertake a study of the situation. It was finally suggested to the Governor that he follow the action of Governor Fine of Pennsylvania in 1953 whereby, in accord with a plan recommended by our general secretary, he appointed a committee consisting of outstanding citizens and also a man experienced in prison matters. Governor Donnelly accepted the suggestion and appointed a committee of three citizens of the State of Missouri, together with two prison wardens and the general secretary. There resulted a ninety-two page report of approximately 25,000 words which was highly critical of the prison system and its operation. The *Globe-Democrat* of St. Louis, in its issue of January 2nd, 1955, printed the entire report and on its front page carried headlines reading—

REPORT BLASTS ENTIRE PRISON SETUP

COMMITTEE CALLS PRACTICES FILTHY AND DISGRACEFUL.

It also highlighted parts of the Report in a block item as follows:

PERTINENT PARAGRAPHS IN PRISON REPORT

The hard-hitting report of the Missouri State Penal Institutions Survey Committee, was couched in phraseology ranging from the incisive to sledge-hammer bluntness. Here are some pertinent observations from the report:

The State of Missouri is now paying a terrific price for its adherence to the philosophy that men can be locked up and then forgotten.

There was evidence of most unsatisfactory housekeeping, all of which is unpardonable, when it is considered that soap and water, plus the labor of inmates, could accomplish the desired results if the management were alert to its responsibilities.

The quality of medical service is totally inadequate . . . This is a lamentable situation.

It is found that leadership is lacking; and there is no clear indication where the director's responsibilities begin and end.

These deficiencies (in administrative leadership) created a state of inertia seriously detrimental in the general functioning of the institution and the public welfare.

In the absence of medical inspection, as required by law, added to by the neglect or indifference of the management generally, it was not surprising to find the prison in an untidy and unclean state.

The appearance of the guard personnel was decidedly unimpressive, both from the standpoint of their variety of dress, physical state, agility and performance of their duties, and it was very difficult to conceive how they could inspire, direct and control an inmate body . . . In some instances it was to be remembered in real life of outside caricatures of this type of personnel.

These (punishment cells) are without toilet facilities, inmates being obliged to use discarded paint cans. There is no running water. The cells are without light, the sidewalls are marked with obscene drawings.

There is lacking, and this is a serious omission, a more inclusive book of rules for inmates. This was the common complaint . . . throughout the institution.

Milk from the dairy operations should be a part of the prison diet, and should not be made available only for those inmates who have sufficient money to purchase the same milk from the state.

Sheets and pillowcases, toothbrushes and a change of towels should be provided inmates. This is normal equipment in any progressive area.

A search of the records and interviews with state officials indicate there has been no real promotive effort made to develop specifically the state use market under existing laws.

For all practical purposes the hospital is in charge of the nursing assistant, who speaks glibly in medical terms, but who basically is not even a trained registered nurse.

It was stated that inmates are required to bathe at least once a week. On the other hand, there was no indication that this is an enforced rule.

Inmates keep cell hall records, and in some instances because of the inability of paid personnel to do so, in view of their limited education.

The slaughterhouse is about as complete a wreck as one could expect to find. It is truly an unsightly and unpardonable unit unfit to belong to any public-owned institution.

As to leadership lack: One prisoner stated he had been trying to find out who was the boss in the prison but had not as yet succeeded.

There should be a discontinuance of the over-emphasis with regard to former personnel of the State Highway Patrol being identified with the top key positions of the Department of Corrections.

If it were not for the willingness of the Catholic chaplain to function in part as a recreational director, it is not too certain that much of the little recreation that is now provided would be at all existent.

The stool pigeon and snitcher system should not be encouraged by top-level personnel and especially the guard personnel. An alert and vigorous management can get along without these devices.

The Committee membership was as follows:

Major General Ralph E. Truman, USA, Retired, Springfield, Missouri, chairman.

David P. Wohl, industrialist, Clayton, Missouri.

Judge Henry J. Westhues, Missouri Supreme Court, Jefferson City, Missouri.

Warden Joseph E. Ragen, Illinois State Penitentiary, Joliet.

E. R. Cass, General Secretary, The Prison Association of New York and The American Correctional Association; Member State Commission of Correction, New York State.

Walter A. Hunter, former warden of the Federal Penitentiary, Leavenworth, Kansas.

Gilbert Rodli, manufacturer and industrial consultant to the Committee, Huntingdon, Pennsylvania.

The general secretary was pleased to serve with the Committee and feels that its Report will be of great benefit to the State of Missouri. From the Governor down to the man on the street, including of course the legislature, there has been revealed a most shocking situation requiring prompt action. At this writing it is learned that Governor Donnelly made an ardent plea to the legislature to authorize a seventy-five million dollar bond issue to improve the prison situation and the State hospitals.

PROGRESS IN PENNSYLVANIA

Reference is again made to what is being done in the State of Pennsylvania following the riot in 1953 and as a result of the investigation and recommendations made by Governor Fine's Committee on which Mr. Cass, our general secretary served as a consultant. A six months' progress report shows many changes legislatively, administratively and in personnel.

The Governor's Committee, consisting of outstanding citizens of the State of Pennsylvania, together with those from other states experienced in prison matters, demonstrated the value of this type of committee and also the worthwhileness of their observations and recommendations.

During the days of the 84th Annual Congress of Correction of The American Prison Association held in Philadelphia in October of 1954 Governor Fine, as a principal speaker, praised not only the work of the Committee but also the cooperation shown by the legislature and others interested in the welfare of the State.

SPECIAL UNIT AT NEW HAMPTON

The Governor, in his annual Message, urged that the special unit at New Hampton Farms on the site of the New York City Reformatory maintained through special arrangement with New York City authorities, by the New York State Department of Social

Welfare, to deal with those boys who are unmanageable at the institution at Warwick and the one at Industry, now be made a permanent unit and thereby remove it from the experimental classification which began in 1947. The per capita cost is very high, over \$3,000, but it seems to be generally held that it is a necessary arrangement despite its cost, in order that the greater number of boys at the other two institutions will be permitted to get the maximum benefit of the program of each. In other words, this seems to be a means of removing certain road-blocks caused by the few, for the good of the greater number. It is another triumph for classification and specialized treatment toward which we look with favor and have consistently supported.

OPINION UPSETTING THE SEX OFFENDER BILL

A recent judicial opinion was to the effect that no one should be committed to a state prison for less than one year because of the provisions of Sections 2182 and 2189 of the penal law. This opinion, if to prevail, would interfere with the commitment of sex offenders under the law passed in 1950 making it possible to commit from one day to life. It is likely that this situation will be corrected in the current session of the legislature unless there is a high court reversal. We shall assist in this connection in every way possible.

WESTCHESTER COUNTY A. A.

On May 19th the annual dinner-meeting of the A.A. groups of Westchester County was held at the County Penitentiary and Mr. Wright was again invited to attend and represent the Association. The meeting this year was attended by more persons than ever before and numbered well over 200 men and women members of A.A., including a number of former Penitentiary inmates, who are active during the year with the Penitentiary A.A. group. Those present represented County A.A. units who work through the year with the Penitentiary A.A. group.

Meetings are held each Monday evening through the year regardless of holidays or other calendar conflicts. The greetings of the Association were presented. This A.A. meeting was one of the most remarkable gatherings ever held in a confinement unit. In very few jails or penitentiaries throughout the country would such a large mixed group be invited to have dinner within its confines. It is all the more remarkable when one considers the fact that ten years ago the confirmed alcoholics present were without benefit of the A.A. interests as are now available. As noted previously, meetings are held every Monday night.

NEW YORK STATE TEMPORARY COMMISSION ON THE COURTS

During the year we met informally with the sub-committee of this Commission concerned with the youthful offender and were able to share our experiences on an informal basis. Later in the year we were represented at an open hearing on problems of youthful offender treatment in the courts sponsored by the sub-committee and will continue our interest and relationship in 1955. Under date of November 1954 this Sub-Committee on Youth and Family

in the Courts released "A Proposal For Dealing With Youth In The Courts." While the Association is not in a position to commit itself to the findings reported upon, we are in sympathy with centralized procedures and much of the comment of the report. However, we feel that additional time is necessary at this point for further consultation and study in cooperation with other interested agencies prior to taking a definite stand with respect to its conclusions.

NATIONAL COUNCIL OF CHURCHES

The Association continues its relationship to this important body. Mr. Wright, likewise, continued as chairman of the Commission on Ministry in Institutions of the Council. On April 6th a conference was held by the Commission, attended by approximately fifteen denominational leaders in chaplaincy work in an effort to improve standards and strengthen recruitment procedures for prospective penal institution chaplains. While the work of the Commission is related primarily to the recruitment, training and nomination of Protestant chaplains to institutions of the U. S. Bureau of Prisons it does, on the other hand, direct its interests and efforts in the development of chaplaincy service as a whole. The Commission has been instrumental in securing the cooperation of a number of State Agencies throughout the country and its work is being used as an example in other areas.

On May 11th Mr. Wright and several other Commission officers conferred in Washington with James V. Bennett, Director of the U. S. Bureau of Prisons relative to problems of Federal prison chaplaincy with a view to calling a conference of appropriate persons representing the National Council of Churches and the U. S. Bureau of Prisons in the fall to develop a statement of policy and procedure.

On October 1, 2 and 3 a conference was held, utilizing the facilities of the National Training School for Boys in Washington and attended by some twelve persons representing both units. The Director of the U. S. Bureau of Prisons and his colleagues graciously contributed their time and experience with the result that the Commission on Ministry in Institutions of the National Council now has a formal working agreement with which it may proceed in the future. This is a decided step forward and one that has given much encouragement to the development of the entire chaplaincy field.

In addition to these meetings there were the regular annual and semi-annual Commission meetings which attracted members from various sections of the nation and which were used not only for informational purposes but as working conferences in the interest of Protestant chaplaincy services.

JOHN HOWARD ASSOCIATION ANNUAL MEETING

A comparable organization to the Prison Association but on a smaller scale exists in Chicago known as the John Howard Association. Mr. Cass and Mr. Wright were invited to attend as guests

of the Chicago group and in view of Mr. Wright's presence in Chicago on other matters on May 5th he attended as a guest of the president of the John Howard Association, Mr. Samuel Culbertson II. The dinner meeting was addressed by Chief Justice Irving Ben Cooper of the Court of Special Sessions, New York and was attended by approximately 350 civic leaders in the Chicago area.

CONSULTATION RE "CONVICT DEPOSIT ACCOUNT"

As a result of efforts on the part of a recent parolee to cash a State check in his neighborhood marked "Convict Deposit Account" Mr. Cass consulted with Commissioner Donovan as to the possibility of rewording the category of such checks or eliminating the wording altogether. It seemed unfair to parolees to be required to approach banks or business establishments in their neighborhood immediately upon release with checks so marked and then to be refused for obvious reasons.

We were informed by the Department of Correction in a six page, single-spaced memorandum that this matter has been fully discussed but that in view of certain legislation and the requirement that amendments would have to be made to the Correction Law and the Finance Law, that nothing can be done immediately. We were assured, however, that further attention will be given to this by the Correction Department.

VISIT OF MAYOR OF SAINT PAUL, MINNESOTA

In August we were asked to prepare an itinerary for Mayor Joseph Dillon of Saint Paul, Minnesota who desired to visit local institutions and contact various authorities in the New York area relative to a proposed new jail in Saint Paul. On September 15th the Mayor conferred in our office for several hours and we later received a fine letter of acknowledgment and appreciation from him. Mayor Dillon is one of the youngest mayors in the country, being thirty-two years of age, and is considered one of the upcoming new officials of the Democratic party.

REPORT OF THE COMMITTEE ON DETENTIONS

Commissioner John L. Schoenfeld, as chairman of our Committee on Detentions, reported as follows:—

During the year we inspected approximately fifty-six places of detention, some more than once, and made inquiry on approximately sixty-three unusual occurrences, the latter being escapes, suicides, disturbances, etc. It is further reported that we were successful in reassigning female correction officers to all detention pens where females are detained.

It should also be noted that a study is under way to provide for the transfer of sentenced females from the House of Detention to a more suitable location, thus giving support to our renewed contention that the House of Detention should be used only for the confinement of women awaiting court action as originally intended.

It is gratifying to report that the places inspected were, generally speaking, found clean and in order, and the supervision satisfactory. Occasionally it was necessary to insist upon better housekeeping or procedures.

For some years we have given attention to the need for a new jail in Nassau County and it is gratifying to report that final plans have been drawn and approved and contracts let, and the new jail is in process of construction. The same can be said about the providing of a new City Prison in Kings County to displace the long-complained-about Raymond Street Jail. Further, it is pleasing to report that plans have been drawn for the construction of a new City Prison in Queens to displace the present inadequate and antiquated structure.

Progress such as noted above is traceable to continued alertness and persistency for general betterment.

SPECIAL UNIT—ALCOHOLICS

The committee has been repeatedly dissatisfied and challenged by the large number and the frequent appearance in the detention quarters such as Lower Manhattan and elsewhere of prisoners more commonly referred to as Bowers delinquents, bums, etc. This is a long-standing problem with no over-all adequate solution in immediate sight but, in the meantime, there is need for their better handling prior to court disposition.

During the year there was brought to the attention of the Police Commissioner of the City of New York, the Commissioner of Correction, and the Chief City Magistrate a plan to provide for a special housing unit and court in the Bowers area. The plan would call for the rental or purchase of a suitable building in which would be located sleeping quarters, medical services, supervision by the Department of Correction and the assignment of a special term magistrate. Under this plan it is felt that these subjects would be more humanely and decently handled and would have their court appearance delayed until they were in a clearer state of mind and understanding prior to their final disposition. More specifically, in the building provided one floor could be set aside for the Police Department which would receive the prisoners direct instead of going to other precincts. Here a police lieutenant could be assigned. Prisoners could be placed in the custody of the Department of Correction where they could be cleaned up, fed and made to look somewhat presentable for arraignment at the earliest opportunity. One floor would be set aside for the Magistrates' Court. Having benefited by a bath, a meal, and a night's lodging, it is likely that the prisoner would be at least coherent and able to understand his situation and what was going on in the Court with respect to him. It is likely that under this plan, some of those who now flow with the day after day floodtide of alcoholics could be wisely screened and perhaps released after a night or two of detention. The present procedure of herding and booking these subjects in detention places following police clean-up of the streets with their subsequent commitment to Rikers Island or

elsewhere is far from a satisfactory solution of what, in the main, appears to be a medical problem and not a penal one. The Committee will continue to pursue this proposal with the hope for its final adoption.

It is most gratifying to indicate the interest and support of Chief Magistrate John M. Murtagh who, under date of July 30th, summarized the conference with him by Commissioners Schoenfeld and Cass in a communication to Commissioner Anna M. Kross of the New York City Department of Correction. The Chief Magistrate is fully aware of the problem, has been striving toward its solution, and holds high hope for the success of the proposal which would operate perhaps under the title of a homeless men's court, providing for approximately 100 individuals at a time.

WELFARE AND HEALTH COUNCIL OF NEW YORK CITY

The Association continued in 1954 its long-standing active relationship to the Welfare and Health Council of New York City as it has ever since the establishment of the Council some thirty years ago. While various members of the Association's Executive Committee and several of its staff are identified with at least three of the Council's working divisions, our primary interest and activity is directed through the Council's Section on Correction and Allied Services. Mr. Wright continued as vice-chairman of this Section in 1954 having served as chairman for a three year period several years ago. With the renewed interest of the Department of Correction of the City of New York members of the Section have been in consultation with and laboring on behalf of the Department officials, particularly Commissioner Anna M. Kross and Deputy Commissioner Harry M. Shulman. Mr. Wright has met with these officials on a number of occasions on behalf of the Association and the Welfare and Health Council and it should be pointed out that this particular comment should not be confused with the Association's relations with the Department of Correction otherwise, through the general secretary in his numerous conferences with departmental authorities. The Council's Section on Correction, at Mr. Wright's suggestion, contemplates the establishment of a permanent committee to be concerned with the Department of Correction in order to make for a closer relationship with its activity. This is the first time in many years that the City Department of Correction has demonstrated positive steps in the direction of cooperation with the Correctional Section of the Council.

Another activity performed cooperatively with the Welfare Council was testimony by Mr. Wright on October 8th before an informal hearing of the Municipal Civil Service Commission on the subject of re-classification of parole and probation positions in this City. We reviewed the requirements we feel to be desirable and made comment in detail on the proposals of the Commission. Likewise, through our representation on the Corrections Section of the Council we joined in urging the mayor to make every effort to increase appropriations for probation personnel for Magistrates'

Courts, the Court of Special Sessions and Domestic Relations Court to provide for additional psychiatric facilities. Further discussion on this will be noted elsewhere under the title—INCREASING PROBATION SERVICES. (See page 50.)

Letters were subsequently directed to the Mayor, signed by the executive director of the Welfare Council, and later it was noted that the budget presented by the Mayor to the Board of Estimate for action included the additional sum of \$500,000 for these purposes. Early in February the Mayor at a public meeting promised to increase appropriations if at all possible in keeping with the City's financial condition. The original request submitted by the judges of the courts and supported by the Welfare Council totaled \$1,500,000. It should be noted that the appropriation of \$500,000 of that total sum represents a decided step forward and constitutes one of the few times over the past years that an increase of this proportion has been made available in a City budget for this purpose.

On Wednesday, April 14th, Mr. Wright represented the Welfare Council at budget hearings before the Board of Estimate and presented a prepared statement which indicated gratification for the additional appropriation but pointed out the necessity of still additional funds if the courts are to provide full facilities and services as intended. The salaries of probation officers in the three courts presently range from \$3,565 to \$4,625. The amount requested was \$3,800 as a starting salary and the amount finally approved by the Board of Estimate was \$3,743. Even with this slight increase we are informed that it will be extremely difficult to fill vacancies at this salary level in view of the education and experience required for appointment. However, this is all a step in the right direction and indicates that the present City administration is cognizant of the many problems facing the court system over the years.

On May 17th the annual meeting of the section on correctional and allied services of the Welfare and Health Council was held at the Association of the Bar of the City of New York with Commissioner of Correction Anna M. Kross as a speaker. She expressed thanks and appreciation for the helpful cooperation of the Council's correctional group and outlined some of the problems facing a City Department of Correction. It is quite apparent that Commissioner Kross is bringing about a number of improvements and in this connection our Association already has been of assistance and will continue to do so in the future.

COMMITTEE ON NARCOTICS

We continued active affiliation with and membership on the Welfare and Health Council's Committee on Narcotic Addiction Among Teen Age Youth. Through Mr. Wright's membership on the Committee, the Association was able to have its opinion voiced on many problems related to this critical problem. During the course of the year, the Committee directed its attention to concluding its mission since the project had established a terminal

date some time ago. It will be recalled that in December 1953, Mr. Wright, representing the Welfare and Health Council, urged its Board of Directors to continue the Committee for another year. This the Board agreed to do provided sufficient financial assistance could be secured by the Committee itself. The Committee was forced to dismiss its paid staff during 1954 for lack of funds, and is now operating with the aid of general Council staff help. Mr. Wright is a member of a small special committee to review the original charge and subsequent work of the Committee in an effort to determine the future course of the Committee.

The problem of drug addiction continues to be a serious one, and the Council's Committee is gratified that much of its work has produced concrete results in the direction of greater public education, the development of treatment facilities, the expansion of the police attention to the problem, and in many other directions. It is anticipated that further attention will be given the problem of drug addiction among adults coming before the courts as contrasted to youths with whom the Committee has heretofore been interested primarily.

The Association will, of course, continue its relationship to the Committee and its interest in this problem, as it has for many years.

COOPERATION WITH PUBLIC INFORMATION MEDIA

During the course of the year the Association continued its service to newspaper, magazine, radio and television groups interested in the correctional field and we cooperated and gave valuable assistance and guidance to such units as CBS—Radio and Television, *Reader's Digest* magazine, *Harper's* magazine, with particular emphasis to an article by John Bartlow Martin based on his articles in the *Saturday Evening Post*. This particular article also was a forerunner of his later book—"Break Down The Walls" and Mr. Wright was interviewed over radio station WQXR on April 8th relative to this article and book. We cooperated with the author on several occasions in preparation of its content.

During the year we also previewed a number of television films as well as motion picture films. These included such films as "Riot in Cell Block 11," "Unchained" and others. Some of the reviews were conducted by Mr. Wright in behalf of the Association and in his capacity as a member of the Protestant Motion Picture Council.

At the invitation of Mr. Auchincloss, Commissioner Mulrooney, Mr. Cass and Mr. Wright met with him and Miss Celeste Holm at a dinner in Mr. Auchincloss's home to assist in the planning of background material relative to a TV program, to be produced by Miss Holm.

We cooperated also with the Women's City Club and participated in one of their programs on December 6th over radio station WQXR. Likewise, staff members addressed various classes at New York University and Mr. Wright also addressed the Economics and Social Club of New York University and participated

in the Pennsylvania welfare conference at Harrisburg on March 26th and 27th. A number of civic, religious and fraternal groups in New York and vicinity were addressed in the interest of improved correctional procedures.

CORRECTIONAL WORK CAMPS

Correctional work camps are being revived. They are in operation in Michigan, Massachusetts, California, Wisconsin and some southern states, and in the Federal prison system. Commissioner Mulrooney, under date of March 4th brought to Mr. Cass' attention an article appearing in the February-March 1954 issue of "The New York State Conservationist," describing the operations in Massachusetts. This was brought to the attention of Commissioner Edward J. Donovan of the New York State Department of Correction, urging that he give consideration to similar use of prison labor in this State. He replied under date of March 10th indicating interest in the possibility of this device as a means of rehabilitation and a contribution to the public. Further, he stated that a study is being made of the operations in Massachusetts.

LOUISIANA PENITENTIARY

On September 9th, 19th and 11th, Mr. Wright attended the first Southern States Regional Forum on Jail Problems of the National Jail Association and at the expense of that Association. This is in keeping with our long-standing relationship with jail administrators. Approximately 125 sheriffs and jailers from the Southern States attended this three-day Forum which has been deemed one of the most successful in a long series of forums sponsored by that group. The Forum was held at New Orleans, Louisiana.

On Saturday, Sunday and Monday of that weekend Mr. Wright visited Louisiana Penitentiary, Angola, located about 135 miles northwest of New Orleans on the Mississippi border. He had close relationship with Warden Morris Sigler and Assistant Director Reed Cozart, both of whom have extensive experience with the United States Bureau of Prisons. Mr. Wright went over the institution a number of times and made considerable comment relative to its administration. The Louisiana development presents one of the real miracles of present-day penology in that after a great many years of scandal-ridden administration, it has now reached a point where it has possibilities of becoming one of the outstanding state organizations. A new eight million dollar penitentiary will be completed in 1955.

NATIONAL JAIL ASSOCIATION

In keeping with our long-standing efforts to serve a number of smaller organizations affiliated with The American Prison Association we provided facilities during 1954 to the National Jail Association in the way of secretarial assistance and office space in view of the fact that Mr. Wright continued to serve as executive secretary of this organization. On February 4th the Association's Board of Directors met in our offices with approximately twenty-

five jail administrators from all over the country. In October, at the time of the Congress of Correction and at the annual meeting of the National Jail Association Mr. Wright resigned as executive secretary, following sixteen years of service, and was elected president for the year 1954-55. While we will continue to maintain an active interest with this organization, the pressure of other activities makes necessary the decrease in the amount of time given to this and other groups. The new executive secretary of the Jail Association is Frank F. Kenton, warden of the Federal Detention headquarters, New York City.

NEW ENGLAND CONFERENCE ON CORRECTION

On several occasions through the year Mr. Wright met with the planning committee of the New England Correction Conference in an effort to assist with program planning on the part of the local committee and the National Probation and Parole Association. The latter body, in 1954, designated the New England Conference as its annual meeting and at the invitation of this combined group Mr. Wright acted as presiding officer at one of the dinner meetings of the Conference. Held on September 19, 20 and 21 at Swampscott, Massachusetts, this Conference attracted approximately 400 correctional personnel from the northeastern states and Mr. Wright represented both The Prison Association of New York and The American Prison Association.

A letter is on file from the president of the National Probation and Parole Association, acknowledging our labors in their behalf.

FREDERICK A. MORAN MEMORIAL INSTITUTE ON CRIME AND DELINQUENCY

As has been our custom over a period of years, the Association again cooperated with and participated in the annual Frederick A. Moran Memorial Institute on Crime and Delinquency held during the week of August 16th at St. Lawrence University, Canton, New York.

Mr. Wright conducted a morning, one hour course on orientation to the Institute and likewise conducted a two and one half hour workshop designed for sheriffs and jailors. In the latter course the official cooperation of the United States Bureau of Prisons and the State Department of Correction was had and both courses operated for the full five-day period. As plans now stand the sheriffs and jailors workshop will be repeated in 1955 and in the meantime will be extended considerably in scope. This year there were approximately 600 professional persons registered.

The Association is particularly gratified with the success of the Moran Institute since it is the one major effort in this State to bring together rank and file personnel, not only in the correctional field but in parole, probation, social welfare and mental hygiene as well, together with leading authorities in the field nationally. The Institute is considered by many authorities to be among the best if not the best of its kind in operation in this country.

NEW YORK STATE BOARD OF PAROLE

During the late Spring the personnel of the State Board of Parole was changed and the Hon. Lee B. Mailler was appointed chairman by Governor Dewey. Mr. Mailler is a former Assemblyman with twenty-one years' experience and former majority leader in the Assembly for the last eight years of that period. Under date of September 13th Mr. Cass wrote him at some length reviewing the relationship of the Association to the problem and under date of September 14th Commissioner Mailler replied indicating his deep interest in the role of the Association in the parole picture locally. Later at the New England Conference on Crime Prevention, Mr. Wright had occasion to introduce Commissioner Mailler at a public meeting and was able to further discuss the Association with him.

Under date of September 3rd the Board of Parole announced an extensive revision of the administrative structure of the Board which provides for at least nine areas rather than three major districts operating heretofore. The other important change provides for an administrative director in keeping with our recommendation to the Legislature. The Board is now relieved of administrative functioning.

INCREASING PROBATION SERVICES

Under date of July 23rd we addressed the Mayor, Chief Justice of Special Sessions Irving Ben Cooper, Chief Magistrate John M. Murtagh and Presiding Judge John Warren Hill of Domestic Relations Court regarding increased appropriation for probation services in their respective courts. We reviewed a long-standing protest by the Association on the inadequacy of the service and our appeal for increased support. The Board of Estimate on July 22nd voted \$661,610 to enlarge the probationary and psychiatric services of the three courts.

Allocation for New Services:

For the Court of Special Sessions—\$262,890 was authorized, enabling it to add to its staff thirty-two probation officers, five senior probation officers, two supervising probation officers and fourteen clerical workers.

An allocation of—\$220,995 to the Court of Domestic Relations will provide it with nineteen additional probation officers and eight more senior probation officers.

The City Magistrates' Court, with an allocation of \$177,725 will be able to add twenty probation officers, four senior probation officers and three clerical workers.

Included in the \$661,610 appropriation was \$120,000 to finance an additional \$40,000 psychiatric unit in each of the three courts.

Mention should be made that this is another example of results culminating from repeated recommendations to budgetary and other authorities. These increases represent the first such action of any importance for a good many years.

Special commendation is due Mayor Robert F. Wagner for his

support of the need for additional probation and psychiatric personnel, dating back to his initial announcement on the subject early in February, 1954 at the time of the meeting sponsored by the New York City Lawyers' Association. Without his wholehearted support the appropriations noted above would not have been possible.

SOCIAL WELFARE LAW

In keeping with legislation passed in the 1954 Session, the Association registered itself as a charitable agency and during the Spring secured the written consent of executive committee members to use their names on stationery and other printed matter which could be classified as appeal literature. This step was called for by the legislation.

ACTIVITY RE SURPLUS FOOD

Because of our interest in the operations of both the State and City Departments of Correction we have, through a Washington contact, brought our interest to bear relative to Senate Bill 3052 by Mr. Aiken (A bill to encourage a stable, prosperous, and free agriculture and for other purposes), also H.R. 8168 by Mr. McMillan (A bill to amend section 416 of the Agricultural Act of 1949 so as to authorize disposal of surplus farm products to Federal, State and local hospitals and penal and correctional institutions). Both bills, as noted by the titles, have to do with surplus products, particularly foodstuffs and if one or both bills become law the way will be open now for correctional institutions to share in this distribution in addition to others.

We have alerted our State Department of Correction as to the existence of this legislation and will do likewise for the City Department of Correction.

NEW YORK STATE WELFARE CONFERENCE

On November 16th Mr. Wright acted as presiding officer on a panel discussion on psychiatry in institutions at a New York State Welfare Conference. Panel discussants were: Richard Jaenicke, M.D., Associate Professor of Psychiatry, University of Rochester Medical School, Ralph Brancace, M.D., Director, New Jersey Diagnostic Center, Menlo Park and Bernard C. Glueck, Jr., M.D., Supervising Psychiatrist, Sing Sing Prison. The discussion was unusually well attended, there being more than 400 persons present. It was conducted on an informal basis, with the participants pointing out the growth of and need for further expansion of clinical services in correctional institutions.

WEST CENTRAL DIVISION OF WARDENS' ASSOCIATION MEETING

The annual meeting of approximately 35 wardens of state institutions in the mid-west area was held in Chicago on April 23 and 24. Mr. Cass attended at the expense of the American Prison Association, and assisted in their program. There were about twelve states represented. They had an interesting program, one day spent in discussion and the second day spent at the two in-

stitutions—Stateville and Joliet. These two maximum security units are administered probably as well as any comparable institutions in the country. Under the very able direction of Warden Joseph E. Ragen they are outstanding for their all-around program and high morale.

SOUTHERN STATES PROBATION, PAROLE AND PRISON CONFERENCE

Mr. Cass, on special invitation, spent April 10th to 13th in Atlanta with the delegates to the Southern States Probation, Parole and Prison Conference. He represented jointly our Association and The American Prison Association. In accord with our policy of working on a national as well as a state level it is important to keep in touch with our colleagues in the South. They are sensitive about some of the criticism of the past and it is evident that in a number of the states a very determined effort for progress has been made in recent years. This is particularly true in Texas, Georgia, North Carolina and South Carolina with a tremendous activity under way in Louisiana. Georgia particularly is sensitive because of the criticism about its chain gangs and housing conditions in the past and it was interesting to note that Governor Talmadge went into considerable detail to explain what had been done in his State to improve the correctional system; also the benefits of road-building and repair operations with prison labor. He spoke of the housing improvements and of special effort being made to handle young offenders in a new institution. All of this was in striking contrast to what the General Secretary heard in 1935 when the Governor's father, then the Governor, at a general session meeting of The American Prison Association defiantly defended the Georgia Prison System and directed his own criticism to housing conditions and various operations identified with the institutions in the North. It is interesting to note that while there is a sensitiveness prevailing in the South they, nevertheless, have taken to heart some of the criticism of the past and have moved in the direction of approved standards and practice as a result.

84th ANNUAL CONGRESS OF CORRECTION

The 84th Annual Congress of Correction sponsored by The American Prison Association was held in Philadelphia during the week of October 24th. There were official delegates from forty-three states, the District of Columbia, England, Japan and Iraq.

Five full days were devoted to programs both for professional as well as lay interest and benefit, and one of the significant highlights of the Congress was the vote by the membership to change the name from the American Prison Association to American Correctional Association. This change implies that the scope and activity of the Association is broadened beyond the realm of prison administration and while this has been so for many years it was felt that the change of name would clarify this matter in the eyes of the public.

In keeping with the change of name of the Association, the official publication formerly known as THE PRISON WORLD is now re-named THE AMERICAN JOURNAL OF CORRECTION.

It is of particular interest to The Prison Association of New York that the 84th Annual Congress continues the long line of meetings of national as well as international importance, dating back to 1870 when those then affiliated with The Prison Association of New York saw the need for a national group. The American Correctional Association is in itself one of the major accomplishments of those who have been identified with the local organization over the years.

THE ASSOCIATION'S BUREAU OF SERVICE

Employment and Relief Bureau

The evil that men do lives after them—and with them! How well they know this—those individuals who have been released from penal institutions. Once this evil has firmly affixed its stigmatic self to the hapless victim, it never lets go, rearing its ugly head to frighten off any prospect of aid or salvation. The individual has committed a dreadful mistake, it's true, but he had paid for it in the way society has decreed, yet this very same society continues to reject him at every turn. All doors to redemption are barred to him; he is denied refuge and shelter, and gainful employment is not for such as he. Sympathy is a wonderful charity, but becomes an empty extravagance when unaccompanied by confidence and trust. Employers who are reluctant to take unto themselves the responsibility of hiring an ex-inmate, not only injure the cause of rehabilitation, but very often deprive themselves of the services of a conscientious and trustworthy employee, whose efforts, out of penitence and gratitude, are doubled. One such employee is B. L. who recently had been released from a New York penitentiary. Alone and friendless in a strange city, this unfortunate young man finally sank deeply enough into despair to commit petty larceny. Following his arrest and conviction, he served his sentence in exemplary fashion, after which time he was returned to the mercy of the same apathetic society he had met before. The story was repeated; lodgings were unattainable; no jobs were forthcoming; no helping hands were extended his way—until once again he began to see the peril. This time, however, he turned to the Association's Employment and Relief Bureau for assistance. Our secretary made several contacts and was soon rewarded with a fine job for "B. L. with a large firm, where he proved his merit. Both the employer and "B. L. are indeed grateful to the secretary for his recommendation.

The Prison Association of New York, dedicated to aiding paroled, discharged prisoners and those men in various institutions awaiting release, deeply appreciates the cooperation of such employers as the above described, for they make just that much easier the task of placement—and to those others who have not yet dared extend themselves, the Association sets forth great hopes for the same.

The road away from prison leads to a haven known as Rehabilitation—the oasis within the forlorn desert, with the weary nomad reaching ever towards it. Some find it—others never do. It lies entirely with the rest of us to guide them along the way; with enough encouragement and trust, the individual will reach the ultimate. He will once again know the precious grants of rights and privileges, and be reinstated once more to the position of respected member of a community. However, this cannot be accom-

* All names and initials are fictitious.

plished without gainful employment. For once the individual falls into the harmonious pattern of working for—and alongside of—others, all the while learning to discharge his duties conscientiously and without complaint, he will be better equipped to accept his rights and privileges. He will have learned that courtesy and respect can be earned—and preserved—only by sharing both with those around him.

For the past thirteen years the Employment and Relief Bureau has been under the able supervision of Mr. Harry Schwartz, who is credited with more than forty years' experience in the field of crime treatment and prevention in New York City. Mr. Schwartz' activities include among others, personal contacts with employers, entailing numerous visits throughout extensive and widespread areas and fields of practice, comprised of commercial houses, factories, mills, garages, laundries, stores, et cetera. We are pleased to note that where no actual placement resulted, our representative nonetheless was greeted with utmost respect and graciousness on the part of all those visited.

The Bureau is more than an employment agency. It is constantly confronted with recurring problems that include financial stress, inadequacy of proper clothing, lack of necessary transportation to job locations, proper tools, union dues, fees, et cetera. The deserved aid is granted only after careful investigation. Those clients whose means of self-sustenance have been curtailed by prolonged ill health, call upon the Bureau for financial assistance and guidance throughout the critical period of readjustment. And our program deals, as well, with families and friends of clients, along with referrals to the proper welfare agencies who are qualified to extend long-range and permanent financial aid and support.

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

The Bureau is in constant receipt of requests that are most deserving, one of which we should like to present herewith. This letter sent to a prominent person was forwarded to us with a request for securing employment for the inmate.

"HONORABLE SIR: I am directing this letter to you, after reading about your efforts towards reclamation. I realize that in your position, you may be able to help me, if you will entertain such an idea. This is not just a letter from an inmate trying to comply with the rules which have become the conditions. Instead, it's a letter from a man who knows that with the help of God, if given a chance, he can again become a useful member of society. When I came to prison, I was 23 years old, I knew I wasn't a criminal, but yet I found myself incarcerated. I made a mistake and society asked that I pay

for that mistake in the only currency it was willing to accept—imprisonment. Yet I know that the crime I committed was without any criminal intent on my part. The records which sometime can be very cold, showed that I had committed a crime. My crime constituted the borrowing of almost five thousand dollars from a girl and a fellow whom I was friendly with. I borrowed the money with good intentions, but later the intentions became not so honorable, and I used the money other than for which I had allegedly borrowed it to use. This was claimed, and rightly so, as receiving money under false pretenses—Grand Larceny. For this I was given a term of three and one-half years to seven. After serving three and one-half years, I was paroled. Later I was returned as a parole violator. The violations being; leaving my district without the permission of a parole officer—going to Albany, living beyond my means—borrowing money which I used for an operation, and buying two suits of clothing on credit, and going into a bar on Wednesday and Friday nights to watch the fights on television.

They were not serious violations but nevertheless were violations, and I was sent back to prison, and given two years. This may sound foolish, but I am almost glad that I was returned to prison, because it made me go to God, sincerely asking that He provide me with the help of His grace to search myself for the cause of all my downfalls. I could have dismissed my imprisonment, by blaming it on the folly of my youth; I could have blamed the prison authorities for being too harsh by returning me to prison for minor violations. But I knew that wasn't the full story, and until I really placed the blame where it belonged, I would be in and out of these places for the rest of my life. So I went to the supreme helper, and He has helped me to find myself, and prepare myself for my ultimate return to society. Since coming back I have availed myself of the educational program here, and have acquired a good education. I had a fourth grade grammar school education when I came in. When I leave here, I will be going out with a high school education—a good typist, and a strong desire to again become a useful member of society. I know I will accomplish this, because God is on my side. I meet the board of parole in August, and I am sure that they will, after observing my honest and sincere efforts to help myself, agree that I am ready to make my place in society, without any further trouble with the law. However, there is a state law which requires an inmate to have an offer of employment prior to his release. I have no such offer, and the only two people who could have helped me, my mother and father, have died since I have been in prison. Therefore, the only means by which I may obtain such an offer, is through correspondence. Thus this letter to you, asking if you could aid me in my quest for that offer of employment. I am a Negro, 5'6", in good health, intelligent, neat and clean. I

will accept any type of employment, and work hard to justify any confidence placed in me. I ask only a chance to rebuild my life. If I am given that chance—I will do the rest. I would try the Prison Association for this aid, but they are over-taxed with applications from fellows in my position. Therefore, I am turning to you, hoping that it will be in your provisions to help me. Society seems to think that because a man once comes to prison, he remains a criminal. That's far from the fact—and it is so because they never read about the thousands who come out and go on to become good, solid citizens. The newspapers only write about those who continue along the road of crime. Thanking you in advance for any consideration given in this matter, and for your earliest possible reply . . ."

He was released for a job submitted by us with a large concern and is doing very well.

His deep appreciation for our efforts in his behalf follows in his letter to our employment secretary.

"DEAR SIR: I am in receipt of your letter under the date of August 16, in which you stated that you had submitted an offer of employment to the parole board for me.

I must confess that this is the hardest letter I ever attempted to write. It's hard because I feel that anything which I might say would be so inadequate to express my true feelings. Just to say thanks, is not enough, yet it is a word which says so much, when it is said from the heart. I want to say more than thanks, yet what more can I say—that's my problem, so even though the words that pass from the lips so often are empty ones if they are not backed up by deeds, I shall still say I am sincerely thankful for the great thing which you have done for me. The deeds which I shall try to back up these words, shall be a sincere effort to live the type of life which will be a tribute to your confidence in me. I not only want to do this because I am now confident that law enforcement is one of the most conducive elements to an orderly society, further because by the help of the grace of God, I intend to become a useful member of society, but because I realize that if I justify yours and my future employer's confidence, I will be making the great job that you and the Association is doing. I realize that yours is sometimes a thankless job, for surely you must encounter many in my position, who soon forget the aid offered by the Association. However, I am sure that you also encounter many others who feel as I do, men whose only desire is to again become a useful and respected member of society. It is these men who make your job easier. I shall with the help of the grace of God, try to make that job much easier.

I have learned a lesson and my faith in human nature has been strengthened by your help. I always felt that in this vast country of ours, there was someone who would help a man in my position. My faith has been affirmed by your efforts.

So again, I sincerely extend to you, Mr. Wright, and the rest of the Association staff, my sincere thanks.

God bless all of you, and may He continue to supply you with the help of His grace to continue your fine work.

I have fallen far short in my efforts to express my true feelings, but please believe that every word comes from the heart, born there and sired by a sincere desire to amend my life, and back up each word by good deeds."

It is gratifying as well to hear from other men whom we have helped, and we feel a few excerpts at this point would not be out of order.

"*T. H. writes . . . "enclosed please find money order for five dollars which I borrowed from you a few months ago. Let me express my thanks by saying I shall always be grateful for your help at the time that I did not know which way to turn. . . ."

"*P. T. says in part . . . "I should not like to fail here in expressing to you my gratitude and appreciation for your efforts in my behalf; my visit with you certainly, if nothing else, helped to restore faith in fellowman and to encourage my flagging self-respect and hope. . . ."

The following was taken from a letter submitted by a Prison Chaplain with a plea on the behalf of an inmate, who incidentally, was of different faith.

" . . . at any rate I should like to know the results in this case, and should like to thank you for your great assistance to men in the past. I have heard of and known of many cases in which you were able to effect the release of a man, and you are to be congratulated on your tremendous patience and successes. . . ."

MISSION ACCOMPLISHED

We would like to refer here to our 1951 annual report in which the following account appeared concerning one of the Bureau's most successful cases. At the conclusion of the reprinted portion we will comment on recent developments.

During 1942, at which time *R. S. was eligible for parole from Dannemora where he had served twenty-seven years for a serious crime, our Secretary received a letter from him, in the nature of an appeal for employment. The letter contained simple honesty and depth of feeling, stemming from a lonely man's deeprooted want of friendships and spiritual guidance—a man who had all but abandoned hope for either. His wishes were quickly granted, and our secretary secured employment for him. Soon, however, *R. S. grew unhappy at his job—and rightfully so! It seemed that the crew with whom *R. S. had been placed, had deliberately been nursing the job, the better to prolong it, but with the installation of *R. S. who

* All names and initials are fictitious.

naturally is conscientious and ambitious, things began to hum, much to the distress of the men who no longer could afford to slacken their efforts. They resented this, of course, and never hesitated to demonstrate their ill will, all of which made *R. S. uncomfortable. Our Secretary immediately consulted the employer and advised him of conditions. The employer, in turn, hastened to defend and commend *R. S. All parties concerned concluded it would be more advisable for *R. S. to seek employment elsewhere, which he did. His next job was with a large hospital where he hid painting and decorating. His honest nature plagued him to reveal his past to the superintendent, a gesture which undoubtedly must cost him his job, but which could not be denied! Acting in his behalf, our Secretary visited the superintendent. Instantly Mr. Schwartz revealed the nature of his visit and produced the official Prison Association card. The superintendent smiled indulgently, quickly assuring him that he had no interest in *R. S.; past—only his present and future! He further revealed that *R. S. was the most faithful and conscientious employee he ever had. Several months later, however, *R. S. sadly realized that his required chores were steadily diminishing and because he felt strongly against accepting wages he hadn't rightfully earned, he soon resigned—over the loud protests of the superintendent who was loathe to lose his valuable services.

For the past 6 years, *R. S. has been happily employed by one of New York's leading corporations.

Now, for the social side of *R. S. A foreigner by birth, he was determined to better himself, so devoted most of his spare time in prison to self-education as well as the education of others willing to learn. He is a most charitable soul, always extending a helping hand to those less fortunate than himself. More important, he is most eager to help youngsters; to keep them from straying, lest they make the same mistakes he did. He is a decent man, deeply possessed of high morals, having risen above his past environs. Because of his honesty and forthrightness, people are instantly drawn to him. A little more than a year ago, he made the acquaintance of a gracious little lady whose honesty and simplicity matched his own, so it was small wonder that they fell in love. Just as in the case of all those whose friendship he values highly, *R. S. lost no time in revealing his past. But just as he had hoped, it made no difference. They were married recently, with a simple but dignified church ceremony, attended by our Secretary and his wife.

The most precious wedding gift *R. S. could possibly have received soon became more than a cherished dream. With the assistance of the Bureau, his parole was reduced to quarterly visits to his parole officer, and soon after that, he was discharged from parole supervision! He already has started working for full restoration of his citizenship.

* All names and initials are fictitious.

To further illustrate the man's sterling character, it is only fitting that we conclude on a note of poignancy. Recently he came to the Bureau, accompanied by his wife. In his two hands, he proudly clutched a small but significant bouquet of roses—ten in all—one beautiful white rose surrounded by nine red ones. Like a happy schoolboy, *R. S. explained eagerly, "The roses represent my nine precious years of freedom. The red ones are for each of the nine years since my release from prison, and the white one in the center—pure and unblemished—is for the future . . ."

While *R. S. indicated he had great hopes for the future, it soon developed that he was in for considerable entanglements with immigration authorities. It was in July, 1953, that *R. S. entered one of the Federal buildings in New York to apply for citizenship papers. On completing the necessary papers he indicated his prior arrest record for serious crime. It was at that precise moment that he was informed of his detention in violation of the provisions of the McCarran Act relating to "undesirable aliens." From that date until late December 1954, the Association in cooperation with the Common Council for American Unity struggled to assure that every measure of justice was directed towards *R. S. and his difficulties. Through the Council legal guidance in immigration matters was made available to our client, and in August 1953, the Prison Association entered a plea with the Governor of New York for a pardon to prevent this man's deportation. In the interim period, the Council appeared on behalf of this man not only in New York but in Washington.

All the while *R. S. was bedeviled with the idea that some day he might be deported to a land he had not seen since 1904, and forced to give up his home, family and position. While this preyed on his mind he nevertheless refused to let it get the better of him. One of the members of the Association's Executive Committee kindly offered legal assistance, and much time was devoted to this case by many friends of *R. S. and the Association.

At long last, in August 1954, Governor Dewey, recognizing the merits of this case as presented to him by the Association, and based on careful investigation by his own representatives, granted a pardon to prevent deportation. This once and for all cancelled further hearings and actions pending against this man.

The Association has been encouraged and gratified that its hours of labor have been rewarded not only by an understanding Governor, but by all parties concerned, not the least of which was *R. S. himself, who has again demonstrated his long-announced intention of holding to the "straight and narrow."

* All names and initials are fictitious.

Statistics for Employment and Relief Bureau for 1954

Office interviews	2,169
Telephone consultations*	1,285
Different persons interview	2,002
Men released from New York City penal institutions	1,157
Men released from New York State penal institutions	603
Men released from out-of-state penal institutions	61
Men released on probation	70
Relatives of prisoners concerning employment	111
Meals provided	499
Night lodgings provided	3,641
Employment contacts made by personal visits (approx.)	500
Men placed in employment	361
Men given cash relief	1,208
Total amount spent solely for relief (includes cash, meals and lodgings)	\$5,842.90

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

FAMILY SERVICE BUREAU

The Family Service Bureau has been an important unit of the Association since its founding in 1844, and continued in 1954 to be active in its great work of helping families of men serving terms of imprisonment.

The Bureau deals chiefly with the family of the imprisoned and is concerned with the well being of the family and its individual members. The purpose is to preserve the family as a unit so that normal family life is maintained and thus prevent the children from following in the footsteps of the father.

Cases are referred to the Bureau from many sources, including prison wardens and chaplains, parole officers, private and public agencies and the prisoners themselves. A careful investigation follows each referral prior to its acceptance by the Bureau.

The aim of the Bureau is to offer sympathetic understanding, moral support and guidance and supplementary financial assistance to these families, and tries to prepare the family psychologically for the return to the home of the husband or son. Frequently there is a conflict in the mind of the prisoner's wife and she is unable to decide for herself if she wishes to separate or remain with her husband. During the wife's visit to the Family Service Bureau and the social worker's visit to the home, there is a better chance to help clarify the situation. The wife or mother has frequently kept secret the knowledge of her relative's incarceration and finds in this agency the one person to whom she feels free to talk over her feelings and resentments.

There is a difficult emotional adjustment to be made between released prisoners and their families, from whom they have some

times been separated for years. If the father is to resume his place as the head of the family, and become an acceptable member of society, great patience and understanding is required on the part of the family. Many prisoners have been devoted husbands and fathers and the wife suffers a severe emotional shock following her husband's arrest, trial and conviction. It is difficult for her to understand his criminal activities in the light of his devotion to his family. She may suffer great humiliation and anxiety and consider the situation a threat to her relationship with her neighbors, the school, and with society.

During the time the prisoner is away from the family, this Bureau is able to help in many ways. Financial help is given in some cases as temporary assistance until the Department of Welfare investigations are completed. Wives are furnished funds for railroad transportation to enable them to make the first visit to the prison. These visits are a great help both to the prisoner and his wife in maintaining morale and a continuing relationship during their separation. Likewise, we find wives who definitely want nothing more to do with their husbands. These are cases where the prisoner, in addition to his misbehavior in society, was cruel and irresponsible and contributed no financial support to the home.

We have, for example, the case of Mrs. B., whose husband murdered their 14-months old infant while the mother shopped in a grocery store. The husband was subsequently committed to a State Hospital with a diagnosis of dementia praecox, paranoid type.

At first Mrs. B. could not believe that her husband was guilty. She tried to excuse him in every way. Conflict with her relatives arose and she was disowned first because she had married out of her religion, and secondly for announcing her intentions of waiting twenty years for his possible release.

During a period of three years the Family Service Bureau counseled with Mrs. B. She had many physical problems including the loss of all her teeth, most of which had been knocked out by her insane husband. Though only in her early twenties, Mrs. B. was without dentures. The Family Service Bureau made plans to have Mrs. B. sent to a paid clinic, but it was discovered that she was a "bleeder" and the dental surgeon feared removing the roots which had long remained in her mouth without treatment. The Family Service Bureau then made arrangements to have Mrs. B. receive needed medical care and surgery, after which replacements were supplied. Today Mrs. B. has both a lower and upper plate.

Mrs. B. agreed that to go to work would be the best solution to her problems, but her small three year old daughter had no one to care for her. The Bureau made the necessary arrangements and is paying for the child to attend a day nursery. When it came time to apply for work Mrs. B. hesitated, fearing she could not earn enough to support herself and her daughter. This, however, has since been overcome.

It had taken three years of patient counselling, moral support and guidance by the Family Service Bureau worker to have Mrs. B.

come to the realization that her husband had a serious mental illness. After five years of Mr. B's incarceration, Mrs. B. will be able to get an annulment from her marriage, and will try to start a new life.

Many clients return to visit the Family Service Bureau following their husband's release to express their appreciation for the advice and help they have received or occasionally to request further assistance or guidance towards working out some unforeseen problem which has arisen in the family circle.

The Prison Association's Family Service Bureau believes that its work is vital and that its service fills a special need in the social work and human relations field.

Statistics for Family Service Bureau for 1954

Families in active category January 1, 1954	139
New cases accepted	56
Cases reopened	4
Total number of cases during year	199
Cases closed	114
Families in active category December 31, 1954	85
Total amount of financial assistance	\$8,443.91
Families provided with Christmas dinners and toys	182
Children and mothers sent to summer camps	112
Office interviews, home and agency visits	1,114*

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

LEGISLATION—1954

The Prison Association of New York gave attention to 79 bills, of which we approved 51 and opposed 28.

APPROVED BILLS

Failed to reach the Governor.....	31
Vetoed by the Governor.....	4
Signed by the Governor.....	16
	<hr/>
	51

OPOSED BILLS

Failed to reach the Governor.....	28
Vetoed by the Governor.....	..
Signed by the Governor.....	..
	<hr/>
	28

Approved

STUDY OF JUDICIAL SYSTEM, *Senate Int. 8, Pr. 8: Assembly Int. 11, Pr. 11*: Establishes a temporary state commission to make a comprehensive study of the judicial system of the state and the administration of justice. *Chapter 4*.

SWITCHBLADE KNIVES, *Senate Int. 10, Pr. 3191: Assembly Int. 9, Pr. 2335*: Amends Section 1896 of the penal law in relation to switchblade knives. *Chapter 263*.

JUVENILE DELINQUENTS, *Senate Int. 12, Pr. 448: Assembly Int. 7, Pr. 928*: Amends social welfare law in relation to authorizing a permanent facility for special care and treatment of juvenile delinquents. *Chapter 37*.

ENDANGERING MORALS OF A CHILD, *Senate Int. 349, Pr. 349*: Amends Section 483 of the penal law in relation to punishment for endangering morals of a child upon conviction for second offense. *Failed of passage*.

BARBITURATE DRUGS, *Senate Int. 351, Pr. 1580: Assembly Int. 457, Pr. 2028*: Amends Section 1747—D of the penal law in relation to fraud or deceit in obtaining barbiturate drugs or prescriptions. *Chapter 495*.

PROBATION RECORDS, *Senate Int. 454, Pr. 1515: Assembly Int. 723, Pr. 3684*: Amends Section 151 of the New York City criminal courts act in relation to public inspection of probation records. *Chapter 432*.

ERRONEOUS OR FRAUDULENT CONVICTION OF CRIME, *Senate Int. 1015, Pr. 1055*: Amends sub-division 3-A of Section 9 of the court of claims act in relation to claims for imprisonment following erroneous or fraudulent conviction of crime. *Failed of passage*.

MAIN BUDGET BILL IN SUPPORT OF STATE GOVERNMENT, *Senate Int. 1076, Pr. 1121: Assembly Int. 1350, Pr. 1380*: Our main interest, related to items affecting correctional organization and administration. *Chapter 41*.

BUDGET BILL, *Senate Int. 1079, Pr. 1124: Assembly Int. 1353, Pr. 1383*: Makes appropriations for the support of government. Our chief interest in this bill was State aid to municipalities relating to operations of the Youth Commission. *Chapter 43*.

BUDGET BILL, *Senate Int. 1080, Pr. 1125: Assembly 1354, Pr. 1384*: Our interest in this bill relates to appropriations for the state department of correction. *Chapter 44*.

REIMBURSEMENT FOR EXPENSES UPON REVERSAL OF A JUDGEMENT OF CONVICTION, Approved in principle. *Senate Int. 1088, Pr. 2877*: Amends Section 544-A, code of criminal procedure, in relation to reimbursement of the defendant for certain expenses upon reversal of a judgment of conviction or upon acquittal and discharge upon a new trial. *Vetoed*.

CERTAIN CONFESSIONS, Approved in principle. *Senate Int. 1090, Pr. 1135*: Amends Section 395 of the code of criminal procedure in relation to the inadmissibility of certain confessions. *Failed of passage*.

PENAL LAW REVISION, *Senate Int. 1155, Pr. 1207: Assembly Int. 1514, Pr. 1548*: Creates a temporary State Commission to make a study and revise the penal and other substantive criminal laws, and makes an appropriation for the expenses of such Commission. *Failed of passage*.

DANGEROUS WEAPONS, *Assembly Int. 109, Pr. 109*: Amends the penal law in relation to prohibiting the carrying or possession of any knife which has a blade which opens automatically by pressure applied to a button, spring or other device in the handle thereof. *Failed of passage*.

PAROLE OFFICERS, *Senate Int. 1472, Pr. 1560: Assembly Int. 128, Pr. 128*: Amends Section 225 of the correction law in relation to deputizing officers of another state to act in effecting the return of parole or probation violators. *Vetoed*.

BAIL OF PERSONS, *Senate Int. 1576, Pr. 1681: Assembly Int. 1573, Pr. 1614*: Amends sub-division 3 of Section 552 of the code of criminal procedure in relation to admission to bail of persons charged with the unlawful sale or possession of hypodermic syringes or needles. *Failed of passage*.

TERMS OF IMPRISONMENT, *Senate Int. 1636, Pr. 1749; Assembly Int. 1853, Pr. 1924*: Amends Section 2193 of the penal law in relation to calculating terms of imprisonment in certain cases. *Vetoed.*

QUALIFIED PSYCHIATRISTS, *Sen. Int. 167, Pr. 1784; Assembly Int. 1913, Pr. 1984*: Amends sub-division 4 of Section 27 of the mental hygiene law in relation to certification of qualified psychiatrists. *Chapter 536.*

VIOLATION OF PAROLE, *Senate Int. 2596, Pr. 2762; Assembly Int. 3067, Pr. 3191*: Amends Section 216 of the correction law in relation to violation of parole. *Chapter 152.*

BOND ISSUE, *Assembly Int. 2, Pr. 2; Senate Int. 1, Pr. 1*: Authorizes creation of a state debt to provide money for the construction of facilities for the care of persons suffering from mental illness, mental defects, epilepsy, or other mental behavior or emotional disorders in institutions in the departments of mental hygiene, social welfare, and correction. *Chapter 8.*

EMPLOYEES—STATE HOSPITALS, *Assembly Int. 25, Pr. 25; Senate Int. 235, Pr. 235*: Amends sub-division 1 of Section 40 of the civil service law in relation to requiring the allocation of the positions of custodial employees at Dannemora and Matteawan state hospitals to the same salary grade as custodial employees in state prisons. *Failed of passage.*

DANGEROUS KNIVES, Approved in principle. *Assembly Int. 108, Pr. 108*: Amends Section 1896 of the penal law in relation to regulating the manufacture, sale and disposition of dangerous knives. *Failed of passage.*

CIVIL RIGHTS LAW, *Assembly Int. 187, Pr. 187*: Adds a new section 12-A to the civil rights law in relation to the rights of public officers and other persons investigated or named or referred to as probable subjects of investigation by legislative or executive investigating commissions or committees or other similar public bodies. *Failed of passage.*

PAROLE SUPERVISION, SEX OFFENDERS, *Assembly Int. 313, Pr. 313; Senate Int. 280, Pr. 280*: Proposes a new Section 220-A to the correction law in relation to extending and providing for the continuation of parole supervision over persons hereafter convicted of sex offenses involving children. *Failed of passage.*

CIVIL SERVICE LAW, Approved in principle, only as applied to forty hour week and not as relates to equivalent of compensation for forty-eight hours. *Assembly Int. 353, Pr. 353; Senate Int. 643, Pr. 663*: Proposes a new Section 2-A to Section 41-A of the civil

service law in relation to providing for a forty hour five day week as a normal work-week for state employees in certain state institutions and prescribing the compensation therefor. *Failed of passage.*

COMPENSATION—PRISON GUARDS, Approved in principle, except for provision for emergency compensation. *Assembly Int. 358, Pr. 358; Senate Int. 911, Pr. 944*: Amends civil service law relating to compensation of prison guards in state correctional institutions. *Failed of passage.*

QUALIFICATIONS—CORRECTION PERSONNEL, Approved in principle. *Assembly Int. 842, Pr. 847*: Proposes a new section to the correction law 624 in relation to the qualifications to be required for appointment as guard, keeper, or correction officer in penitentiaries or departments of correction of municipalities. *Failed of passage.*

ADJUDICATION—YOUTHFUL OFFENDER, *Assembly Int. 992, Pr. 1008; Assembly Int. 1465, Pr. 1499; Senate Int. 1195, Pr. 1247*: Amends Section 913-M of the code of criminal procedure in relation to the effect of an adjudication as a youthful offender. *All three bills failed of passage.*

CIVIL RIGHTS LAW, Approved in principle. *Assembly Int. 1067, Pr. 3740*: Proposes a new section to the civil rights law to be Section 74 in relation to persons arrested once for certain crimes while under twenty-one years of age. *Failed of passage.*

CIVIL RIGHTS LAW, Approved in principle. *Assembly Int. 1068, Pr. 3741*: Proposes a new section to the civil rights law to be Section 73 in relation to persons convicted once of certain crimes while under twenty-one years of age. *Failed of passage.*

BIRTHS TO INMATES, *Assembly Int. 1178, Pr. 1197; Senate Int. 766, Pr. 784*: Amends sub-division of Section 611 of the correction law in relation to births to inmates in correctional institutions and care of children born therein. *Chapter 222.*

CORRECTION LAW, *Assembly Int. 1178, Pr. 1198; Senate Int. 765, Pr. 783*: Amends Section 7 of the correction law in relation to the organization and procedures of the department. *Chapter 240.*

TRAFFIC LAW, *Assembly Int. 118, Pr. 1200; Senate Int. 764, Pr. 782*: Amends Section 57 of the vehicle and traffic law, in relation to speed limits provisions on grounds of state institutions. *Failed of passage.*

PEACE OFFICERS, *Assembly Int. 1183, Pr. 1202; Senate Int. 762, Pr. 780*: Amends Section 154 of the code of criminal procedure in relation to parole officers, institutional and prison guards as peace officers. *Failed of passage.*

CONVICTION OF BURGLARY OR ROBBERY IN THE FIRST DEGREE, *Assembly Int. 1191, Pr. 1210*: Amends sub-division 2 of Section 1945 of the penal law in relation to eligibility for parole and discretionary reduction of definite sentences for certain prisoners convicted of burglary or robbery in the first degree, or attempts to commit such crimes, as second or third offenders. *Vetoed.*

CIVIL SERVICE LAW, Approved in principle as to forty hour week but opposed to compensation same as for forty-eight hours. *Assembly Int. 1209, Pr. 1228; Senate Int. 994, Pr. 1034*: Amends Section 41-A of the civil service law by adding a new sub-division to be 2-A in relation to providing for a forty hour five day week as a normal work-week for state employees in certain state institutions, prescribing the compensation for such employees and making an appropriation therefor. *Failed of passage.*

CIVIL SERVICE LAW, *Assembly Int. 1366, Pr. 3372*: Amends civil service law by inserting a new section to be Section 46 in relation to change of title of prison guards in the department of correction. *Failed of passage.*

CIVIL SERVICE STATUS, Approved in principle but opposed to the carte blanche inclusion of incumbents. *Assembly Int. 1406, Pr. 1440; Senate Int. 2368, Pr. 2533*: Amends the county law by inserting a new section to be Section 901-A in relation to providing civil service status for county jail employees in counties outside the City of New York. *Failed of passage.*

RECORDS, YOUTHFUL OFFENDERS, Approved in principle. *Assembly Int. 1467, Pr. 1501*: Amends penal law by inserting new section to be Section 516-A in relation to sealing the record of conviction, fingerprints and photographs of certain rehabilitated youthful offenders. *Failed of passage.*

PRISON OFFICER TRAINING SCHOOLS, Approved in principle. *Assembly Int. 1480, Pr. 1514*: Amends correction law by inserting a new section to be Section 624, in relation to the establishment of prison officer training schools. *Failed of passage.*

CORRECTION LAW, Approved in principle. *Assembly Int. 1548, Pr. 1589; Senate Int. 1151, Pr. 1203*: Amends sub-division 3 of Section 2182 of the penal law in relation to state reimbursement of expenses incurred by counties and cities in connection with the maintenance, clothing, transportation and care of felons and misdemeanants or lesser offenders. *Failed of passage.*

PAROLE VIOLATORS, *Assembly Int. 1600, Pr. 1641; Senate Int. 587, Pr. 596*: Amends Section 216 of the correction law in relation to temporary detention of parole violators. *Failed of passage.*

CONVICTED TRAMPS, Approved in principle but uncommitted to new maximum amount of daily per capita rate. *Assembly Int. 1861, Pr. 1932; Senate Int. 1568, Pr. 1693*: Amends Section 2370 of penal law in relation to payment by the State of expense of imprisonment of convicted tramps in a penitentiary. *Failed of passage.*

CUSTODIAL EMPLOYEES, Approved in principle. *Assembly Int. 1969, Pr. 2057; Senate Int. 234, Pr. 615*: Proposes to add a new paragraph to sub-division 1 of Section 40 of the civil service law in relation to requiring the allocation of the positions of custodial employees at Westfield State Farm and Albion State Training School to the same salary grade as custodial employees in state prisons. *Failed of passage.*

CONTRABAND ARTICLES. *Assembly Int. 2029, Pr. 2119; Senate Int. 1906, Pr. 2052*: Amends Section 1828-A of the penal law in relation to delivering contraband articles to prisoners in correctional institutions. *Chapter 732.*

PROHIBITED ARTICLES. *Assembly Int. 2030, Pr. 2120*: Amends Section 1691 of the penal law in relation to delivering prohibited articles to a prisoner in custody. *Chapter 731.*

CORRECTIONAL LAW. *Assembly Int. 2637, Pr. 2761; Senate Int. 2030, Pr. 3171*: Amends Section 343 of the correction law in relation to sentences in the New York House of Refuge or the New York State Vocational Institution. *Failed of passage.*

CUSTODY — YOUTHFUL OFFENDER. *Assembly Int. 2934, Pr. 3058; Senate Int. 2309, Pr. 2474*: Amends Section 913-N of the code of criminal procedure in relation to the effect of taking into custody of a youthful offender. *Failed of passage.*

FELONY WHILE ON PAROLE. *Assembly Int. 3068, Pr. 3192; Senate Int. 2595, Pr. 2761*: Amends Section 219 of the correction law in relation to the commission of a felony while on parole. *Chapter 518.*

TEACHERS IN STATE INSTITUTIONS. *Assembly Int. 3070, Pr. 3194; Senate Int. 2578, Pr. 2744*: Amends Section 40 of civil service law by adding a new sub-division to be sub-division 6 in relation to salary grades of persons engaged in teaching at State institutions and making provisions therefor. *Failed of passage.*

AMENDMENTS — PENAL LAW, CORRECTION LAW, MENTAL HYGIENE LAW. *Assembly Int. 3130, Pr. 3702; Senate Int. 2700, Pr. 3270*: Amends the correction law, the penal law and the mental hygiene law, in relation to the sentencing, commitment, confinement and

transfer of certain offenders to the reception center and reformatories under the jurisdiction of the department of correction and to other institutions. *Chapter 803.*

PENITENTIARY, FELONS. Approved in principle but not as to amount of maximum daily per capita. *Assembly Int. 3160, Pr. 3364; Senate Int. 2778, Pr. 3225:* Amends sub-division 3 of Section 2182 of the penal law in relation to amount paid by the State for imprisonment in a penitentiary of persons convicted of a felony. *Failed of passage.*

Opposed

BOARD OF CITY MAGISTRATES. *Senate Int. 47, Pr. 1285.* Amends Section 162 of the New York City criminal codes act in relation to re-establishing the Board of City Magistrates. *Failed of passage.*

CORRECTION LAW. *Senate Int. 63, Pr. 63; Assembly Int. 101, Pr. 101:* Amends correction law by adding a new section to be Section 176-A restricting brush-making by prisoners in a State penitentiary, prison or reformatory. *Failed of passage.*

ADOLESCENT COURTS. *Senate Int. 298, Pr. 1517; Assembly Int. 636, Pr. 1362:* Amends Section 1 of Chapter 440 of the laws of 1949 as amended by Chapter 47 of the laws of 1953 in relation to the establishment of adolescent courts in the counties of New York and the Bronx. *Failed of passage.*

VISITORS, STATE CORRECTIONAL INSTITUTIONS. *Senate Int. 327, Pr. 327:* Amends the correction law by adding thereto a new Sec. to be known as Sec. 146-A in relation to requiring monthly reports of visitors at state correctional institutions. *Failed of passage.*

CIVIL RIGHTS. *Senate Int. 508, Pr. 1308:* Amends Section 510 of the penal law in relation to the automatic restoration of civil rights of certain persons. *Failed of passage.*

DIVISION OF CRIMINAL IDENTIFICATION. *Senate Int. 763, Pr. 781; Assembly Int. 1182, Pr. 1201:* Amends Section 945 of the code of criminal procedure in relation to the Division of Criminal Identification, its records and statutes. *Failed of passage.*

DELINQUENT CHILDREN. *Senate Int. 1555, Pr. 1660; Assembly Int. 1855, Pr. 1926.* Amends Section 45 of Chapter 547 of the laws of 1922, constituting the children's court act by adding thereto a new sub-division to be sub-division 3-A in relation to police records of arrests and disposition of cases of delinquent children. *Failed of passage.*

EXECUTIVE LAW. *Assembly Int. 156, Pr. 156; Senate Int. 226, Pr. 226:* Amends Section 31 of the executive law in relation to

creating a State Crime Commission in the Executive Department. *Failed of passage.*

RECOMMENDATION BY JURY. *Assembly Int. 191, Pr. 191; Assembly 214, Pr. 214; Senate Int. 477, Pr. 486:* Amends Section 1045-A of the penal law in relation to recommendation by jury. *All three bills failed of passage.*

CIVIL SERVICE LAW. *Assembly Int. 260, Pr. 260; Senate Int. 912, Pr. 945:* Adds a new section to be Section 87-D to the civil service law in relation to the retirement of certain employees in institutions under the jurisdiction of the Department of Correction after twenty-five years of service. *Failed of passage.*

CORRECTION LAW. *Assembly Int. 309, Pr. 309; Senate Int. 785, Pr. 805:* Adds a new section to the correction law to be known as Section 625 in relation to hours of duty of state prison and state correctional institution guards providing for overtime pay. We approved the principle of the forty hour week but opposed the provision for overtime pay. *Failed of passage.*

CIVIL SERVICE LAW. *Assembly Int. 310, Pr. 310:* Adds a new section to the civil service law to be Section 41-A in relation to additional salary increments to guards in state prisons and state correctional institutions. *Failed of passage.*

CIVIL SERVICE LAW. *Assembly Int. 416, Pr. 416; Senate Int. 784, Pr. 804:* Adds a new section to be known as Section 87-D to the civil service law in relation to optional retirement from service of state prison guards and state correctional institution guards. *Failed of passage.*

CORRECTION LAW. *Assembly Int. 464, Pr. 464:* Adds a new section to the correction law to be known as Section 495 in relation to compensation of penitentiary guards and correction officers employed by the civil divisions of the State. *Failed of passage.*

JUVENILE DELINQUENCY. *Assembly Int. 681, Pr. 681; Assembly Int. 716, Pr. 716; Senate Int. 516, Pr. 525:* Proposes a new sub-division to be known as sub-division 23 of Section 2554 of the education law in relation to authorizing and providing for the establishment, maintenance and operation in cities having a population of one million or more of projects, facilities and activities designed to prevent and curtail crime and juvenile delinquency, foster and promote good citizenship and inter-racial tolerance, understanding and good will and combat and prevent anti-democratic propaganda and activities, and making an appropriation for state aid for such projects, facilities and activities and for the making of a comprehensive study, investigation and report in relation thereto. *All three bills failed of passage.*

CORRECTION LAW. *Assembly Int. 825, Pr. 825; Senate Int. 356, Pr. 356:* Amends correction law by inserting a new section to be Section 624 in relation to retirement of guardservice officers of jails, penitentiaries, or departments of correction of civil divisions of the state. *Failed of passage.*

INSANE PRISONERS. *Assembly Int. 871, Pr. 877; Senate Int. 716, Pr. 735:* Amends sub-divisions 2, 3, 4 and 6 of Section 408 of the correction law in relation to the commitment of insane prisoners. *Failed of passage.*

COMMITMENT, CERTAIN PRISONERS. *Assembly Int. 872, Pr. 3515; Senate 714, Pr. 3098:* Amends Section 872 of the code of criminal procedure in relation to commitment of persons charged with a crime who are in a state of idiocy, imbecility or insanity. *Failed of passage.*

REDUCTION OF SENTENCES. *Assembly Int. 935, Pr. 946:* Amends subdivision 3 of Section 230 of the correction law in relation to discretionary reduction of sentences in state prisons. *Failed of passage.*

CERTAIN STANDARDS. *Assembly Int. 1100, Pr. 1116; Senate Int. 880, Pr. 900:* Inserts a new article to be Article 14-G of the general municipal law, in relation to providing certain standards for the limitation of hazard, and the appointment of prison officers in departments of correction in cities of the state. *Failed of passage.*

FINGER-PRINTS — YOUTHFUL OFFENDERS. *Assembly Int. 1464, Pr. 1498:* Amends Section 913-0 of the code of criminal procedure in relation to deletion of records and destruction of finger-prints of youthful offenders. *Failed of passage.*

AGE — YOUTHFUL OFFENDERS. *Assembly Int. 1466, Pr. 1500; Assembly Int. 819, Pr. 819:* Amends Section 913-E of the code of criminal procedure in relation to the age of youths who may be adjudged youthful offenders. *Failed of passage.*

CLASSIFICATION OF PRISONERS. *Assembly Int. 1639, Pr. 1680:* Amends Section 134 of the correction law in relation to classification of prisoners. *Failed of passage.*

ASSIGNED COUNSEL. *Assembly Int. 1926 Pr. 1997; Senate Int. 1831, Pr. 1960:* Amends Section 308 of the code of criminal procedure in relation to allowances to assigned counsel. *Failed of passage.*

LEGAL REPRESENTATIVE — INMATES STATE CORRECTIONAL INSTITUTIONS. *Assembly Int. 2163, Pr. 2266:* Amends correction law by

inserting a new section to be Section 610-A in relation to providing for the appointment of a legal representative for inmates of state correctional institutions. *Failed of passage.*

COMMUNICATION WITH ATTORNEYS AND COUNSELLERS AT LAW. *Assembly Int. 2163, Pr. 2267:* Adds to the correction law a new section to be Section 609-A in relation to the right of inmates of state correctional institutions to communicate with attorneys and counsellors at law. *Failed of passage.*

YOUTHFUL OFFENDERS. *Assembly Int. 2702, Pr. 2826; Senate Int. 2154, Pr. 2315:* Amends Sections 913-E and 913-F of the code of criminal procedure in relation to proceedings respecting certain persons who are youthful offenders. *Failed of passage.*

COMMITMENT OF TRAMPS. *Assembly Int. 3014, Pr. 3138; Senate Int. 2657, Pr. 2823:* Amends Section 889 of the code of criminal procedure in relation to commitment of tramps to county jail or penitentiary. *Failed of passage.*

NEW YORK CITY DEPARTMENT OF CORRECTION

On November 3rd, 1954 the general secretary of The Prison Association of New York addressed a letter to the New York Times, urging that they give attention to the congestion in institutions of the New York City Department of Correction. Subsequently the Times designated Mr. Russell Porter to cover the subject and he conferred with the general secretary and Commissioner Kross of the City Department of Correction, as well as judges of the various courts, the district attorneys and others.

Beginning with the December 27th issue, the situation was revealed in a series of three installments. We are grateful to the New York Times for their permission to include the full story as set forth below. We also thank them for treating the subject so fully, and thereby evincing once more their devotion to problems concerning the public welfare.

It is gratifying to report that in January, 1955 the Board of Estimate voted to include in the new City budget \$109,000 for professional personnel, including psychiatrists, psychologists, teachers and social workers. In addition, \$78,000 was appropriated to increase the custodial force. While the total amount of these two items is less than requested by the Department it, nevertheless, commits the City for the first time in many years to a treatment program, thus broadening the function of the Department beyond the punitive concept. This is pleasing to The Prison Association of New York since by conference with the budget authorities and in other ways we were able to lend support to the efforts of Commissioner Anna M. Kross and her deputy, Dr. Harry M. Shulman toward a start for the fulfillment of this long-standing need.

CITY JAILS CALLED SCHOOLS OF CRIME; CROWDING BLAMED

Built for 4,200 Inmates, They Average 6,685 This Year—Greater Jam Is Feared

Overcrowding in the city's prisons has become a dangerous and worsening problem.

They were built with cells for about 4,200 inmates, according to the city's Commissioner of Correction, Mrs. Anna M. Kross. By one makeshift or another their capacity has been expanded to accommodate—inadequately—6,825. But on last Sept. 7 they were jammed with 7,921 men and women.

This total was a record high. It constituted more than 80 per cent overcrowding compared with original cell capacity, and nearly 20 per cent in relation to present emergency accommodations.

The average daily number of inmates this year to Dec. 1 was 6,685. Last year it was 5,704. In 1945, before the post-war rise in prison population, it was 3,537. New admissions have increased from 48,243 in 1945 to 89,610 in 1953 and 102,038 in the first eleven months of 1954. Thus in ten years, while no new prisons have been built, the number of inmates has doubled.

Of the 7,921 peak daily total, adolescents numbered 1,268 and women inmates 474. Latest available figures on recidivism, the after-punishment relapse of former inmates into criminal or anti-social habits, show that in 1952 about 40 per cent of persons sentenced to penitentiary and workhouse terms were first offenders, while about 60 per cent were repeaters.

Seriousness Emphasized

The seriousness of the overcrowding cannot be exaggerated, according to Commissioner Kross. A former city magistrate and long an advocate of preventing crime and juvenile delinquency by a sociological approach, she was put in charge of the city's prison system by Mayor Wagner last Jan. 1.

"This overcrowding is a chronic disease, not merely an acute attack that will subside," she says. "In every likelihood it will continue, if not worsen. Right now there is a seasonal pre-Christmas decline in the prison population, but after the first of the year the increase can be expected to resume.

"Our estimates, based on crime-rate indices, forecast an increase of 17 to 22 per cent during the next five years. We will continue to have overcrowding until we build prisons to take care of the predictable peak load, like powerhouses, and adopt a modern inmate rehabilitation program to reduce recidivism."

Visiting some of the major city prisons recently, a reporter and a photographer found unwholesome and explosive conditions, confirming the Commissioner's estimate of the situation. Housing conditions for inmates are generally inadequate, and in some places dangerous to the individual and to the community.

Prisoners Are Doubled Up

Many prisoners are being doubled up in small cells that were built to house one person, but have been equipped with double-decker beds or two cots separated by a narrow space. Other inmates are stacked in double-decker bunks in dormitories.

Sanitary and health conditions are inadequate. Moral deterioration is invited by sometimes promiscuous association of young and old, innocent and guilty, teen-age unfortunate and teen-age hoodlum, first offender and hardened "repeater," casual petty offender and professional criminal. Efforts are made to separate different types of inmates but they are often inadequate because of the overcrowding. Education in crime flourishes during close contact under unnatural conditions amid demoralizing idleness.

The situation has been aggravated by the postwar increase in serious crime among adolescents. A growing proportion of youthful offenders have had to be housed in the same buildings with adults.

Prison officials and staff appear to be working hard and doing their best to keep the lid on despite tensions and pressures that sometimes threaten to blow it off. There are not enough facilities and officers to separate, supervise and guard the prisoners properly. There is no adequate rehabilitation program to combat idleness.

There are not enough opportunities for work, recreation or education. There are not enough physicians, nurses, psychiatrists, psychologists, social workers, educational or recreational directors.

The worst conditions are to be seen in the detention prisons. In the city's penal system prisoners 16 years of age or older are kept in two kinds of institutions—detention prisons and sentence prisons. While awaiting court action, persons charged with all kinds of offenses from vagrancy to murder, unless freed on bail, are held in detention prisons until the courts dispose of their cases.

Parole violators, material witnesses, short-term sentenced prisoners employed as inmate help, sentenced prisoners awaiting transfer to city and state penitentiaries, Federal prisoners and miscellaneous prisoners also are held temporarily in the detention prisons.

Those detained include innocent, as well as guilty. Not all are convicted when their cases come to trial. Some are acquitted after being detained for varying lengths of time.

Many of those awaiting court action are the small fry of crime and vice who do not have the means to put up bail. Professional criminals and racketeers often are able to get bail through underworld connections.

Bail Denied to Some

Some are held on charges for which city magistrates are not permitted by law to fix bail. These include persons charged with homicide or against whom warrant has been lodged for a previous offense.

Some are detained for six months or more awaiting court action—some as long as two years, according to Commissioner Kross. She recently found a boy under 16 who had been detained eleven months. Though most inmates are 16 or older, a few 15-year-olds charged with homicide are sent to detention prisons.

At one time or another in 1953 the city had 10,000 adolescents (16 to 21 years of age) in its detention prisons, of whom 1,100 were later sentenced to city institutions.

There are four detention prisons for males: in Manhattan, where Staten Island as well as Manhattan prisoners are sent; and in Brooklyn, Queens and the Bronx. All female prisoners in the city go to the House of Detention for Women in Manhattan, which is both a detention prison and a sentence prison.

To facilitate transfer of inmates between prison and court at time of examination, arraignment, indictment, trial and sentence, and to minimize transportation costs, detention prisons are located near the criminal courts. Urban land costs limit prison space, and overcrowding is aggravated by enforced idleness. A prisoner cannot legally be compelled to work until he has been convicted and sentenced.

3 Institutions Visited

The reporter and photographer visited three detention institutions: the City Prison, Manhattan; the City Prison, Brooklyn; and the House of Detention for Women.

The City Prison, Manhattan, is at 125 White Street, at the north end of the Criminal Courts Building at 100 Centre Street. This most modern of the city's prisons is known as the Tombs. It was opened in 1941, replacing the long-obsolete old Tombs, which stood across the way on Centre Street.

In only thirteen years the new Tombs has itself become inadequate to house Manhattan's current prison population. Its record peak was reached with 1,622 inmates on Oct. 3. This was 673 or about 70 per cent more than its normal capacity of 949 (824 in cells and 125 in dormitory bunks).

"Capacity" has been stretched by doubling up inmates on most of the ten floors where inmates are housed. Cell blocks built for 124 now house 248.

An inspector for the State Commission of Correction who visited the Tombs on Oct. 20, when it contained 1,396 inmates, reported overcrowding was "rapidly reaching the point of complete saturation."

"On most floors prisoners were milling about like cattle in congested corrals, in corridors designed to accommodate about half their number," he added. "The air was foul and many showed the effect of the extreme heat and poor ventilation. Conditions are a menace to the health of the prisoners and apparently are steadily getting worse.

"It is often necessary to place three in one cell and at such times blankets are spread on the cell floor's only available space. The homosexuals were housed two in a cell regardless of age, and the officer in charge said it is often necessary to place three of this type in one cell."

Turnover Is 800 a Day

The inspector found the overcrowding aggravated by a turnover that sometimes reaches more than 800 inmates a day, as they are taken to or from court and other prisons.

On a smaller scale similar conditions prevail in other detention prisons. In the century-old labyrinth officially called the City Prison, Brooklyn, at 149 Ashland Place, better known as the Raymond Street Jail, there is doubling up in 70 per cent of the cells. Some prisoners have to sleep on cots in a corridor outside their cell block. At times 400 to 500 men mill around in the small exercise yard, guarded by eight officers.

The normal capacity of the Raymond Street Jail is 465, but on Sept. 7, its peak day, it was jammed with 818 prisoners.

At the House of Detention for Women, 10 Greenwich Avenue, in Greenwich Village, Manhattan, with a normal capacity of 401, the peak of 482 was reached in September. Conditions are so wretched here that Commissioner Kross calls it a "shocking penological anachronism." It was built in 1930 as a house of detention only. Lack of any other place to house prostitutes and other women sentenced to penitentiary and workhouse terms has dictated its use as both a detention and sentence prison.

Thus, women who have been arrested but some of whom have

never been found guilty of any misdeed, are held in the same prison as women who have been convicted and sentenced, sometimes for repeated and serious offenses. While both types are housed under the same roof, the Commissioner says, it is humanly impossible to carry out any substantial degree of rehabilitation.

It is inhumane, she adds, to imprison some of these women as long as three years in such an unwholesome atmosphere, with such insufficient clothing, insufficient space, insufficient supervision, and insufficient care and treatment as are provided for them.

In 1953 more than 8,000 women were sent to the House of Detention, 80 per cent of them to await court action and 20 per cent to serve terms ranging from one day to three years. The State Commission of Correction has severely criticized conditions at the House of Detention, and Mrs. Kross agrees the criticism is just.

The City Prison, Bronx, at 653 River Avenue, with a normal capacity of 239, housed a peak of 423 inmates in September. The City Prison, Queens, at 1 Court House Square, Long Island City, capacity 199, had 316 last April.

The sentence prisons for males are the penitentiary and workhouse at Rikers Island in the East River, off La Guardia Airport, the workhouse on Hart Island in Long Island Sound off City Island and Pelham Bay Park, and the reformatory at New Hampton in upstate Orange County, seventy-five miles from New York City.

The penitentiary is basically for men sentenced for crime, the workhouse chiefly for vagrants, alcoholics, disorderly persons and other casual petty offenders, a motley group of social misfits and rejected humans, and the reformatory for petty first offenders between 16 and 30 years of age.

Rikers Island has a capacity of 2,887—1,887 in penitentiary cells and 1,000 in workhouse dormitories. Last August it reached its peak of 3,718. Since then the load at Rikers Island has been eased by the transfer of about 800 workhouse prisoners to Hart Island, where an old workhouse has been reopened.

The reporter and photographer visited Rikers Island and Hart Island. In both places inmates for whom there was work to do appeared more contented and better adjusted, less sullen and less embittered looking, than the idle ones milling about the corridors and sitting or lying on their bunks there and in the detention prisons. The chief problem in the sentence prisons now appears to be lack of facilities and personnel to keep the inmates busy in order to reduce the demoralizing idleness.

Facilities Are Lacking

The reformatory, capacity 261, contained 258 inmates on Sept. 7. For lack of facilities at the reformatory, at times many adolescents have to be thrown in among the heterogeneous mass of offenders at Rikers Island.

Various prisoners are kept from time to time in Bellevue Hospital and Kings County Hospital prison wards and in the hospital at Rikers Island.

The overcrowding in the prisons has been attributed to various causes. Among them are the post-war rise in population, in crime and in juvenile delinquency; increased police activity in recent years against drug addiction; and this year's police raids on street hoodlums.

Police figures show that every day about 320 persons are arrested in New York. There was a 10 per cent increase in major crimes reported in the first six months of 1954 compared with the same period last year.

Closing of certain district prisons in recent years for economy and other reasons also is cited. Likewise failure to plan existing prisons to allow for an increase in population and in crime.

Some believe that over the years too much stress has been put on building escape-proof prisons. These critics say less expensive minimum-security measures would suffice for the majority of petty, short-term prisoners so that larger prisons could be built at equal or smaller cost. They likewise say that too little emphasis has been placed on providing prison space and personnel for inmate rehabilitation programs designed to reduce the number of repeaters.

Edward R. Cass, member of the State Commission of Correction, general secretary of the Prison Association of New York, and a nationally recognized authority on prisons, agrees with Commissioner Kross on the seriousness of the overcrowding problem.

"It has continued year after year and is worse than ever this year," says Mr. Cass. "Serious efforts to solve it are essential."

Mrs. Kross has been struggling energetically to solve it during her first year as head of the city's Department of Correction. She has relieved the situation in various ways. But with crime still rampant she has been waging a losing battle.

CITY PRISON HEAD FIGHTS CROWDING

(Second Article of Series)

Emergency measures against overcrowding in the city's prisons have kept it from getting out of hand. But the problem is still far from solved. The first to concede this is the city's Commissioner of Correction, Mrs. Anna M. Kross.

When she took charge of the city's penal system last January she found it "overcrowded beyond the point of decency and security."

She reports that penologically the Department of Correction was in the horse-and-buggy age.

"Tens of thousands of people were being exposed to all the destructive forces of a nineteenth century jail system," she adds. "We found a department practically without a rehabilitation and treatment staff, with only \$50,000 out of an annual budget of nearly \$8,500,000 assigned to psychiatric, psychological and social welfare services."

Acts to Gain Room

Her first moves were to increase the capacity of existing institutions and to seek substitute facilities.

Some of her decisions had to run contrary to her own views of sound prison administration. Confronted with an emergency requiring immediate action, she decided to continue and expand the practice of putting double-decker beds or two cots in small cells that had been built for single occupancy. She also installed double-decker bunks in dormitories and converted prison space from other uses to new dormitories.

Thus she devoted to the housing of inmates space and effort she would have preferred to have used for their rehabilitation. But she felt she had to take this course as the lesser of two evils. She did not want to continue the practice of making some inmates sleep on the floor any longer than necessary.

Measures she has taken in her search for substitute facilities point in the direction she is moving for permanent reform. She relieved the congestion among sentenced prisoners on Rikers Island by persuading the Department of Welfare to transfer Hart Island to the Department of Correction. Hart Island is now being used to house some of the workhouse inmates formerly kept on Rikers Island. Eventually she hopes to move all male workhouse prisoners to Hart Island. Male penitentiary inmates will remain on Rikers Island. Self-committed alcoholics formerly treated on Hart Island have been transferred to Camp La Guardia, the city's haven for homeless men at Chester in Orange County.

Hart Island Solution

The Hart Island solution has given the Commissioner space and buildings on both islands which in a small way she is beginning to use for rehabilitation programs. She intends to develop these programs further as time goes on. On Rikers Island new facilities and modification of existing ones are planned and in some cases are already under way.

So far she has failed but has not abandoned hope in efforts to persuade the Department of Hospitals to let her have North Brother Island in the East River, near Rikers Island. Riverside Hospital there is now used for treatment of adolescent narcotics addicts on a voluntary basis. Mrs. Kross would like to use buildings on the island for separate detention and sentence prisons for women.

At present women awaiting court action, some of whom have never been convicted of anything, are held in the House of Detention for Women together with women who have been convicted and sentenced to penitentiary and workhouse terms for various kinds of offenses.

Commissioner Kross has asked the city to budget funds for a rehabilitation center for sentenced women so that they can be provided with modern and progressive treatment in healthful and wholesome surroundings. If she cannot obtain North Brother Island, she wants to establish this new institution in some other outlying area with sufficient space for work, recreation and education, both outdoor and indoor.

She also has asked the city to provide funds for a new remand shelter for all adolescents from all courts and all boroughs of the city. Her plan here is to separate all adolescents from the adult detention prisons and their danger of moral contamination and further education in crime. The remand shelter also would be in an area with sufficient indoor and outdoor space to provide rehabilitation for adolescents from the beginning of their incarceration. Petty casual offenders and first offenders among adolescents would also be kept separate from teen-age criminals and repeaters.

Removal of the adolescents would relieve some of the pressure on the detention prisons where inmates are held to await court action, such as indictment, trial and sentence. Little has been done to solve the overcrowding problem among these prisoners except to pack them in tighter and tighter.

"About all we can do now," Commissioner Kross has said, "is to make a daily check of the census, and when the overcrowding is bad, send adolescents to Rikers Island. No inmates under 21 years of age are doubled up in cells. But we have to double up adults at Rikers Island to provide a special cell block for adolescents."

The Commissioner is pressing for completion of the new City Prison, Brooklyn, now under construction and scheduled to open in 1956. It will have a capacity of 817, compared with 465 in the old Raymond Street Jail it will replace.

Another new detention prison has been authorized for Queens but construction has not been started. Its capacity will be 500, compared with 199 in the present City Prison, Queens.

Aid of Courts Sought

Mrs. Kross also is trying to reduce overcrowding by seeking increased cooperation from judges, district attorneys and probation officers to shorten the time of detention for prisoners awaiting indictment, trial or sentence. She circulates periodic reports showing dates when prison inmates awaiting court action were committed, length of time detained, status of case and age of defendant, stressing the adolescents. Then she asks all officials to expedite final disposition of the cases, so that the inmates can be removed from detention prisons.

In an analysis last October of 1,451 pending cases in detention prisons, some dating back to 1953, she found 1,200 were more serious cases held for the County Courts and the Court of General Sessions, which in New York County is equivalent to a county court. One hundred and forty had been held from ten to twenty days, 129 from twenty-one to thirty days, 341 from thirty-one to sixty days, and 588 more than sixty days.

Of 251 persons held for lesser offenses in the Court of Special Sessions, seventy-nine had been detained for ten to twenty days; fifty-two for twenty-one to thirty days; seventy-five for thirty-one to sixty days, and forty-five for more than sixty days.

Inquiry among officials indicated both a desire to cooperate with

the Commissioner and a feeling that too hasty indictment, trial and sentence could sacrifice vital interests of defendants or the community. It was pointed out that sometimes considerable time is required to make sure an innocent man is not convicted, or that a vicious criminal is not turned loose.

Besides her emergency measures to reduce current overcrowding, Commissioner Kross has in a small way started building a general rehabilitation program, which she hopes eventually to expand on a large scale. The purpose of this is to attack future overcrowding before it occurs, so to speak. In other words, she hopes to prevent crime and juvenile delinquency by salvaging some prison inmates, especially adolescents and first offenders, so that after they are released they will not relapse into criminal or anti-social habits and will not continue to swell the prison population as repeaters.

Sociologist is Deputy

To this end she has named Prof. Harry M. Shulman of the Department of Sociology at City College, a recognized prison authority, as Deputy Commissioner of Correction, and consults him on all penological problems. She has appointed a director of education and recreation, and has revived a dormant inmate educational training unit. She has obtained the appointment of additional custodial officers and has made a start toward assembling a technical and professional staff for treatment of inmates.

"Inmate training units have been established as a framework for an over-all vocational program," the Commissioner reports. "An industrial training program is planned for the young adult group [21 to 30 years] to provide on-the-job training.

"There are 500 adolescents [16 to 21] years in our penitentiary and workhouse population. The majority are recidivists [repeaters]. Their anti-social attitude requires treatment based on re-education. For 240 of this group at Rikers Island, we have initiated first steps in a specialized program of education and training in a cell block separate from the rest of the inmates.

"As surplus workhouse population at Rikers Island is transferred to Hart Island, Rikers Island facilities intended for industrial training but lately used for dormitories, are being reconverted to their original use.

"Tensions among inmates are being reduced with new recreational programs. Specialized rehabilitation programs for drug addicts, alcoholics and elderly men have also been started."

Morale Gains Reported

Mrs. Kross says some prison wardens have reported improved morale and reduced disciplinary problems after recreation programs were introduced.

Her emergency measures against overcrowding, aside from rehabilitation, have been financed by additional allotments of \$837,000 in city funds. These include \$307,000 for personnel to operate the new Hart Island workhouse, \$152,000 for more custodial officers in the detention prisons and \$378,000 for expenditures other than personal services.

The expenditures include expansion of housing facilities, increased allowances for food, clothing, household, laundry and cleaning supplies, materials for construction, and automotive equipment to transport inmates to and from courts and prisons.

To finance her present limited rehabilitation program, Mrs. Kross has had to rely largely on profits from the prison commissary fund. These are insignificant compared with the future development she deems necessary.

What she has been able to accomplish so far, therefore, she regards as merely patchwork and amelioration. Any permanent solution of the overcrowding problem, she believes, will require a long-range and comprehensive rehabilitation program.

A PRISON PROGRAM

Commissioner Would Salvage Inmates as a Permanent Solution to Overcrowding

Budget Increase Sought

Diversified Penal System and Therapy Urged to Handle Varieties of Offenders

(Third and Final Article of Series)

Mrs. Anna M. Kross, City Commissioner of Correction, is aiming at long-range rehabilitation as a permanent solution of the critical overcrowding in the city's prisons.

She wants to prevent crime by salvaging prison inmates, particularly adolescents, women and first offenders. If prison life can be kept from educating them in crime and turning them into hardened criminals, she believes, there is a good chance of reducing the number of repeaters. These are the men and women who keep reverting to criminal or anti-social habits after being released from prison, keep getting arrested and keep swelling the prison population year after year. She seeks to transform them into "self-respecting, self-reliant, and law-abiding citizens willing and able to earn a decent, honest living."

The Commissioner, who assumed charge of the city's prison system last January, is now ready to seek the support of city and state officials for her program. She wants to establish a system of diversified institutions to provide different types of custody and different types of treatment for different types of offenders.

She would use existing institutions as a nucleus and would fit proposed new prisons into it. There would be a correlated program of reception, diagnosis, classification, treatment and after-care for inmates and former inmates.

Would Eliminate Idleness

Viewing idleness as the great curse of prison life, she would do everything possible to keep inmates busy in vocational, recreational and educational projects. Her program calls for additional custodial officers, to supervise and guard inmates, and a considerable

technical and professional staff. The staff would include physicians, nurses, psychiatrists, psychologists, psychiatric case workers, social case workers, and vocational, recreational and educational directors.

Mrs. Kross estimates that her department's annual budget would be increased by about \$500,000 by the rehabilitation program. She proposes that the city press the Legislature for authority to collect this amount from the state in reimbursement for city care of felons, a state responsibility.

Under 1917 legislation the city collects 60 cents a day for every felon housed in a city prison. The proposed legislation would increase the reimbursement to the actual current cost of housing felons. She says this is now almost \$4 a day.

If the legislation is adopted, she adds, additional state funds received by the city would just about finance the rehabilitation program.

Budget Increase Asked

She recently asked the Board of Estimate to approve a supplementary budget for the custodial and professional personnel needed for the rehabilitation program. Thus additional city funds spent on the program would be balanced, under the proposed legislation, by the state's reimbursement into the city's general funds.

The proposed budgetary increase follows additional allotments of \$837,000 this year to finance emergency measures taken against prison overcrowding. The regular budget for the city's prison system in the present fiscal year was about \$8,500,000.

The costs of additional prisons would come out of the city's capital budget. But Mrs. Kross says this cost would be kept down because the city now has in existence and under way enough high-cost, "escape-proof" prisons on high-cost urban real estate to house its desperate criminals. What she has in mind are chiefly less expensive minimum-security prisons in outlying areas for casual petty offenders, adolescents and women.

Accent on Rehabilitation

Commissioner Kross' plans are based upon a philosophy of prison administration developed in part during her twenty years' experience as a city magistrate. She expresses it as follows:

"If we are to meet the growing challenge of increased crime and juvenile delinquency and ultimately release these inmates to the community with the real expectation that they will not return to our prisons again and again and again, we must abandon the notion that we are merely jailers or keepers.

"Incarceration based solely on punishment and temporary removal from the community neither protects the community nor rehabilitates the inmate. It is futile waste of taxpayers' money.

"The function of any penal system is the protection of society. As to how prisons may best contribute to that function there seems to me to be only one answer. Our goal must be rehabilitation of the offender.

"We have to do with human beings, and we must do a job of

human engineering. I want to do away with idleness in prisons. I want to create model institutions that can have a real impact on the problem of recidivism [after punishment relapse into criminal or anti-social habits] and make the word 'correction' in our title, 'the Department of Correction,' really mean what it says, not merely the custody of inmates.

"If prison fails to improve and reform the inmate it actually contributes to his deterioration. It not only fails to protect society but tends to increase crime.

Psychiatric Care Urged

"We must see to it that maladjusted and neurotic inmates, as well as the other problem youth in our care, receive psychiatric and medical attention as required. The department must maintain or restore the health of inmates, diagnose and treat abnormal mental tendencies, teach the rudiments of elementary education where necessary, provide useful and stimulating employment, and discover and remove the causes of anti-social acts or attitudes. Vocational, physical and educational deficiencies must be removed.

"We must attempt to individualize the treatment of those committed to our care by classifying them according to offense, age, character, mental and physical attributes, and provide the specialized form of treatment required by each group.

"Whenever a prisoner has demonstrated his capacity and desire for social re-education, every opportunity should be afforded him to prepare for a sound adjustment to the community."

The Commissioner plans to build new prisons and modify existing ones where possible to provide more space for work, recreation and education. She would have large enough custodial and professional staffs to end forever the old schedule of letting prisoners out of their cells only from 8 a. m. to 4 p. m. and at supper-time.

"The lock-'em-up-and-forget-about-'em policy of the old era is over," she says. "Our evening rehabilitation program will function daily between 4 and 9 p. m. There will be outdoor and indoor activities, including clubs, discussion groups, hobby training, athletics and library sessions."

Diagnostic Center Asked

A reception and diagnostic center for penitentiary and work-house prisoners would be established at Rikers Island. Prisoners would be classified in different groups on admission. During the reception period, they would undergo physical and mental examinations. There would be social casework and group social adjustment observation.

When necessary, inmates would be referred to the diagnostic center for further psychiatric and psychological study and treatment. This center would be responsible for development of specialized treatment programs for drug addicts, alcoholics, sex deviants, psychotics, post-psychotics and the old-age group. There would be special academic, vocational and recreational programs for different groups of normal and abnormal inmates.

There would be a separation division dealing with job placements, family readjustments and other outside contacts for inmates about to be released. There would also be an after-care guidance program for adolescents. This would be given under social group auspices in their home neighborhoods, with the cooperation of public and private agencies, to prevent recidivism.

Mrs. Kross declares her program would reduce overcrowding in two ways. She says it would prevent recidivism and also would transfer most adolescent and women inmates and casual petty offenders into minimum-security prisons, so that "escape-proof" prisons would house chiefly adult males.

Backed by State Official

Commissioner Edward R. Cass of the State Commission of Correction, a nationally recognized prison authority, supports Mrs. Kross's rehabilitation views in general.

"She believes in the essentials of a modern penological program, including good housing, vocational training, education, supervised recreation, and high-grade medical and psychiatric treatment," says Mr. Cass.

District Attorney Frank S. Hogan of New York County stresses the need for new prison facilities. He says the courts are doing everything possible to expedite trials and shorten detention periods. Chief Justice Irving Ben Cooper of the Court of Special Sessions agrees with this.

Chief City Magistrate John M. Murtagh thinks much can be done to cure overcrowding by using less expensive minimum-security prisons for petty offenders. He does not see the necessity for investing large sums in maximum-security prisons to house persons who could be safely detained in ordinary brick buildings with locks on the doors and wire across the windows.

Commissioner Kross in every discussion returns to inmate rehabilitation as her major hope. She says:

"We feel that if we can do a good job of rehabilitation in our prisons, we have every right to believe we can reduce recidivism, thereby reduce crime and thus end this overcrowding problem."

FINANCIAL STATEMENT

THE PRISON ASSOCIATION OF NEW YORK

GENERAL FUND

STATEMENT OF INCOME AND EXPENSES

YEAR ENDED DECEMBER 31, 1954

INCOME

Donations—special purposes		
The Greater New York Fund	\$2,028 00	
Other Funds	7,697 11	
		\$9,725 11
Donations—unrestricted		31,639 29
Endowment Income		\$41,364 40
Dividends on stock		27,452 15
Total Income		\$68,816 55

EXPENSES

General administration	\$24,781 08
Relief—prisoners and families (cash, food, clothing, etc.)	13,895 66
Relief—administration	4,498 60
Employment—administration	4,515 40
Appeal—administration	5,063 05
Traveling expenses	243 36
Printing and stationery	1,188 44
Postage	358 25
Telephone and telegraph	274 42
Auditing legal and legislative services	484 00
Periodicals, custodian fees and miscellaneous	3,621 33
House maintenance	2,927 45
U. S. old age benefits tax	544 33
Total Expenses	62,395 37
NET GAIN FOR THE YEAR	\$6,421 18

AUDITORS' OPINION

We have audited the books, accounts, minutes and other records of The Prison Association of New York for the year ended December 31, 1954. In our opinion the statement of income and expenses shown above present fairly the results of the operation for that year.

WEBSTER, HORNE & ELDSON

Certified Public Accountants

New York, N. Y.

May 11, 1955

CONSTITUTION AND BY-LAWS

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

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

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

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

ARTICLE FIRST

The objects of the association shall be:

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

ARTICLE SECOND

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

ARTICLE THIRD

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

ARTICLE FOURTH

The executive committee shall meet once in each month, and keep regular minutes of their proceedings. They shall have a general

CONSTITUTION AND BY-LAWS

superintendence and direction of the affairs of the society, and shall annually report to the society all their proceedings, and such other matters as shall be likely to advance the ends of the association.

ARTICLE FIFTH

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

ARTICLE SIXTH

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

ARTICLE SEVENTH

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

ARTICLE EIGHTH

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

ARTICLE NINTH

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

ARTICLE TENTH

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

ARTICLE ELEVENTH

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

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

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

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

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

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

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

by the first judge of the county in which the prison to be examined shall be situate shall first have been had and obtained, which order shall specify the name of the prison to be examined, the name of the persons, members of the said association, by whom the examination is to be made, and the time within which the same must be concluded.

BY-LAWS *

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. Reports 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 and May 1954.

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

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

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

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

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

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

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

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

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

It shall be the duty of the committee on probation and parole to be associated with the operation of the probation, parole and em-

ployment 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 Funds.—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