

STATE OF NEW YORK

THE ONE HUNDRED AND TWELFTH
ANNUAL REPORT

OF THE

Prison Association of New York

135 East 15th Street, New York

1956



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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 twelfth 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 TWELFTH ANNUAL REPORT OF
THE PRISON ASSOCIATION OF NEW YORK

February 18, 1957

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 Twelfth Annual Report of The Prison Association of New York, and to request that you will lay the same before the Legislature.

Respectfully,

THE PRISON ASSOCIATION OF NEW YORK

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

THE NEW YORK TIMES

Tuesday, February 14, 1956

YOUTHFUL OFFENDERS

The theme of the Prison Association's annual report to the New York Legislature, presented yesterday, calls for constant repetition. It is the need to put the findings of past surveys to work—the job of "implementation." If all the recommendations of all the studies made since 1930 had been acted on, says the report, "New York's correctional system would be the most outstanding in the nation." Among the many important items still pending on the association's agenda of reform are well-studied proposals for dealing with youthful offenders that were made by two temporary state commissions—those on delinquency and youth and on the courts.

For example, the association gives urgent endorsement to the rising demand that the State Youth Commission, set up ten years ago as a temporary body, be made permanent by legislative act and strengthened through extended powers and ample operating funds. Much has been done during the past decade to differentiate the 16 to 18 year old youths from adult offenders both in severity of punishment and in opportunities for rehabilitation. But the association is pressing for badly needed improvements in the way youthful offenders are handled under existing laws and practices—improvements proposed by one or both of the temporary state commissions.

Many of these are wrapped up in the Hughes-Farbstein bill now before the State Legislature. It provides for a Youth Court Division to be set up in each county of the state. In place of the several separate courts now involved in such cases the bill gives sole jurisdiction to this court over all first-offense youthful offenders "from apprehension to final disposition." The upper age limits are raised to 21 instead of 19 as in the present law. Preliminary investigation of each case before disposition by the court is required as well as rehabilitation measures by trained auxiliaries early in the proceedings. The assistance of an advisory committee of outside experts from public and private agencies would also be provided.

A hearing on this measure is scheduled in Albany this afternoon. Here is a chance to implement the results of a great deal of careful study. We join the Prison Association in urging quick and favorable action.

MEMORIAL

JOHN L. SCHOENFELD

WHEREAS, in accord with the judgment and planning of the Almighty, our respected and beloved associate and colleague, John Lewis Schoenfeld, departed this earthly life on September 12, 1956, and

WHEREAS, during his lifetime he evidenced unceasing energy, initiative and pioneering, whereby he established himself as a leader and outstandingly successful in his trade and business activities, and

WHEREAS, in keeping with his commendable quality of liking and doing for his fellowman, wherein lies many known acts of benefaction, but still perhaps even a greater number unknown, and

WHEREAS, his interest in prisoners and correctional work received the notice and approval of Governors of the State of New York, representing both parties, resulting in his initial appointment to the Commission of Correction on April 20, 1934, and successive reappointments continuing this service until his passing, and

WHEREAS, as a member of the Commission and its Vice Chairman since 1948, and as a Vice President of The Prison Association of New York, he applied himself with characteristic zeal, courage and fairness, thus bringing about many improvements structurally and administratively, in police lockups, jails, penitentiaries and prisons, particularly in the Metropolitan Area, and

WHEREAS, this outstanding service exemplified the fulfillment of the concept of and the need for a Commission of Correction, the creation of which was initiated by the Prison Association of New York during the Constitutional Convention of 1894, as a medium for public welfare and protection,

THEREFORE BE IT RESOLVED, that the members of the Executive Committee of The Prison Association of New York record herewith our deep sorrow at the loss of an outstanding and devoted member, and finally that our sympathy be extended to the bereaved members of his family.

February 18, 1957

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 112th 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*

ARE WE MEETING THE CHALLENGE?

Crime rates in our state and throughout the nation continue high; recidivism approximates sixty per cent; juvenile and adolescent offenders hold the top level statistically because of their anti-social behavior. A sad spectacle on the American scene indeed. The logical question as far as correctional institutions are concerned is, does the method most generally employed, to wit: safe custody only, pay off? The answer is: for the short haul (while in prison), yes—for the long pull; no, because too many return. Emphatically we must do more for the good of society than give protection only while law breakers are locked up.

Interesting to note are the various theories on the causes of crime. It is held to be due to economic conditions, heredity, environment, mental abnormality, lack of religious influence, an old-fashioned and otherwise defective school system, lack of parental control, broken homes, unemployment; and so it goes to an almost interminable list. Some of these contended specific causes have developed their proponents into ultra-enthusiasts. Yet the cold fact is that crime is complex and there is no sweeping cause or cure. It would not be difficult to find persons who have experienced some of the above contended causes of crime and yet have escaped becoming criminals. It is further true that one or more of the above listed contended causes might be found in any one individual who comes into conflict with the law.

Confusing in our country is again the observation of one group attempting to place the responsibility for the crime situation upon another. Campaigns have been conducted by the public press, and a multitude of utterances have been made by the police, the courts, prosecuting attorneys, probation and parole officers, and others; some in an attitude of self-defense, or in an attempt to definitely place the responsibility. Many of these statements have been mis-

* These Recommendations in mimeographed form were made available to all members of the Senate and Assembly during the Session in advance of the printed report.

leading, inaccurate, distorted and otherwise unfair. Some have disclosed an appalling lack of reliable knowledge or information, and unfamiliarity with procedure, on the part of those who attempt to reliably enlighten the public.

In the midst of all this the public mind has been inflamed, with the result that probation, institutional methods, the indeterminate sentence and parole, have in the main, and perhaps for convenience, been held responsible for what is called a "crime wave."

Therefore, the problem before legislatures and intelligent public opinion is to act wisely and not with headstrong impulsiveness in endeavoring to meet today's conditions. The extremes of highly sentimental leniency and illogical treatment of the inmate within the institution, or of the released inmate again at liberty, must be avoided. Man's conduct is channeled in general along lines to be recognized and forecast to a considerable degree by those who have given greater study to the problems of human behavior. Radical deviations from probable lines of conduct can hardly be expected, and therefore such methods of dealing with prisoners as are based upon enthusiastic expectations of exceptional results will in the end necessarily lead to disappointment and failure.

One hundred and fifty-six years ago Franz Joseph Gall wrote: "The measure of culpability and the measure of punishment, cannot be determined by a study of the illegal act, but only by a study of the individual committing the act."

Over a century and a half has passed since Gall emphasized the fact that it was the individual and not the crime that must be regarded as the basis of treatment. Yet today it is still regarded as *modern doctrine*, unappreciated and disputed in large measure. We have, until now, left in the main the reformation of the prisoner to his own resources, in prison, within the group or the lines that have been prescribed for him to follow. Our point of view has been that, if we gave the prisoner the *chance and the facilities for reformation*, his obligation and responsibility was to employ those agencies. If he did not, our part of the bargain was largely met. The assumption has been, therefore, that the prisoner was responsible for his acceptance or his refusal of reformatory methods.

To make for real progress we must know more about the *law-breaker and those influences which affect his conduct*. No mere casual acquaintance with him will do; still less the casting up of those who chance to be in jails or prisons and labelling them a "class," but a thorough knowledge of each prisoner—his antecedents, his training, his associations, his motives, his congenital defects, the distribution of these elements of character in his relatives both lineal and collateral, and the action which established law, beliefs, customs, and physical surroundings produces on him and his reactions upon them. To this end the psychologist and the psychiatrist, the social worker, and others must be wisely and cautiously employed. Specific forms of treatment must be gradually developed, so that there will be available remedial treatment which will, to some extent, keep abreast of the discovery of causes. There

must be avoided individual or group exploitation of technique and findings. Extravagant claims and extremes in procedure must likewise be avoided, as well as the dressing up of procedure in high sounding terms suggesting a lofty intellectualism and a professional exclusiveness. High standards of true and thorough scientific research must prevail, and the findings must be brought as truthfully and as clearly as possible and consistent to "the man in the street." Only in this way can an essential public understanding and confidence be had.

In harmony with the foregoing plea for dispassionate study and treatment of the difficult problem of crime we urge in the interest of progress serious legislative consideration of the following recommendations.

RECOMMENDATION I. A WESTERN REFORMATORY FOR GIRLS

It is urged that the request of the Department of Correction for the use of a separate available building on the site of the Albion State Training School, to be used as a reformatory for girls, receive favorable consideration.

This institution, if approved, will be known as the Western Reformatory for Girls. There is room for about 100 girls under satisfactory housing conditions. Their treatment program will be set up apart from the program of the Training School, which is designed for those requiring specialized exceptional treatment. In the course of time, with the advantage of new construction of the cottage type, it will be possible to provide such new quarters, still on the grounds of the Training School but entirely apart from the present area. The advantage of the proposed establishment of a new institution is that it will relieve the congestion at Westfield State Farm and provide accommodations for the girls from the western part of the state closer to their families and more conveniently accessible to the courts and various social agencies. Presently there are about 70 girls who could be included in this proposed transfer.

RECOMMENDATION II. REPLACEMENT OF INADEQUATE COTTAGES AT WESTFIELD STATE FARM

Steps should be taken to replace the antiquated cottages at Westfield State Farm.

On the lower campus there are four cottages, namely: Lowell, Sanford, Huntington and Gibbons, all of which were completed and have been occupied since 1901. The cottages on the upper campus, namely: Griffin, Cromwell, Morris, Cowdin, Robertson, Turner and Meken Hall, were completed between 1901 and 1916. All of these cottages on both upper and lower campuses are of the same type of construction. They have a rated capacity of 19 to 29 rooms, with no toilet facilities in the rooms, thereby requiring the use of a congregate type of sanitary facilities on each floor. The

interior of the buildings is of inflammable construction and the floors and stairways are of wood. They are old, long overdue for replacement, and would make for a serious situation in the event of fire, especially where individual room locking is required.

In 1944 approval was given to replace some of these cottages by the erection of a congregate type of housing. This was protested because it made for a departure from the more acceptable plan of design for women's institution, namely: the cottage system, and fortunately the congregate plan was not followed. The Prison Association of New York is very pleased to record once more the conspicuous part it played in 1944 in opposing the congregate type of housing. However, not only was the plan abandoned but no new housing developed, so that the situation today is practically the same as it was in 1901. Recently, however, plans are in the process of development to provide for two new units of the cottage type. It is hoped that they will be speedily approved and that their construction will follow so that within a short time and with additional construction the original cottages referred to above will be replaced.

RECOMMENDATION III. FARM OPERATIONS AT WESTFIELD STATE FARM

Farm operations at Westfield State Farm should not be abandoned because they are not a glowing success in dollars and cents. They have a place in the rehabilitative program of an institution of this kind. They provide opportunity for the improvement of health, the cultivating of the habit of industry, and the psychological value of observing growth and development as a result of one's labors. There are also esthetic values that should make for the development of a wholesome atmosphere in the effort to reshape the outlook and the thinking of the inmates. Experience in other areas has emphasized these advantages and visitation to those institutions has brought forth repeatedly the interest and joy of inmate participation in farm operations.

RECOMMENDATION IV. YOUTH COURT ACT, CHAPTER 838, LAWS OF 1956

We urge that the Youth Court Act, Chapter 838 of the Laws of 1956, be retained. We further urge that the nine amendments proposed by the State Temporary Commission on the Courts and brought to public notice under date of January 11, 1957, to clarify the act receive Legislative approval.

The first amendment of the nine referred to above is to the effect that records of arrest, charge and disposition of youthful offenders would remain public for a period of three months after a person was adjudicated a youthful offender.

The second amendment makes privacy of Youth Court proceedings discretionary with each judge, rather than mandatory, as is

the case in the present Act. Proceedings in the cases of young people aged 16 and 17 would be private except when the judge used his discretion to make them public. On the other hand, similar proceedings against 18, 19 and 20-year olds would be public except when youthful offender procedure is allowed and even in these cases they could be public in the discretion of the judge.

The third amendment bearing upon access of the press to news concerning youthful crime provides that young people aged 18, 19 and 20 would not be granted youthful offender treatment unless, in the opinion of the judge, the best interest of the youth and the public would be served.

The fourth amendment recommends the postponement of the effective date of the Act from February 1, of this year to January 1, 1958, in order that preparations and financing might be more readily arranged. Counties desiring an earlier effective date will be authorized to put the Act into effect earlier.

The remaining five amendments provide that: Misdemeanors arising out of traffic violations and violations of local municipal laws or ordinances would not come under the jurisdiction of the Youth Court, thus reducing the volume of the cases to go to that court;

Magistrates would arraign young people in cases in which a Youth Court Judge might not be available;

The Court would be authorized to impose a fine up to \$500 in youthful offender cases;

Young people aged 16 and 17 would, upon arrest, be charged with the alleged crime rather than charged as youthful offenders. The charge would be changed, after youthful offender status was granted, to one of being apprehended as a youthful offender rather than having been arrested on a criminal charge. It is aimed at eliminating complications in determining age and eligibility of the youth for the special treatment at the time of his arrest and yet protecting those who may deserve it from an arrest record.

Finally, the Act applies only to crimes committed after the effective date, thus easing the transition period by allowing pending cases to be tried in the courts in which they were brought and allowing the Youth Courts to start with clear calendars and build their caseloads and staffs gradually.

RECOMMENDATION V. A RECEPTION CENTER NEARER NEW YORK CITY

It is desirable that there be established closer to New York City a reception center similar to the one presently operating at Elmira.

Approximately 65% of the commitments between the ages of 16 to 21 to the Elmira Reception Center come from the New York City area which requires transportation for more than two hundred miles to the Center and then following decision as to a program of treatment a goodly number of those received must be returned to institutions nearer New York City. This procedure is costly and constitutes a duplication of movement of population. A further

reason is that the congestion at the Reception Center and the pressure on the staff there could be relieved through the establishment of the proposed new unit at New Hampton in Orange County. It is noteworthy that when the site for what is now known as the Elmira Reception Center was being discussed some years ago the thinking was that the unit should be nearer New York City but unfortunately there were no facilities available then. However, the situation is presently different because of the willingness of the City of New York to release its facilities at New Hampton to the State.

RECOMMENDATION VI. MINIMUM SECURITY CAMPS PROGRAM

Budgetary support should be given not only for the two camps to which the State is already committed but also for additional camps.

Diversified housing, especially in a state as large as New York, is a necessary part of a correctional department organization. While the emphasis has been on youth regarding the renewal of the camp idea in this State it is well to think of it in terms of those in other age groups as well. Good work is being done for all ages in the camp operations of the States of Pennsylvania, California, Wisconsin, Massachusetts, Virginia, the Federal Government, and others. Camps can be more cheaply maintained than large-sized institutions, especially as relates to their physical facilities, and if properly located they offer opportunity for wholesome activity programs. The camp idea is not new to the State of New York. It goes back many years prior to the present revival. It is sound in principle and practical in operation if given a chance.

RECOMMENDATION VII. PRE-PAROLE CAMPS

As an initial experiment there should be established a pre-parole facility near the large industrial hiring areas for preliminary adjustment and testing as relates to approaching parole. Going straight from a prison into the community is a severe impact on prisoners, especially those who have experienced long imprisonment, and the pre-parole facility therefore is suggested as a kind of tapering-off arrangement or a shock absorber device. It is granted of course that release is a joy to practically all prisoners but in many cases there also exists the element of bewilderment. Parole officers and social agencies know this to be so. There is a trend in some areas, including the Federal Government, to make a gradual change in prisoners' housing and privileges shortly before release not only as a reward but as a kind of steadying influence. In England, on the Isle of Wight, at the institution at Camp Hill when it housed adults there was provided separate quarters outside of the institution proper where prospective parolees were relieved somewhat of the rigidity of the regular institution routine, again as an easing off or a balancing influence.

RECOMMENDATION VIII. SEX OFFENDERS

We urge that there be a review of the administration and accomplishments resulting from the passage of Chapter 525 of the Laws of 1950.

The Prison Association of New York has been interested in the matter of sex offender legislation for many years and was responsible for the introduction of a bill in 1947. Governor Dewey at that time vetoed the bill on technical grounds but because he was so concerned about the problem he appointed a departmental committee. This committee, of which the Association's General Secretary was a member, made an exhaustive study and submitted a report that resulted in the passage of a bill that became Chapter 525 of the Laws of 1950.

The question now arises as to whether any good has been accomplished through this law, both through its application by the courts and the anticipated research and treatment activities directed toward inmates under the control of the State Department of Correction. An earlier review indicated a hesitancy on the part of the courts to exercise the provisions of the law. It is doubtful whether this situation has since improved.

With regard to the application of the law to inmates of institutions, cursory observation suggests that there is room for further orientation and functioning. It is recognized, of course, that the Department of Mental Hygiene has been confronted, and still is, with the problem of qualified and adequate personnel to conduct research and treatment programs but this condition should not be permitted to serve as the full explanation of what appears to be a serious inadequacy. It should be kept in mind that should we have a series of sex crimes, or one of a horrible nature, the public interest will be once more engaged and many questions will be asked. It is recognized that the sex offender is a baffling problem but we cannot stop there and be content with that observation if we are to give the public the kind of protection it needs.

RECOMMENDATION IX. STATE AID FOR EDUCATIONAL PROGRAM IN CORRECTIONAL INSTITUTIONS

Authorization should be provided through legislation to require the participation of the State Department of Education, through its Division of Rehabilitation and otherwise, to assist the State Department of Correction and the New York City Department of Correction in the development of their educational and rehabilitative programs.

The present Education Law makes provision for the furnishing of vocational rehabilitation services to the handicapped but excludes from its benefits persons confined in any penal, correctional, or mental institution. This seems an unnecessary limitation in the interest of rehabilitating not only persons physically handicapped but other charges of the State as well. All correctional institutions in the State should have the benefit of the guidance, the skills, and

specialized experience of the State Department of Education to promote educational programs in the various categories.

RECOMMENDATION X. INADEQUATE HOUSING OF INSTITUTION PERSONNEL AT GREEN HAVEN PRISON

Definite steps should be taken to solve the problem of inadequate housing of institution personnel at Green Haven Prison, and thus eliminate the glaring anomalous situation whereby correctional personnel is obliged to sleep in cells.

The problem of housing personnel in Green Haven Prison has been identified with that prison since its opening. Employees of all classes, except for a few who are fortunate to be able to live within a short distance of the institution, are required to travel many miles, as far as Poughkeepsie in some instances, and on October 17, 1956, it was noted that 63 prison guards were sleeping in the cells of Cell Block A. This latter condition has existed for years, is long overdue for remedy, and in itself has a demoralizing effect. The turnover at this institution is more noticeable than at any other in the department. Cells have always been intended for prisoners but not for custodial or any other personnel identified with an institution.

RECOMMENDATION XI. ADULT RECEPTION CENTER

Support should be given to the renewal of the proposal of many years ago that there be established a reception center at Sing Sing Prison or some other suitable location. An essential toward intelligent handling of those committed to institutions of the Department of Correction is classification and distribution of population. Progress of course has been made through the setting into operation of the Reception Center at Elmira but this includes only those between the ages of 16 and 21, and therefore it does not go far enough. Here again the Federal Prison System and the States of California and Illinois lead by providing means whereby convicted persons can be studied and classified and placed in institutions best suited for their rehabilitative needs. Criminals as persons, and as personalities, differ and require various media of study, handling and treatment. In various areas the idea is taking hold that all prisoners cannot be treated alike and that there is something more required than safe custody and the placing of all inmates in one or more institutions without a scientific basis of distribution.

With the establishment of a well defined classification system its activation of course requires the selection of a qualified classification director.

RECOMMENDATION XII. ACADEMY OF CORRECTIONAL TRAINING

Facilities and funds should be provided for the establishment of an academy of correctional training in the Department of Correction. It is being increasingly recognized that satisfactory correc-

tional personnel is essential for progress in the administration of correctional departments and institutions and that such personnel must be of high quality and selected other than by a hit-and-miss procedure. The State of New York made substantial progress when years ago it placed its wardens and custodial staff under civil service. However, this has not been adequately supplemented with in-service training programs and refresher courses. A good demonstration was made with the establishment of the Guard School at Wallkill State Prison some years ago but this has been long discontinued and as a kind of substitute there has been some correspondence course activity or the efforts of the individual personnel toward self-improvement and better preparation for service and promotion. The Police Department of the City of New York has long maintained a Police Academy and this has been further developed through the establishment in 1956 of the Baruch School as a part of the School of Business of New York University. The Federal Bureau of Prisons and the State of California have made substantial demonstration along the lines of improving the quality and functioning of their wardens and custodial personnel through courses and supplementary schooling and inspired leadership. To respond to the demand that institutions become more places of rehabilitation than simply places to keep people locked up requires a high quality of personnel and a program of training.

RECOMMENDATION XIII. AGED PRISONERS

A study should be undertaken to determine more economical and more generally satisfactory means of handling aged prisoners.

At present there are approximately 1,000 prisoners, age 65 or over, being housed mainly in maximum security institutions of the Department of Correction. This housing is costly and in some instances the physical layouts impose a hardship on the older prisoners because of conditions of health or various infirmities. One example is Sing Sing Prison and another is Clinton Prison where long passageways need to be traveled, as well as stairways. In any future planning thought should be given to the possibility of providing not only a less expensive type of housing but a design of institution based on the physical considerations of the aged.

RECOMMENDATION XIV. ADVISORY COMMITTEE ON CORRECTIONAL INDUSTRIES

We again urge that there be established an advisory committee on correctional industries.

We have confidence that this arrangement will produce in time an industrial program that will rank among the best in the country. It should make for better understanding on the part of labor, management, and the public generally, and stimulate activities through energetic leadership.

Precedence for this recommendation may be found in similar bodies established in the Federal prison system, California, and

to some extent in Massachusetts. It is our contention that a committee composed of representatives from industry, management, labor, agriculture and the public generally, would provide a well-rounded body of experience of immeasurable value to an industrial program. This committee should be limited in size to not more than seven persons, with appointment by the Governor, and with the commissioner of correction an *ex officio* member.

Coordination of the prison industries program would be the first order of business of this committee, with a view to the employment of every possible prisoner.

One of the greatest problems in correctional administration is the full employment of the prisoner body. Monotony and idleness breed discontent and no state can afford to permit the presence of a breeding ground of trouble in prison. It is provoking to observe idle prisoners recognizing, at the same time, that their dependents may be compelled to accept relief at an added expense to the public.

RECOMMENDATION XV. AUTHORIZATION OF TRADE TRAINING COMMITTEES

The utilization of citizen groups can be extended through the device of trade training committees. Referring again to California, there are in that State some 50 such committees each composed of competent artisans in each of the major trades. For example, a small committee advises as to the most modern method of welding. The committee is composed of a small group of recognized authorities within the trade, and provides training aids and instruction and counsels on job placement for prisoners with welding competence. The authorization of committees such as these would not seem to require legislation, but the hope is expressed that legislative endorsement be given.

RECOMMENDATION XVI. CAUTION AGAINST CURTAILMENT OF CORRECTIONAL INDUSTRIES

We regret the necessity of again extending to the Legislature a word of caution lest there be unwarranted attempts on the part of vested interests to curtail existing correctional industries. It must be acknowledged that the State's correctional industrial program is already too limited, and is a hope rather than a reality. Certain attempts to curtail the industries are outspoken and cannot be mistaken. While there is no argument with the privilege of members of the Legislature introducing whatever bills they feel to be appropriate, this Association will be on the alert to the introduction of bills that would set back the State's correctional progress. For more than a century we have maintained a stand upholding constructive labor for prisoners and have supported wholeheartedly the principle that prisoners should work and not be tax burdens. It is good business to preserve existing industries and to expand the industrial program wherever possible. Further, it serves as good riot-preven-

tion insurance. It has been well demonstrated in the Federal prison system as well as in the various state systems, that the so-called "State-Use-System" of prison labor makes for a minimum of competition with free labor.

Prison management is one of the most specialized tasks, and the best of administrators cannot successfully surmount the problems resulting from demoralizing idleness. As we have indicated on other occasions, idleness is to be condemned but at the same time it should be kept in mind that most prisoners are not idle by choice. They are idle because adequate work outlets are not provided by the State.

While we make this as a separate recommendation it bears close relation to a foregoing recommendation urging the establishment of an Advisory Committee on Correctional Industries (Recommendation XIV). A Committee such as this with representation of labor, management, industry, agriculture and the public-at-large, would serve as the best possible guardian of correctional industries.

RECOMMENDATION XVII. COORDINATED CORRECTIONAL SYSTEM

The Prison Association has, for a number of years, advocated and urged that legislative support be given to the further coordination of the State's correctional system. While much of this may be accomplished by administrative direction, legislative approval of the necessary funds is needed. Coordination, in this sense, may better be defined as centralization of services within the headquarters of the Department of Correction. New York has long been in need of a centralized, department-wide classification system, looking toward the more efficient utilization of the wide variety of institutional facilities now available. Further, there should be centralization of other special services, such as expanded educational services, medical, industrial, etc., each placed under the immediate supervision of a deputy commissioner. This presupposes that the deputies are persons of professional competence. There is no alternative to efficient correctional administration. In general, and in theory at least, the responsibilities of classification and treatment, institutional services, personnel and administration should each be placed under a competent deputy commissioner.

We would suggest, however, that the time may be appropriate for an impartial and professional survey of correctional functions and administration in this State, and as an aid to the present administration. Other states such as Massachusetts, Kansas, Missouri, Pennsylvania, New Jersey and others have, within the past six years each been the subject of a study to determine the most effective methods of operation. In most instances the committees have been composed of four to seven persons, appointed by the Governor, and generally under the chairmanship of a distinguished civic leader, with the majority of the membership qualified from a professional standpoint. We feel certain that the commissioner of correction would welcome such a study geared, as it should be, to the improvement of correctional techniques.

RECOMMENDATION XVIII. LONG-TERM PLANNING ADVISORY BOARD

We propose that Legislative encouragement be given to the establishment of a long-term advisory board allied with the Department of Correction.

In 1954, 1955 and 1956 we urged that the Legislature consider authorization for the formation of a long-term planning advisory committee to take major responsibility for long-range planning of correctional policies and procedures. The basic thought in mind in making such a recommendation was to provide an advisory service to the commissioner and his staff and to spearhead the development of plans extending ten or more years in the future. As is so well recognized by department administrators, there are not sufficient hours in each day to permit undivided attention to trends and needs over a period of years to come. Since there is every indication, of course, that crime and related problems will plague us for some time to come, we feel it to be an absolute necessity for a correctional administrator to devote as much time as possible to thinking through the problems of the future. This can be done with the aid of a competent staff, and particularly with research specialists, but in view of the fact that the public must be relied upon for their complete support, they should be related to the task directly. Correction and its problems can not remain a mystery — in fact, there is nothing mysterious about it in the first place, the opinions of a few wardens notwithstanding — and the most logical means of gaining public support and at the same time utilizing their talents is through service on an advisory committee. Such a body should carry the prestige of appointment by the Governor, and serve without salary, but with expenses. An advisory committee should be expected to work in close cooperation with the commissioner of correction and his colleagues, and report at least annually to the Governor. Several states use facilities of this kind, the latest being Massachusetts where the Governor appointed an advisory group in 1955. A body such as this would serve as liaison between the Department administration and the public. Membership should, of course, be carefully selected, and composed of persons of high calibre, and recognized and respected leaders from various segments of community life.

A pooling of knowledge is necessary to produce the best kind of correctional plan for the future, and we urge the authorization of such a body.

RECOMMENDATION XIX. REMOVAL OF RESTRICTIONS RELATIVE TO APPOINTMENT OF CORRECTIONAL INSTITUTION HEADS

This recommendation is being repeated, and is in support of earlier recommendations made by the so-called Knapp study group of several years ago, and other bodies. While the appointment of correctional institution heads is an administrative matter between the civil service and correction departments, the Association urges

favorable legislative support of the removing of certain restrictions that now preclude the appointment of wardens and superintendents from outside the custodial service.

This is in no sense a criticism of the custodial group. It is, however, a criticism of the present system of appointment. We feel that institutions should be under the direction of the best possible persons, and limiting civil service examination opportunities to those in the uniformed ranks solely is not in the best interests of approved correctional administration. As we have indicated previously, if the correctional service is to be career-oriented, surely no special group should be singled out as the only ones qualified. We would make the same recommendation if appointments were restricted to any other special group, such as physicians, business managers, educators, etc. What we disapprove of is the fact that restrictions such as presently apply serve to deny equal opportunity for qualifying as superintendent or warden. It is obvious that many desirable persons, with years of experience, lose interest in the correctional service when promotions are not available to them. It is our recommendation that promotional examinations for top administrative posts be opened to all qualified departmental persons, including the custodial personnel. Any other practice is simply shortsighted, and not in keeping with correctional procedures noted in those states generally regarded as having top-flight correctional systems.

RECOMMENDATION XX. EXPANSION OF RESEARCH PROGRAM

It is recommended that funds be provided for the expansion of present undertakings in the State Department of Correction.

"Research" is not an overplayed word or activity in the correctional field but it is gradually being activated with respect to such media as probation, parole, departmental and institutional management and programs, whether they be educational, industrial, personality studies, health surveys, and examinations into recidivism. A correctional system, or any branch of governmental organization as a matter of fact, should be studied from time to time as to its operations and functioning as relates to the purposes for which it was established.

Large and small business enterprises engage in research for self-analysis relating to management, the quality of products, and sales, etc. A department, such as Correction, spending millions of dollars of the taxpayers' money each year should for the purpose of knowing more about itself, and also as a basis for avoiding the *status quo* and to get the benefit of stimulation, undertake research of its operations and their effect on those wards of the state under its control. It would seem that the time is appropriate for an exercise in "stock taking" with answers sought to such questions as: Do the results justify the type of facilities and program? Is the institution a "paying enterprise"? What dividends are realized from the investment of the taxpayers' money?

The research proposed should not be of a superficial type but

should be undertaken in accord with approved standards and techniques in the field of research. The fear of such undertakings should be dismissed and those in charge should give encouragement in anticipation of gaining knowledge, information and a better appreciation of their responsibilities and achievement and finally some progress.

RECOMMENDATION XXI. PERSONNEL

As a step toward the further removal of penal institution operation from political control, the Prison Association again urges that civil service provisions be extended to personnel employed in county operated detention units. County jails should not be manned by those who secure their jobs solely because of political considerations. They should, on the contrary, be administered by career persons. From a wholly practical and realistic standpoint, we acknowledge that sheriffs, as county officers, will remain as elected officials, pointing out at the same time, however, that the Sheriff of New York is a civil service official. We mention this simply to indicate that it is possible to have a civil service sheriff, as unpopular as this thought may be among sheriffs generally.

There have been a sufficient number of unfortunate instances within county jails during the past several years to indicate that these units lacked trained and experienced personnel. It is quite unlikely that competent personnel, appointed through the merit system, would have permitted them to occur.

The Association is not willing to approve the freezing into the service of incompetents or those who hold their positions solely because of political connections. We state again that this recommendation strikes at the very heart of the power of county government, but we would be unfaithful to the best correctional practice if we did not make this recommendation. It should be stated for the record that personnel of the Department of Correction of the City of New York is under civil service as are those of some of the county penitentiaries.

RECOMMENDATION XXII. NARCOTIC ADDICTION

The problem of drug addiction is another that has plagued society in general and certainly the people of New York for generations. Of late, however, through the work of official and private bodies, much has been accomplished to curb the problem. However, continued action and alertness is needed. The Association feels, also, that the Legislature should memorialize the Congress of the United States to strengthen the border and customs patrol in its effort to control the introduction of the supply into this country. The members of the Legislature are urged to support constructive efforts to lessen the viciousness of this problem and, as in the case of alcoholism, there is available extensive knowledge gathered by a variety of agencies that may be consulted at will.

RECOMMENDATION XXIII. NARCOTIC CONVICTIONS TO INDETERMINATE TERMS

Article 166, Section 1751-A, of the Penal Law should be further amended. The section as amended in 1956 provides for the mandatory sentencing of persons with prior narcotic convictions to indeterminate terms with a fixed minimum of six months and a maximum of one year.

In its present status the law is inoperative, impractical and unsound from the various correctional aspects:

(a) The indeterminate sentence makes no provision for a "supervisory" Parole Board or paroling agency. The New York City Department of Correction has no other alternative at present but to hold these inmates for the maximum term.

(b) The present Parole Commission of the City of New York claims they have no jurisdiction over these cases under Article 7A of the Correction Law.

(c) Interpretations of "jail time" credit provisions as specified in Section 2193 of the Penal Law.

(d) Interpretation of provisions for reduction of sentences as specified in Section 230 of the Correction Law.

There are approximately 400 inmates confined in the institutions of the New York City Department at the present time who are affected by the indefiniteness and uncertainties of this law.

RECOMMENDATION XXIV. ALCOHOLISM

Alcoholism continues to be a major problem in American life, and its relation to the increasing crime rate has been substantiated numerous times. Knowledge in this field, while extensive, is limited, but enough is known to convince us that further experimentation through the use of State-aided clinics and research programs is imperative. The Legislature is urged to take every possible step to assure the people of the State that a solution of the problem is being sought. There is a significant body of knowledge available through such agencies as the Academy of Medicine, Alcoholics Anonymous, Yale University School of Alcohol Studies, and many others, and the suggestion is made that an official study group be established to sift data available and to consult with appropriate authorities in this and other states where experimentation is under way. Alcoholism requires much more attention than it is now receiving, and the State should greatly expand its existing services in the area of research and clinics.

RECOMMENDATION XXV. MAINTENANCE OF STATE PAROLE VIOLATORS

It is urged that Article 8 of the Correction Law, Section 216, be amended to provide reimbursement by the State on a reasonable per diem per capita cost for the maintenance of State parole violators while in temporary custody in local penitentiaries or jails.

RECOMMENDATION XXVI. INCREASED ALLOWANCE FOR CLOTHING FOR FELONS

Article 19 of the Correction Law, Section 484, should be amended to increase reimbursement by the State of the monetary allowance for clothing to be issued to felons upon discharge from local prisons or penitentiaries.

RECOMMENDATION XXVII. REIMBURSEMENT FOR MAINTENANCE OF MISDEMEANANTS

Article 7-A of the Correction Law should be amended to provide that when any misdemeanor or lesser offender has been sentenced to an indeterminate term and such sentence extends beyond one year the full cost of maintaining such prisoner beyond one year shall be charged against the State.

RECOMMENDATION XXVIII. REIMBURSEMENT TO COUNTY INSTITUTIONS FOR BOARD OF STATE PRISONERS

We urge that there be additional compensation for the Board of State prisoners in county penitentiaries with particular reference to per capita costs for maintaining prisoners in institutions of the New York City Department of Correction. There is need for a flexible scale of reimbursement to be determined on the basis of actual costs. Obviously the cost of maintaining a prisoner in New York City is more than in some upstate county. Costs even vary between these upstate county institutions. The present maximum amount as authorized in 1956 is inadequate, especially as relates to New York City.

RECOMMENDATION XXIX. PUBLIC DEFENDER SYSTEM

For many years, and thus far without success, the Prison Association has urged that there be an exploratory study made of the advisability of establishing a public defender system in New York State. Experience in other areas, such as Omaha, Los Angeles, Columbus, Memphis, Providence, St. Paul, St. Louis and San Francisco have made satisfactory use of this device to extend full justice within the criminal courts. The Association was gratified to note early in 1955 that the Attorney General of the State recommended this plan before a hearing of the Temporary Commission on the Courts. Noting also that legislation was introduced in the 1956 Legislature, with endorsement by the Attorney General, to provide State financial subsidy to localities to help pay public defenders in juvenile delinquency cases, the Association urges favorable consideration of this measure.

THE AGENCY IN THE LEAD

Since 1844, the Prison Association of New York has been waging the never-ending battle for correctional progress. It has pioneered and crusaded with a record of accomplishment in the ever more adequate operation of New York's prisons unequalled by any other group.

It is the only private agency in New York State authorized by special act of the Legislature to visit and examine the State's prisons, county jails and lockups, and make recommendations to the State's lawmakers regarding their more efficient operation.

There has been no other agency which has spearheaded so many reforms, improvements in our prisons, and fought so actively the battle against crime.

Nor is its work academic. The Prison Association continues to work closely with prison administrators and officials to the end that there be better penological practices in our institutions. Appreciation of our efforts has been expressed many times by both the State and City Commissioners of Correction—not to mention those officials in other states and foreign countries who have asked for and received our aid, support and advice.

We work with the courts—bar associations—to the end that there be a prompt, fearless and impartial handling of justice—and the more effective handling of prisoners, especially the youthful offender who stands on the threshold of being tomorrow's habitual criminal.

Our past accomplishments are proof that we are an outstanding force in New York State seeking to combat crime through legislative reforms aimed at correctional progress.*

The Prison Association is not satisfied to rest on its laurels. The problem of crime and delinquency is a constant one—one which must be attacked continually.

NEW YORK STATE DEPARTMENT OF CORRECTION

The New York State Department of Correction continued under the leadership of Commissioner Thomas J. McHugh who showed a warm desire to make for progress. He was regular and steady in the discharge of his responsibilities and progressively minded in all his efforts and undertakings. He, of course, is faced with many problems and pressed for time to keep in close contact with the various institutions under his control, as well as the administrative affairs of the central office. Yet, encouraging it was to note his readiness to serve and to keep himself informed of the operations of his department to the best of his ability. We lost no opportunity to assist him in every way in response to his frequent requests for consultation and exchange of views and in support of his legislative program and administrative details. His open-mindedness and approachability, and readiness to entertain suggestions tending

* A review of accomplishments is contained in the 100th Annual Report (1944) and in subsequent numbers.

toward progress continues to be a refreshing experience. For further details regarding the State Department of Correction see Recommendations, page 14, and address entitled "Correctional Philosophy for New York State", page 74.

REORGANIZATION OF WELFARE AND HEALTH COUNCIL OF NEW YORK CITY

With the reorganization of the Welfare and Health Council of New York City, its successor body became known as the Greater New York Community Council and became operative as such July 1, 1956. During the course of this reorganization we joined with others in urging that there be a continuance of the individual agency interest, such as in the field of correction, as was permissible under the existence of the Welfare and Health Council. We considered the section as it existed under the title "Correctional and Allied Services" as important. Its purpose was to bring correctional workers together and discuss correctional problems and arrive at mutual decisions. Better understanding and clarity of viewpoint was reached in the meetings of the correctional section during the days of the Welfare and Health Council.

The final result was that our collective efforts and desires have not been fulfilled in that the correctional section has not been continued as such. However, there has been established a "Delinquency and Correction" section to be included with others. We note that the Delinquency and Correction section membership is not as intimately expressive of those identified with institutions or parole and probation services as was the case when the correctional section existed under the Welfare and Health Council. We are of course glad that the subject of correction has not been overlooked and we shall cooperate as heretofore in every instance for progress.

PROPOSED PREPARATION OF MODEL CORRECTION ACT

Through our intimate and cooperative relationship with The American Correctional Association we supported the proposal that there be a joint undertaking by The American Correctional Association and the National Probation and Parole Association in the preparation of a model, or standard, correction act. The availability of such an act will be of distinct value to various States in their efforts to orientate and organize their correctional objectives and services. The Prison Association of New York will assist in this study to the extent that our staff will contribute its time and experience to the utmost.

NATIONAL CONFERENCE ON PAROLE

The Attorney General of the United States, the National Probation and Parole Association, and the United States Board of Parole held a three-day workshop, known as the National Conference on Parole, in Washington D. C., April 9, 10, 11, 1956. Mr. Cass, our General Secretary, participated as an official representative. It is noteworthy that in 1939 our General Secretary and the late Sam A.

Lewisohn, a member of our Executive Committee, conceived the idea for the first National Parole Conference called by President Roosevelt that year.

Both the 1939 and 1956 conferences were attended by a large number of persons well versed in the theory and practices of parole and there resulted substantial contributions.

The proceedings of the 1939 Conference were published and it is anticipated that the working conclusions of the 1956 Conference will soon be available in printed form.

CONFERENCE AND INSTITUTE PARTICIPATION

Our Assistant Secretary, Mr. Wright, cooperated with Dr. Paul W. Tappan, Professor of Sociology at New York University, in an address on the subject of prison labor in April, 1956. Mr. Wright also participated in the Middle Atlantic States Correctional Conference in April.

SOUTHERN STATES PROBATION AND PAROLE CONFERENCE

The Association was represented at the annual meeting of the Southern States Probation and Parole Conference held in Baltimore April 15-18, 1956. Mr. Cass, the General Secretary, attended this meeting, participated in the program, and spoke at the annual dinner. We feel that our attendance and participation in these various regional meetings is of extreme importance, not only to the Association but to the individual regional groups concerned.

ASSOCIATION OF ADMINISTRATORS OF THE INTERSTATE COMPACT

On April 14, 1956, at the Hotel Statler in New York City, Mr. Cass and Mr. Wright represented The Prison Association of New York and The American Correctional Association at a meeting called by the Council of State Governments and other bodies to discuss the problem of detainees and warrants against institutional inmates. This was a working conference set up to give thorough consideration to propose model legislation relating to the disposition of detainees and a proposed Federal and state agreement on detainees. It is anticipated that as a result of this meeting considerable legislation will be introduced by the various states with the help of the Council of State Governments, and with the cooperation of The American Correctional Association.

WEST-CENTRAL DIVISION WARDENS' ASSOCIATION CONFERENCE

Mr. Cass attended the West-Central Division Wardens' Association Conference held at Salt Lake City, Utah, April 2, 3 and 4, 1956. The meeting was attended by representatives of eleven of

the Western states and there was discussion of institutional problems and related matters. Mr. Cass was able to give guidance and counsel to a number of those present, particularly the warden of the Utah State Prison.

RHODE ISLAND LEGISLATION

On March 22, 1956, Mr. Harold V. Langlois, assistant director of correctional services for the State of Rhode Island, requested our assistance over the telephone in commenting on a bill in the Rhode Island legislature which would reorganize that state's correctional system. We agreed to do this and subsequently analyzed a lengthy printed bill consisting of approximately forty pages and wrote at length our criticisms and recommendations. The director replied immediately by telephone and indicated that all of our comments were being reworded into a substitute bill which was being prepared for introduction in the legislature.

FEDERAL DETENTION HEADQUARTERS TRAINING SESSION

Mr. Wright, on April 26, 1956, discussed the activities of The Prison Association of New York with approximately twenty correction officers of the Federal Detention Headquarters in New York City as part of an advance training class. The hour and a half period was devoted to a discussion of the background and operations of The Prison Association of New York.

PUBLIC RELATIONS

Staff members of the Association addressed a number of civic and church groups during the year. Among these were Mr. Wright's presentations at New York University on March 24th, White Plains Y.M.C.A. on March 20th and a large men's organization on April 22nd.

In addition we continued our consultation services with newspaper, magazine, radio and TV sources and were asked to cooperate with a well known CBS commentator (Bill Leonard) in developing a series of programs related to correction.

GUEST SPEAKERS

The following addressed the members of our Executive Committee at their monthly meetings. The benefit of these talks is obvious and the willingness of the respective officials to participate is deeply appreciated.

Hon. Stephen P. Kennedy, Police Commissioner, City of New York

Hon. Jonah J. Goldstein, Senior Judge, Court of General Sessions, City of New York

Mr. Timothy N. Pfeiffer, Counsel, State Temporary Commission on the Courts

Mr. Lee B. Mailler, Chairman, New York State Board of Parole.

86TH ANNUAL CONGRESS OF CORRECTION, LOS ANGELES,
CALIFORNIA, August 26-31, 1956

This was one of the finest Congresses of Correction held under the auspices of The American Correctional Association to the knowledge of the General Secretary over a forty-three year period. We were again intimately identified with its organization and preparation in keeping with our long interest in the successful operation of these annual gatherings. As has been stated on numerous previous occasions, this is one of the media by which we maintain opportunity to exert progressive influence on a national level. This is in keeping with the vision of the then General Secretary of The Prison Association of New York, Dr. E. C. Wines, when he was outstandingly instrumental in organizing the first Congress of Correction, held in Cincinnati, Ohio, in 1870.

The registration was from every State of the Union, and in addition the District of Columbia, Alaska, Hawaii, Puerto Rico, Canada, England, Japan, China and Iraq. The program was top level, embracing such subjects as:

- How to Apply Principles of Personnel Management in Corrections
- Methods of Deterring Juvenile Delinquency
- Rehabilitation Value of Prison Industries
- The Role of Religion in Aiding the Offender
- Group Counselling in Adult Correctional Institutions
- Some Problems of the Mentally Ill in Prison
- Coordinating Treatment in the Total Correctional Process
- Strengthening Parole and Probation Through Regionalized Services
- Rehabilitation: A Psychiatrist's View of the Correctional Institution Program
- A Look at Capital Punishment
- Organizing Clinics Participation
- Court-Clinic Collaboration in Psychotherapy of Delinquents
- Current Trends in Prison Design and Construction
- Administration of Military Discipline and Treatment of Military Offenders
- Training Jailers in Public Relations
- The Role of the Top Correctional Administrator in Institutional Management
- Development of Minimum Security Programs—Forestry, Work Camps, and Open Institutions for Juveniles and Adults.

Resolutions

Outstanding resolutions adopted were as follows: Increased Representation to United Nations; Survey of Prison Labor; Surplus Food Distribution; Development of Medical Treatment Program

for Narcotic Addicts; Cooperation with the American Law Institute in Development of a Model Penal Code; Study the Problem of Capital Punishment.

The Congress theme was "Achieving Progress by Correctional Unity". An excellent tone of good fellowship and earnestness of application prevailed throughout.

POST-CONGRESS TRIP TO HAWAII

Taking advantage of the nearness of Hawaii to Los Angeles the General secretary joined a post-Congress tour and observed during the brief time available the Hawaii Prison System. He was well received by the officials of the Islands and extended splendid hospitality and offered opportunity to study their programs and various operations.

The main prison is at Honolulu. There are in all about 600 inmates and 150 employees. The building has been in use since 1918 and is inadequate in many respects in accord with present day requirements. Some of the above number of prisoners are housed in two projects, one on the Island of Maui which is known as the Olinda Project; the other on the Island of Hawaii and known as Kulani Project. The latter is a sizeable undertaking and there is being built a new institution from the ground up by using prison labor under skilled civilian guidance. Several excellent dormitory buildings have been completed. There are also farming and horticultural operations, road building and reforestation.

The entire philosophy of the Hawaii Prison System has been changed since 1946 when the present warden, Mr. Joe C. Harper, took charge and he has had the wholehearted interest and cooperation of the Director of Institutions, Dr. Chas. H. Silva, who is appointed by the Governor General. His philosophy embraces a firm yet humane attitude with emphasis on rehabilitation through academic and vocational training. From various reliable sources it was learned that this change has had a beneficial effect and even some of the long-time employees who at first resisted are now completely reconciled and satisfied that the present way is more to the best interests of society.

CENTRAL STATES CORRECTION CONFERENCE

On invitation from the officers of the Central States Correction Conference, held in Indianapolis, Indiana, June 10 to 13, 1956, Mr. Cass was one of three panel discussants at a general session on the morning of June 11th. The other two participants were Mr. James V. Bennett, Director, United States Bureau of Prisons, and Mr. Will C. Turnbladh, Director, National Probation and Parole Association.

FREDERICK A. MORAN MEMORIAL INSTITUTE

This Institute is in memory of Frederick A. Moran, for many years identified with the correctional service in this state, and at

the time of his death Chairman of the State Division of Parole. The Institute is sponsored by the Departments of Social Welfare, Mental Hygiene, and Correction, in conjunction with St. Lawrence University at Canton, New York. The dates this year were July 29th to August 4th.

Our Assistant Secretary, Mr. Wright, participated in the preparation of the program with particular reference to the section on jails and functioned during the days of the Institute.

Mr. Cass was one of three speakers at the opening general session and the title of his address was "Correctional Philosophy for New York State". (See page 74.) The two other speakers represented the Departments of Social Welfare and Mental Hygiene respectively.

The Institute is part of an in-service training program, open not only to the personnel of the Department of Correction but also to probation and parole officers, police, sheriffs and their staff members, and others. The attendance this year was 700 which was a record registration and it was necessary to refuse an additional number. It was the general opinion that those in attendance applied themselves with a marked degree of earnestness.

SURVEY OF KANSAS CORRECTIONAL SYSTEM

This survey was made by a committee appointed by Governor Hall of Kansas of which Mr. Cass was a member. During the week of October 8th, 1956, the Governor released two reports relating to the survey of the Kansas correctional system. One report was without two committee members' signatures and the other was also without two. Mr. Cass signed both reports. The second report was supplementary and not a minority report. The difference in the two centers around two very minor points and the second report is more expressive of the situation as a whole.

There was a very unfortunate political situation existing between the Governor and the Legislative Council. Mr. Cass and his associates serving on the Governor's Advisory Committee found themselves between the opposing factions. However, the report undoubtedly will arouse interest and it is expected that the Legislative Council will give attention to the recommendations contained in both reports.

ADVISORY COUNCIL ON BUILDING PROGRAM — STATE OF OHIO

In August Governor Frank J. Lausche of Ohio invited the General Secretary to serve as a member of the Advisory Council on Building Program of the Department of Mental Hygiene and Correction. The State of Ohio has authorized a bond issue of \$150,000,000, and \$75,000,000 of this, at the rate of \$15,000,000 a year, is to be devoted to the physical plant needs of the Department of Mental Hygiene and Correction; specifically facilities for the mentally ill and retarded, the adult convict and the committed juvenile. Mr. Cass accepted the invitation.

NEW YORK CITY DEPARTMENT OF CORRECTION

We continue our interest in the New York City Department of Correction and responded in every way possible in support of efforts made by Commissioner Anna M. Kross looking toward improvement. For further reference to the New York City Department of Correction see page 65.

GIRLS' TERM COURT

It came to our attention on February 15, 1956 that the facilities of the Girls' Term Court and Psychiatric Clinic at 100 Centre Street, New York City, were being removed to the old Court Building at 300 Mulberry Street. It seemed appropriate for us to record our views with the Chief City Magistrate, Judge Murtagh, and under date of February 21, Mr. Cass expressed our opposition to this move. We indicated that the Girls' Term facility should be among the best offered by the City and in light of a long-standing concern of the inadequacy of the Mulberry Street plant we felt that this was not a desirable move. Under date of February 24th, Judge Murtagh acknowledged Mr. Cass' letter, agreeing that it was unfortunate that the move was necessary. The space at 100 Centre Street, however, had long ago been assigned to the Supreme Court and more or less on loan to the Girls' Term Court.

While the City is progressing with plans for a new Social Courts Building, this will take at least five years to complete. The Department of Public Works has been requested to make extensive renovations at 300 Mulberry Street. The Association and the State Commission of Correction will continue their vigilance to the end that the facilities be the best possible under the circumstances.

YOUTH HOUSE

The Board of Estimate on February 23, 1956, approved the sum of \$100,000 to provide a temporary shelter for delinquent boys under the jurisdiction of the Court of Domestic Relations. This will serve to relieve the serious overcrowding at the present Youth House, 331 East 12th Street, New York City, and will be located on Welfare Island. It will be used until a new permanent youth shelter is completed in the Bronx.

The Prison Association of New York has been prominent in the development of public interest surrounding the problems involving Youth House and its overcrowded situation, and in cooperation with the Section on Correction of the Welfare and Health Council (now the Greater New York Community Council), was instrumental in persuading the Board of Estimate of the need for the sum noted above.

ASSISTANCE TO WORKERS IN FARAWAY PLACES

A letter was received in August from Mr. G. R. Pickett, of the Prison Department of Hong Kong, thanking us for sending him a copy of the MANUAL OF CORRECTIONAL STANDARDS and

various other pieces of literature, including annual reports of The Prison Association of New York and our recommendations to the Legislature. He stated in part, "Capt. Thomson certainly did me a good turn when he suggested that you send me a copy of the Manual for I find that many of the recommendations are in tune with our own efforts and will be a handy reference for our work in the correctional field here."

This is just another example of the practice of the Prison Association, almost from its beginning, to extend its contact and service and influence beyond the confines of the State of New York. Our foreign correspondents through the years have been persons of prominence in their respective jurisdictions, either in the capacity of department or institution heads, or as professors in universities, outstanding criminologists and penologists, justices of courts, and citizens sharing our interest in the problems of juvenile delinquency and crime.

We had numerous foreign visitors during the year from as far off as Formosa and South Africa, The Philippines and China, Australia, as well as countries of Europe; and in each instance we were pleased to develop, or advise regarding itinerary and to provide necessary introduction to both Federal and State heads of departments, institutions and agencies. It has long been a source of deep gratification to know that these foreign visitors and correspondents regard our Association as a definite point of friendly contact and willing service. It is frequently a comment among them that they feel happy in the thought of having an American office, or headquarters, so to speak, with us.

PRISON INDUSTRIES

On June 22, 1956, the General Secretary addressed a letter to Governor Harriman based on a news release from the United States Department of Justice to the effect that President Meany of the A.F.L.—C.I.O., and a member of the Board of Directors of Federal Prison Industries, Inc., had made available a dividend payment of \$1,500,000 for deposit in the Treasury of the United States, representing earnings of the corporation. Federal Prison Industries, Inc., is made up of representatives of the Attorney General, the Departments of Agriculture, Labor, Retailers and Consumers, Defense and Industry. Since its founding in 1934 it has paid over to the Treasurer a total of \$32,500,000.

We have been urging that some similar arrangement be set up in this state to stimulate the operation of the prison industries, and thus the letter to Governor Harriman. The Governor's Secretary replied under date of July 2nd that the article was certainly an interesting one. We have reason to believe that there is being made some study of the proposal by the Department of Correction for report back to the Governor.

COOPERATION WITH GOVERNOR'S OFFICE RE LEGISLATION

It was gratifying to receive the following letter from the Governor's Counsel:

"May 2, 1956

Dear Mr. Cass:

Governor Harriman has asked me to convey his appreciation to you for the assistance of your organization in response to requests for your opinions on legislation during the recent session. To this, I add my own thanks and those of the members of my staff.

"I want to assure you that your views were thoroughly studied and provided a broader insight into the problems which had to be decided. In this respect, we invariably found them to be very enlightening.

Sincerely yours,

(signed) Daniel Gutman."

For further information regarding our legislative interests see Page 58.

BROOKLYN DOMESTIC RELATIONS COURT

On April 4th a dedication ceremony was held at the new Brooklyn Domestic Relations Court, located at Adams and Johnson Streets. This was constructed at a cost of four million dollars and constitutes a part of the new Brooklyn Civic Center.

Commissioner Schoenfeld and Mr. Cass, on behalf of the Association and its members of the State Commission of Correction, have from time to time in the past given their attention to lockup facilities in the old Domestic Relations Court building, as well as plans for the new one.

INQUIRY — NASSAU COUNTY JAIL AT MINEOLA

On May 22, 1956, Commissioners Schoenfeld and Cass, acting jointly for the State Commission of Correction and the Prison Association of New York, because of the latter's interest in the treatment of prisoners in jails, made inquiry in the Nassau County Jail regarding allegations of unusual and harsh treatment by two inmates. After a conference with the Sheriff of Nassau County, his Deputy, the Warden of the Jail, the Deputy Warden and the Jail physician, it was generally concluded that there was no foundation for real complaint. The suggestion was made to the Sheriff that he personally make himself more fully acquainted with jail operations and not rely too much on verbal or written reports from his subordinates. Further, that the record with respect to the visitation of the physician be made more satisfactory in that the physician make his own signature at the time of his arrival and departure from the jail.

CHILDREN IN COUNTY JAILS

As a member of, and through, the Commission of Correction, which is the best means of approach in a matter of this kind, the General Secretary has been active with other members of the Commission to keep children out of county jails.

During the 1944 session of the Legislature the Prison Association initiated legislation to prohibit the housing of juveniles in the City Prison, Manhattan, and the county jails upstate. However, this legislation was not approved, due mainly to the opposition of the Court of Domestic Relations in New York City based on the contention that the City Prison, Manhattan, was the only place to send those children who could not be controlled in the shelters or otherwise. (See page 58, 100th Annual Report, Prison Association of New York.)

Continuing our interest and with the added support of other agencies and the State Commission of Correction, bills were introduced in the 1945 Legislature, Senate Intro. 1539, Pr. 1690 (became Chapter 868, Laws of 1945); and Senate Intro. 1540, Pr. 1691 (became Chapter 870). The first bill dealt with the detention of juveniles not only in jails but penitentiaries as well; and the second, directed solely at the City of New York, *prohibited* detention in the prison, jail, penitentiary, or lockups.

While the above laws are a decided step in the right direction, only one is wholly satisfactory and that relates to Chapter 870. Under Chapter 868 juveniles can still be committed to jails and penitentiaries outside of the City of New York but must be kept from coming in contact with adult offenders. The jail is used where there is no special house of detention or place of shelter in a county. Sheriffs do endeavor to keep juveniles separate but that is not always entirely satisfactory and there are still a large number of juveniles committed to county jails.

A recent situation involving the Suffolk County Jail at Riverhead brought to light that a juvenile was detained in the Jail and it was alleged that contact was had with adults. Investigation by the State Commission of Correction revealed this to be untrue. Nevertheless, the whole question, with particular reference to Suffolk County, was brought to public notice and our General Secretary as a member of the State Commission of Correction insisted that the matter be pursued by that body most strenuously and that notice be served on all sheriffs upstate to use every possible means to keep juveniles separated from adults. Recently the Board of Supervisors of Suffolk County authorized the purchase of a site for the erection of a county place of detention for juveniles. So far as this county is concerned the action of the Board shows progress.

PRISON WARD AT BELLEVUE HOSPITAL, NEW YORK CITY

On July 30, 1956, Commissioner Schoenfeld made an inspection of the Prison Ward at Bellevue Hospital and found a deplorable condition wherein prisoners were without pajamas, slippers and bath

robes. This matter was taken up by him with the Superintendent's Office and as a result there was supplied 60 pairs of pajamas, 30 pairs of slippers and 30 robes. This is another instance of the value of inspections and how inmates of hospitals and prisons can suffer through neglect of one kind or another.

ELECTION OF E. R. CASS TO VICE CHAIRMAN OF COMMISSION OF CORRECTION

At the September meeting of the State Commission of Correction, Mr. Cass was elected Vice Chairman to succeed the late Commissioner John L. Schoenfeld. The Commission of Correction was established at the Constitutional Convention in 1894 on the initiative of The Prison Association of New York.

UNITED STATES SUPREME COURT DECISION
RE STATE AID FOR APPEALS

On April 23, 1956 the United States Supreme Court rendered an opinion in the case of Griffin and Crenshaw v. Illinois. A brief summary of the opinion is as follows:

Illinois has a statute which provides that a free transcript of the evidence shall be furnished to a defendant who is convicted of a capital offense or when the appeal involves a question of constitutional law. In the Griffin case a free transcript was denied because it was not a capital case nor was any constitutional question involved. Griffin and Crenshaw were unable to pay for a transcript and the Supreme Court of Illinois held that under the Illinois statute one could not be furnished to them free. The case came to the United States Supreme Court on writ of certiorari to the Supreme Court of Illinois. The opinion was written by Justice Black and concurred in by the Chief Justice and by Justices Douglas, Clark and Frankfurter. Justices Burton, Harlan, Reed and Minton dissented. The Court held that the refusal to furnish a free transcript to some and not to other defendants constituted a violation of the Fourteenth Amendment to the United States Constitution in that it denied due process as well as equal protection of the laws. The Court pointed out, however, that there might be some other way of raising the questions involved without incurring the expense of a full transcript of evidence.

Just what effect this decision will have in other states could well depend upon the applicable local statutes. Under the statutes of many states questions can be raised on appeal by a bill of exceptions which contains an agreed statement of the alleged errors instead of a complete transcript of the trial proceedings.

NEW YORK FOUNDATION GRANT

A request was made of the New York Foundation to provide funds to allow for analysis of the influence of The American Correctional Association's discussions and activities on correctional progress in this country over the years. We continue our intimate

relations with the national body for the reason, as frequently stated previously, that The Prison Association of New York, through its then General Secretary, was largely responsible for its beginning. Furthermore, our identity with the national body has enabled us to establish a wider awareness of correctional matters on a national level and to exert some progressive influence on that basis. Therefore we were anxious to have an impartial review of the eighty-six volumes of the Proceedings of The American Correctional Association, formerly known as The American Prison Association. As a result of the appeal made by General Secretary Cass the Foundation made a grant of \$5600. The research project is presently under the experienced and skillful direction of Dr. Peter P. Lejins, Professor of Sociology at the University of Maryland.

COMMISSARIES, NEW YORK CITY DEPARTMENT OF CORRECTION

On January 31, 1956, the General Secretary addressed a letter to The Honorable Hugh Quinn in support of a proposed local law to reorganize the operations of the commissaries of the New York City Department of Correction, as follows:

"January 31, 1956

Honorable Hugh Quinn
Chairman, Committee on General Welfare
City Council Chambers, City Hall
New York 7, New York

Re: Bill Int. 517, Pr. 613—APPROVED

Dear Mr. Quinn:

The above bill amends the administrative code of the City of New York, in relation to commissaries in institutions under the jurisdiction of the Department of Correction.

Many years ago this Association favored the establishment of commissaries in the New York City Department of Correction. In the beginning two institutions were principally involved, namely the City Prison, Manhattan (the old Tombs) and the penitentiary on Welfare Island (now located on Rikers Island). The purposes of these commissaries was to provide approved items to be purchased by inmates and thereby eliminate the exploitation of inmates by outside vendors who charged excessively and to whatever extent the traffic would bear. The situation regarding these practices merited serious criticism. The commissary in the City Prison in Brooklyn, privately operated, also reflected abuse of a granted privilege.

To overcome the various evils the then Commissioner of Correction, Dr. Katherine Bement Davis and her deputy Dr. Burdett G. Lewis, agreed to a commissary system. It was started in a small way but in time grew rapidly with some attendant new problems relating to accounts and money substitutes in the form of coupons or tokens. The commissary had no legal identity and

existed at the will of the commissioner and could be operated pretty much in the manner in which he or she saw fit. However, Local Law 87, dated December 1, 1949, finally gave the commissary system legal identity in the administrative code but without defining or restricting the specific handling of the funds by a commissioner of correction. Recently there have been some revelations regarding the use of certain amounts of commissary funds but it is the opinion of this Association that no wrongdoing was intended and that the over-all effort identified with the use of this money was for the benefit of the prisoners.

However, we believe that the above bill is timely and we *strongly urge its adoption* as a regulatory measure and for the setting up of certain safeguards for the present and future.

Sincerely yours,

(signed) E. R. Cass
General Secretary"

We are pleased that the legislation was finally approved and that the finances of the commissaries are now under the observation and control of the City Comptroller.

HOUSE OF DETENTION FOR WOMEN — NEW YORK CITY

It was announced publicly on January 30, 1956, by the office of the City Administrator that plans had been agreed upon to abandon the House of Detention for Women in Greenwich Village, and transfer the population to North Brother Island. This island, located in the upper East River near Rikers Island, is presently used as Riverside Hospital, an institution for treatment of teen-age narcotic addicts. It is proposed that the hospital be shifted to the southerly end of Welfare Island. The total cost of renovation of both units will be nearly two million dollars. This move has the approval of all parties involved. It will be recalled that over the years we have been conspicuous in directing attention to the need for relieving the dangerous situation at the House of Detention for Women. On February 1st the General Secretary addressed a letter to Mayor Wagner, reviewing briefly our interest in the situation and supporting him in his efforts to bring about a change. The letter follows:

"February 1, 1956

Honorable Robert F. Wagner
Mayor of the City of New York
City Hall
New York 7, N. Y.

Re: *House of Detention for Women*

Dear Mr. Mayor:

"We note with interest the story in the New York TIMES of January 30th regarding the eventual discontinuance of the House

of Detention for Women in New York City and locating it on North Brother Island. The need for some adjustment in this respect has received the attention not only of this Association but the State Commission of Correction of which the undersigned is a member.

"We congratulate you on your support of the viewpoint that the House of Detention is undesirable for the detention of women, especially those serving sentence. As a matter of fact, it was never intended to be so used and we can speak with authority because this Association was conspicuously a part of the campaign over a period of seventeen years, and under the slogan "Get the women out of police lock-ups", which finally resulted in the establishment of the House of Detention for Women. As a matter of fact, the undersigned was master of ceremonies at the groundbreaking ceremony and the late Mayor Walker was the principal speaker. He with his unique eloquence and clarity of concept spoke most enthusiastically about the special provision that was then to be made for women offenders.

"All of the above is by way of letting you know of our interest and commending you for your part in bringing about a change.

"We at the same time want to commend to you again Commissioner Anna M. Kross who is working most zealously to revitalize the City Department of Correction and make it function more in keeping with its title. She has done more to bring the problems of the Department to public notice than any of her predecessors over a long period of years and the undersigned has seen city commissioners of correction come and go over a period of more than forty-two years.

Sincerely yours,
(signed) E. R. Cass
General Secretary"

BUILDING EXPANSION — RIKERS ISLAND

On May 9th the General Secretary, at the call of Deputy Commissioner Shulman of the New York City Department of Correction and Mr. Daidone of the Department of Public Works of the City of New York, attended a conference at the latter's office, together with members of the architectural firm of Chapman, Evans and Delehanty, to consider an enlargement of the physical facilities at Rikers Island. The plan calls for 480 outside rooms, following continental architecture. It will be of radial design, so as to make for smaller units and extended classification. Incidentally, the radial design is not new in this country. It was used as far back as 1830 in the construction of the Eastern State Penitentiary at Philadelphia, Pennsylvania. There was considerable discussion as to whether toilets should be included in each room and Mr. Cass pressed the point and succeeded in having confirmation of their installation.

It was finally agreed that in each wing of the radial design the

rooms be located on two separate floors instead of the well type of design which provides an open corridor from the main floor to the roof in front of the cells. The well type of design is more frequently used in European architecture.

NEW YORK CITY DEPARTMENT OF CORRECTION REPORT

In the report of the New York City Department of Correction for the year 1955 it was gratifying to note an acknowledgement as follows by Commissioner Kross of the interest and services of the General Secretary, Commissioner Schoenfeld, and the Assistant Secretary:

"Edward R. Cass, Executive Secretary of the New York Prison Association, and member of the New York State Commission of Correction, leading penologist, for his selfless devotion to the cause of penology as expressed by his unflinching interest and support of the Department of Correction of the City of New York. Through his efforts, the New York Prison Association has officially expressed its support of our budgetary requests for the implementation of our inmate treatment programs.

Also to Commissioner John L. Schoenfeld and Mrs. Marjorie M. Hogan, members of the New York State Commission of Correction, for their advisory helpfulness and cooperation in resolving many of the problems facing this department.

Roberts J. Wright Assistant Secretary of the New York Prison Association, President of the National Jail Association and Chairman of the Section of Correctional and Allied Services of the Welfare and Health Council of New York City, for his efforts and that of the organization he represents, in the support of the department's Inmate Treatment Program budgetary requests which were presented to the official city agencies and bureaus."

The report also contains quotations from the recommendations of the Prison Association of New York in its 111th Annual Report to the Legislature.

We continued to be of assistance to the New York City Department of Correction and specifically, by invitation, in conferences with members of the staff of Dr. Charles F. Preusse, City Administrator, and also members of the staff of the City Department of Investigation. These conferences were related to the desire of the City Administrator to strengthen the organization and administration of the City Department of Correction and to develop long range policy and planning.

It was also gratifying to note in the 1955 report of the Department widespread acknowledgement of interest and cooperation shown by other individuals and agencies throughout the city for progress in the Department. The need for this recognition was pointed out to Commissioner Kross with reference to the inadequacy of an expression of appreciation for such help in her 1954 report.

NEW YORK STATE CIVIL SERVICE COMMISSION

Early in the year the General Secretary cooperated with the Civil Service Commission by submitting specimen questions for the important written examinations relating to wardens and principal keepers. A goodly portion of the substance of these questions was used in the written examination. There were twelve candidates for the written examination for warden and only six passed. For principal keeper, eight took the written examination and four passed. Those who passed appeared for the oral examination which was held at the State Capitol on July 13th and 14th. The General Secretary was one of the examiners, together with the Commissioner of Correction of the Commonwealth of Massachusetts and the Commissioner of Correction of the Commonwealth of Pennsylvania, the latter having been suggested by the General Secretary. The Civil Service Commission under date of July 25th acknowledged the service as follows:

"We of the New York State Civil Service Commission appreciate your efforts in our behalf and are cognizant of the effort and inconvenience to you in assisting us. We appreciate it more than we can tell you."

Candidates in both examinations were confined to the *uniformed* branch of the Department personnel in accord with the policy that has existed for some years. It was felt by the examiners that if the opportunity to take the examination had been allowed to professional and other personnel in the Department of Correction there would have been available for consideration those who have additional education and specialized qualifications. The present system makes for a kind of in-breeding that does not necessarily give promise of the best results. The Prison Association of New York in its recommendations to the Legislature in recent years has advocated the expansion of opportunity to take the examination for these high level jobs.

APPOINTMENT OF WOMAN SUPERINTENDENT TO ALBION STATE TRAINING SCHOOL

On October 24th the General Secretary addressed a letter to Commissioner Thomas J. McHugh commending him on his appointment of a woman to head the Albion State Training School. This letter received good press notice upstate. A copy of the letter was sent to the Governor and he under date of October 31, 1956, replied in part:

"It is gratifying to me that the appointment of Miss Genevieve O'Connell as head of Albion State Training School is so enthusiastically received by The Prison Association of New York, and I appreciate your thoughtfulness in writing me about it."

SEX OFFENDER

Under date of November 24th a communication was addressed to Commissioner Thomas J. McHugh of the State Department of

Correction regarding the treatment of the sex offender. It seems desirable to determine to what extent this treatment is being conducted, together with research on the subject. The last legislation left the matter pretty much in the hands of the Departments of Correction and Mental Hygiene, and the State Division of Parole. (See Section 148 of the Correction Law, which provides that until April 1, 1951 the work of such clinics shall be jointly directed by the Commissioner of Correction, the Commissioner of Mental Hygiene, and the Chairman of the Board of Parole. The reference to the time limit was by amendment—Chapter 525, Laws of 1950. See also Recommendations to the 1957 Legislature, Page 18 of this report.

SING SING CLINIC AND RECEIVING STATION

Mr. Cass addressed a communication under date of November 14, 1956 to Commissioner Thomas J. McHugh of the New York State Department of Correction to renew interest in the purpose of the Sing Sing Clinic for scientific studies, and also the prison itself as a receiving and distribution point for those over 21 years of age. Those 16-21 convicted of a felony go to the Reception Center at Elmira. A similar unit for study and distribution is desirable for the older felons. Sing Sing Prison continues of course as a receiving prison, together with Attica and Clinton, but the scientific studies and procedures have not been in line with earlier concepts. Therefore it is thought timely that there be an evaluation and a renewal of emphasis.

SHELTER FACILITIES FOR ADOLESCENT MALES

There was considerable discussion and interest shown during the early part of the year, with The Prison Association of New York playing a leading role, in the need of providing an emergency shelter primarily for homeless adolescent males apprehended by the Juvenile Aid Bureau of the New York City Police Department. A number of conference with police and other representatives resulted, and there was also the offer of some private financing. On March 29th a meeting was held and the consensus was that the demand for shelter facilities for this particular group would not exceed approximately twenty-three at any one time. The fact that the Home for Homeless Men and Boys in the Bronx was to be reopened under new auspices resulted in the conclusion that it would not be necessary to establish a new shelter facility but other suggestions were discussed as follows:

- a) That a group foster home plan be established with private funds to be used to maintain the availability of a small number of homes. This would mean that funds would be provided monthly to selected homes whether or not their facilities were used by the courts. When the facilities are used then funds are available from the State and elsewhere to cover the cost of

maintenance. This plan has been utilized with good success in other areas. It is obvious to all concerned that the use of foster homes is far preferable for adolescent offenders to lodging them in a shelter facility. Various court officers reported that there exists presently a nucleus of approved foster homes for this group.

- b) Consideration was given by those present at the above noted March 29th meeting to the establishment of a private fund which would be available under direction as a subsidy to the various court probation units. It was noted that there is a possibility of incorporating a separate group which might be in a position to secure and administer such funds and court services for use with individual inmates as well as to provide individual shelter facilities and foster home care as may be appropriate from time to time.

No further progress was made during the year but sub-divisions a) and b), above, are worthy of continued thought and in the meantime it is gratifying to the Police Department and all agencies interested in housing homeless boys, or boys who have wandered from home, that the establishment in the Bronx referred to above, especially since it is under new management, is at least for the present filling a real need.

EMPLOYMENT AND RELIEF BUREAU

For statistical and other detail relating to the operation of this Bureau see page 49. However, we would be remiss if we did not acknowledge at this point the substantial aid provided during the year from the Grand Street Boys Association. This Association is headed by The Honorable Jonah J. Goldstein, an outstanding Judge of the Court of General Sessions of the City of New York and one who has always tempered his judiciary action with a warmth of understanding for human frailties, with particular reference to young offenders. With this added financial strength we were able to provide more liberally not only for young probationers and parolees and discharged prisoners coming to our attention, but as the year went on were able to aid more adequately those in the higher age brackets. To the Grand Street Boys Association, to Judge Goldstein, and to the friend of the Grand Street Boys Association who is a substantial anonymous contributor, we express our sincere thanks and appreciation, especially on behalf of those who have benefited through their combined thoughtfulness.

PILOT PROJECT - EMPLOYMENT OF PRISONERS

Under date of July 12, 1956 the General Secretary wrote to Governor Harriman commending him on the pilot project to be undertaken in Queens County with the cooperation of the State Department of Labor, and parole and probation representatives, to find jobs for probationers and parolees. The letter follows:

July 12, 1956

Hon. W. Averell Harriman
Governor
Executive Chamber
State Capitol
Albany, New York

Dear Governor Harriman:

It was encouraging to note in the New York World-Telegram yesterday, read enroute from Washington, your action to provide added means to deal with the difficult problem of finding employment for probationers and, especially, parolees, through a pilot project in Queens County.

I am glad that this problem has now come out into the open because it would seem that there has been just a little hesitancy in the past to admit or make known its extent. Those of us in the work have known for some time that the problem could not be fully handled by private agencies or the State parole service.

Daily we receive mail from inmates, many stating how frequently and far wide they have written, explaining that they are ready for or stand a good chance of getting parole provided they can present a satisfactory employment offer. In addition, mothers and wives come to this office pleading for jobs for their relatives.

As indicated in your release of yesterday, the number of men involved exceeds 1,000 and these people are being supported by the State on an overtime basis practically, because they can not get a job, and in many instances, their families continued on relief.

Some years ago we offered an amendment to the correction law that would permit the parole authorities to exercise more flexibility with respect to the job requirement. In practice it would mean that if the parole authorities regarded the man as a good risk they could release him on the condition that within a specified time he obtain employment, alone or with the aid of others. If it developed during that time that he was non-cooperative he then could be dealt with as a violator of the conditions of his parole.

Another advantage of this proposal would be to overcome the unwillingness or hesitancy on the part of prospective employers to hire a person sight unseen.

This effort did not succeed.

Two years ago the bringing of the State Labor Department into the job-finding picture had some good results with particular reference to the young people at Coxsack. We thought so well of the plan that we made possible its presentation as a part of the program of the national Congress of Correction in 1954. Shortly thereafter there was an abrupt termination and a gradual return to the practice of the State leaning solely on the limited resources of the Division of Parole and, as it has

been for decades, the interest and services of private agencies.

I write you fully as above to express our appreciation for your taking a hand in the present situation and the hope that it will bear fruit. Be assured, of course, of our continued interest and cooperation.

Sincerely,

(signed) E. R. Cass

General Secretary"

NEW YORK CITY PAROLE COMMISSION

Representing the Association, and also in his capacity as chairman of the Welfare and Health Council's Section on Correction, Mr. Wright conferred at length on January 5, 1956 with John C. Maher, chairman of the New York City Parole Commission. Commissioner Maher outlined the request he planned to make to the Bureau of the Budget for funds for 1956-57. He noted the then current budget of \$217,295 covering a parole staff of twenty-six persons. He stated the caseload consisted of 78 parolees under supervision for each parole officer, and in addition 35 cases for investigation, making a total caseload of 113. It was the desire of the Parole Commission to request nine additional parole officers and, if granted, the staff functions would be re-aligned and an experimental project established where nine officers would have caseloads of not more than 25 parolees. This plan follows the California experiment and most cases, including narcotic offenders, will be assigned. We gave the proposal our support at various stages during the year.

Employment and Relief Bureau

To err is human—and ever shall so remain, while divine forgiveness continues to sink deeper into oblivion, as can attest those individuals who have been released from penal institutions. Once he is shackled by the chains of his own mistake, the hapless victim feels compelled to wear the heavy yoke of guilt for the remainder of his life, unless set free by some kindly, understanding employer. It is a sad fact that too many permit fear and suspicion to bind their hands behind their backs, the same hands which might better be used to undo those shackles. It seems even more unfortunate when one stops to realize the costliness of such reluctance. The employer actually punishes himself twofold when he might otherwise be twice-rewarded, since he not only deters the progress of rehabilitation, but by the same token, robs himself of the possible valuable services of a conscientious and trustworthy employee, an asset to his business.

The Prison Association of New York, self-dedicated to the welfare of parolees, discharged prisoners and those men in various institutions awaiting release, deeply appreciates the cooperation of employers who graciously avail themselves of the services of these men. Their generosity and understanding lighten the Association's already burdened task of placement. To the others, those who have not yet extended themselves, the Association sends forth earnest invitation for the same.

The path that leads away from prison directs its course towards ultimate rehabilitation, the long-sought goal. Some arrive—others fall by the wayside. Their success—or failure—rests entirely with the rest of us, the bystanders. We can lift them upward and onward; our confidence and sincere trust being the vehicle that will speed them on their way, and incidentally, the shortest way—the straight line! The individual will feel free to earn again his precious grants; he will cherish his rights and privileges more than before. Once reinstated to the position of respected member of a community, he will have learned to hold fast to that respect, for he will have learned as well, that he would never have won it, had not he shown the same respect towards others. All this, however, cannot hope to be accomplished without gainful employment. It is a pattern wherein all the pieces fit harmoniously. The individual works for and with others, eagerly and willingly, proud of his new acceptance. Thus will he be better qualified to resume his rights and privileges, having learned to live with—and for—his fellowman.

For the past fourteen 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 materialized, our repre-

sentative 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 illness 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 equipped to extend long-range and permanent financial aid and support.

The Bureau is in constant receipt of requests that are most deserving. Our aid is deeply appreciated and of course, our efforts doubly rewarded when the outcome is most favorable for all concerned. The following is a perfect illustration. It is the case of J. M.* and might well be entitled "A Friend in Need."

J. M., now 25, at the age of 14 was accused of the murder of his two-year old half-brother. At Bellevue Hospital, prior to his trial, he was diagnosed as Schizophrenic and committed to Matteawan State Hospital where he remained until 1954. At that time he was returned to court and consequently remanded to Bellevue Hospital where further examination disclosed that he now was able to stand trial. He was found guilty and sentenced to death. Eleven months were spent in the death-house at Sing Sing, and then, because of changes in the laws affecting juveniles, he was cleared of all charges. At Matteawan, J. M.* had lost his left arm in a laundry accident. He had not, until he came to the Prison Association, received formal training of any kind, although he claimed to be talented in drawing. While at Sing Sing, he became close friends with the Chaplain and had been encouraged to consider entering the ministry himself. This thought still remains uppermost in his mind.

On May 5, 1956, following the dismissal of the charge against him, J. M.* was admitted at the request of the State to the psychiatric institute of a mental hospital for further observation. A little more than a month later he was discharged from the hospital as being "clear mentally and in possession of good judgment and reasoning powers . . . able to make a very good adjustment in society including the motivation to do so."

When J. M.* was brought to our office by the psychiatrist from the hospital, we were told that he had not heard from either his mother or sister, but that there had been correspondence with an aunt. She, in turn had led J. M.* to understand that there was no hope for reconciliation with his mother and while the aunt would wish to help him, she was in no position to offer more than moral support.

Immediately our Bureau arranged for adequate living accommodations at the Sloane House of the YMCA, guaranteed payment

* All names and initials are fictitious.

of his cafeteria bill there, and gave him money for clothing. Our worker talked with him at length and pointed out the difficulties which would be facing him, outlined with him a plan for his future actions, and suggested that he visit his aunt to talk with her and re-establish his relationship with her. He was cautioned about being too hasty in looking for his mother, but that if he did go to see her, he should try to point out that he wished above all the opportunity to prove himself. He expressed his plan to discuss with his aunt the possibility of seeing his mother.

The following day, J. M.* came to the office with his mother. Pleasantly surprised, we talked with both the boy and his mother, and were soon convinced that she had grasped the full situation. She even expressed her willingness to accept him in her home, but could not because of inadequate space. However, she did suggest that he rent a room in the same building and take his meals with her.

In order to insure financial support, arrangements were made with the Department of Welfare to accept J. M.* for public assistance. Further arrangements were made with an agency dealing with the physically handicapped to accept him for training and counseling. They now report that he is adjusting well to the program and is making suitable progress. He is currently working in their cafeteria pending such time as a prosthetic appliance can be secured through the State Division of Vocational Rehabilitation.

The Bureau continues to assist J. M.* in those areas where the Department of Welfare cannot. We have paid his membership dues at the YMCA so that he can avail himself of the program there and in this way regain confidence in his ability to compete against normal young men his age. We continue to offer guidance and counseling.

During his last visit to the office, J. M.* told us that he had stopped in to express his gratitude for all we had done for him. He is certain that without our help he would have drifted along the path of least resistance with little or no hope for his future—as he put it, "You came to my help when I needed a friend more than anything else in the world and I hope that someday I'll be able to show you how much I appreciate it." We are, of course, extremely grateful that we have been able to be that "friend" that he needed so badly.

The Bureau receives many requests for employment from men in our various State institutions who are either eligible for parole or are soon to appear before the Board of Parole and are in need of a bona fide offer of employment in order to be released on parole. We make every effort to secure jobs for as many men as possible.

Apropos of Mr. Schwartz' proud assignments, the popular magazine PICTURE WEEK, without solicitation or suggestion on the part either of the Association or Mr. Schwartz, recently featured a vivid word portrait of the type of work carried on. It is with the kind permission of the editors that we reprint below the article in full, just as it appeared in the November 20, 1956 issue.

* All names and initials are fictitious.

THE LONG ROAD BACK

The Employment Office of the Prison Association of New York was empty. Harry Schwartz, veteran job-hunter for parolees, sat facing the window, watching the snow fall between the buildings. He had just re-lit his cigar for the third time, when he looked up to see a young man, soaked and bedraggled, standing in the doorway.

With a swift glance, his practiced eye told him the whole story. The young man had been released from prison. He was wearing the uniform of the dispossessed. His eyes had a frightened, apologetic, half-hunted look. He was a free man again—with a quarter in his pocket and no job to go to.

Harry got up, motioned to the seat opposite, trying to thaw his visitor with a friendly smile.

"It's my shoes mostly," the visitor said, embarrassed. "I ain't got but a quarter and they need fixin'."

His shoes were worn open at the toes. They were soaked and frost-pined from the snow.

"I'd appreciate it if you could lend me a buck," he said. "I can get 'em fixed for a buck."

Harry reached into his pocket and handed the man three dollars. He smiled gratefully as he took it.

"Now take off your shoes and socks," Harry said, "then we'll have some coffee and we'll talk this thing over sensibly, just the two of us. . . ."

That night the parolee slept in a warm bed. He got his shoes fixed and got himself a meal. That was the beginning of his rehabilitation, the start of his long road back.

A week or so later, he had another talk with Harry Schwartz. By now he was beginning to get his head above water again. He was wondering about his future now that someone had finally persuaded him that he might have one.

He and Harry talked man to man, in a language both knew and understood. Harry asked him if he liked outdoor life, the country, fishing and hunting, and things like that. Then he told him he ought to have a plan, something to work towards. He told him to scrape up a little money, go upstate a bit, buy a piece of ground, get some lumber and throw up a shack.

"You could begin by selling fruit or anything at first. Later you might get some company to build you a filling station. Then you'd have something. And that's what you need more than anything else. Am I right. . . .?"

A year or two later, Harry learned how right he was. His former parolee had gotten together with another man in the same boat. He discussed the idea with him and they shook hands on it. They formed a corporation.

Together they did odd jobs, washed dishes, scrubbed floors, painted houses to save a dollar. After a while they scraped together \$83.00 and tramped off to New Jersey in search of the Promised Land. They came across an old half-abandoned barn, talked the

farmer who owned it into letting them use it for a couple of dollars a month, and set up shop for themselves. They went around buying up old furniture which they repaired and sold. In a few years time they had a flourishing business. . . .

PICTURE WEEK made a visit to the office of Mr. Harry Schwartz, supervisor of the Employment and Relief Bureau of the Prison Association of New York. A conscientious crime-preventer, he was pleased to discuss his unusual work.

Not all Harry's clients have the determination or luck which this one had. Some are released with a suit of clothes and a little change and have to fight their way back into a hostile environment. The public is suspicious of them and employers reluctant to take them on.

That's Harry's job—to fight part of their battle for them, to track down someone who will give them a break, a chance to help them to help themselves.

During his fourteen years as supervisor of the Employment and Relief Bureau Harry Schwartz has submitted jobs for, and placed 9300 parolees. Less than a dozen of these men actually failed to make good.

He remembers one man who did let him down. The man had just been paroled after several years in prison. Harry got him a job in a luncheonette. But something went wrong. He got drunk and skipped town with \$250.00. A week later he was back in Harry's office, ready to give himself up.

Harry's schedule is a tough one. From 9:00 A.M. to 12:00 noon, he interviews parolees at the rate of some 250 a month. After lunch, he does his arduous missionary work, seeking out employers for his clients.

The most difficult problem he faces is employer reluctance. "Ex-con" is a loaded word in our society and most people shrink away from it. Once a criminal, they say, always a criminal. But Harry counters it with the facts, with his own record of achievement which gives the lie to the popular myth.

There has been much learned talk and debate about "criminal types" and the "criminal mentality." For Harry, there is only one type and one mentality—human. If a man makes a mistake and pays for it with part of his life, why should society insist that his crime follow him to his grave? Which of us, living as honest and respectable citizens, is entirely guiltless?

That's Harry's approach—honest, forthright, down-to-earth. And it gets results. The men who come to him in need, find in him a friend, a man they can trust. And they respond with gratitude. "Legislation isn't the answer," he says. "What they need is kindness, sympathy and understanding."

One indication of Harry's success as a person as well as a job-hunter is the fan mail he receives from former clients. He's got a stack of testimonials in his drawer that would fill a telephone directory.

Some time ago his apartment was burglarized. The newspapers

carried the Story, humorously implying that the underworld was out to "get him". The goods, most of it presents made for him by prison inmates, was never recovered. But he had lots of help looking. From all over the city he got letters of commiseration. Those he had helped now wanted to help him. During one of his visits to the penitentiary, he met an old friend who had been in almost every prison in the country. The friend stopped Harry and told him that he had heard about the bad news. "A rotten shame," he said. "The dirty, no-good crook!"

With more than 42 years experience in the field of crime treatment and prevention in New York City, Harry Schwartz has earned the title of modern missionary. And his gospel is as simple and rewarding as the Golden Rule. Crime is as old as mankind. You can't legislate it out of existence. And wishful thinking won't work either. The only way to make the world a better place to live in is to do something. And the best way to start is by extending a helping hand to those in need.

Another pleasant note here is the annual greeting card we receive each Christmas from one of our former clients—an "honor graduate". Enclosed in a handsome card is a check for five dollars and the same message which is annually repeated—"The best of everything to you and I hope this helps someone a little..."

Thoughts like these make our work that much easier. We like to think that we are helping these men to help themselves along the road to better living. The vast number who have remained faithful to the confidence entrusted in them is the welcome reward for our combined efforts.

Statistics for Employment and Relief Bureau for 1956

| | |
|--|--------------------|
| Office Interviews | 2,719 ¹ |
| Telephone consultations* | 1,294 |
| Different persons interviewed | 2,513 ² |
| Men released from New York City penal institutions | 1,653 |
| Men released from New York State penal institutions | 591 |
| Men released from out-of-state penal institutions .. | 68 |
| Men released on probation | 87 |
| Relatives of prisoners concerning employment | 114 |
| Meals provided | 644 |
| Night lodgings provided | 4,905 |
| Employment contacts made by personal visits (approx.) .. | 500 |
| Men placed in employment | 401 |
| Men given cash relief | 1,512 |
| Total amount spent solely for relief (includes cash, meals and lodgings)** | \$10,889.35 |

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

** Includes 248 grants in the sum of \$3,639.00 from the Grand Street Boys Fund.

¹ Increase of 122 over 1955.

² Increase of 153 over 1955.

FAMILY SERVICE BUREAU

The basic purpose of the Family Service Bureau is to provide the mothers, wives and children of imprisoned members of the family with counseling and guidance services, and initial or supplemental financial assistance.

We cannot hold to the premise that the sins of the father must be visited on the wives and children. Rather, we feel that our long years of experience in working with the families of prisoners particularly qualifies us to interpret to the family, and the man in prison, the unusual problems which have developed.

The loss of the son or father from the household poses many new and unforeseen problems for a mother or wife, and very frequently children. The latter are always of deep concern to us. The stresses and strains which arise are felt by the children, and are reflected in their action. Problems, sometimes of a minor nature, become insurmountable. It is to our Family Service Bureau then, that the wife or mother of the prisoner comes unable to face her problems alone.

At this point the Bureau offers the opportunity to talk through the fears and worries. Efforts are made to improve the family's health and general welfare, and there is an attempt made, early though it may be, to channel the thinking of the family to the day when the husband and father will eventually return to the household.

These frightened, confused and bewildered people, come to us from many sources, such as parole or probation officers, public or private agencies, the men themselves through the warden of the institutions, and in some instances, by chaplains and friends of the family. No one is ever turned away without being heard. Guided by accepted case work standards, the family situation is analyzed to determine the extent and possibilities of our role as a friend. Visitation to the home is essential. In the home setting it is much easier to discuss the problems which face the family. There is a freedom of expression which cannot be found in an office interview. And, most important, the client is seen in her own environment.

Our Bureau makes every effort to channel and direct the energies of all members of the family group. They plan *with* the family, not *for* them. The family is made a partner in working out a program for themselves, and, jointly, out of a confused state of mind, there arises a fuller understanding of the problems involved.

Our workers stand ready at all times to interpret, both to the school and the family, the difficulties in adjusting to a new situation. It may be a neighborhood problem that can best be resolved by a referral to a neighborhood agency. Whatever the problem, the availability of someone with whom the client can talk the problem through, results in an easing of tensions, and, as tension is eased, the solution of the problem is often made simpler.

Referral to other agencies never marks the end of our contacts with the family because of our depth of interest in these situations.

We always stand ready to help, whether it be to arrange for a wife to visit her husband in prison, or to provide more suitable housing, or needs relating to food and clothing, also medical and surgical aid are never allowed to go unanswerved.

The following are but a few expressions of gratitude for our efforts to assist those in need of a friend.

My dear Mrs. Lovejoy,

May I take this opportunity, once again, to express my gratitude to the Family Service Bureau for the help they have given me. I'm sure I could not have kept my family in the barest of necessities had it not been for their kindness and understanding.

My deepest thanks on behalf of my husband and myself.

Sincerely,

Mrs. S.

Dear Mrs. Lovejoy,

Thank you so much for your cash help and it has helped me and my daughter a great deal.

Patricia is doing fine now. I took her back to the hospital and she was given treatment only because your organization gave us the carfares to get there, and made the plans for us. We all had been so discouraged over the impossibility of helping ourselves.

I got Pat a dress and blouse for school and a warm sweater and stockings for myself.

Thank you and the Family Service Bureau for the encouragement and help.

Respectfully yours,

Mrs. R.

Dear Mrs. Lovejoy,

I thought I just had to send this little note to thank you for all the help you have given to me and my six children.

May God bless you and everyone who has helped by giving money to the Family Service Bureau. It means more to me than anything else to know that I found such wonderful people like you and the Prison Association.

Thank you again.

Mrs. B.

My dear Mrs. Lovejoy,

I am writing a few lines to thank the Prison Association of New York, through you, Mrs. Lovejoy. I could write a whole

book telling you about the help you've given us, but why waste time. For example, I don't know where I would be now if it wasn't for you and your help. I shall never forget the times you helped me in emergencies. When my children had infected ears your help was in medical care. I could tell of numerous other times when you helped me.

Thank you.

Mrs. M.

My dear Mrs. Lovejoy,

I wish to thank the Family Service Bureau for assisting us in purchasing winter coats for the children.

I only wish it were possible for the wonderful people whose donations keep alive your organization to actually see for themselves the good and the happiness their kindness has brought to myself and my children.

It seems that at the time I came to you for aid that no one in the world wanted to know, or to help the family of a convict. It is true that no one can possibly condone the deeds that these men commit. However, it must certainly help to start them back on the right path, to know that someone, somewhere is helping their families and to make it possible for them to receive a visit from those they love.

I was so depressed and your help at this time in my life is worth more than mere words could convey.

On behalf of my husband and myself, may God bless each and everyone of you. Yours in deepest gratitude.

Mrs. C.

Statistics for Family Service Bureau for 1956

| | |
|--|-------------|
| Families in active category January 1, 1956 | 87 |
| New cases accepted | 58 |
| Cases reopened | 15 |
| Total number of cases during year | 160 |
| Cases closed | 101 |
| Families in active category December 31, 1956 | 59 |
| Total amount of financial assistance | \$10,209.90 |
| Families provided with Christmas dinners and toys | 66 |
| (total of 168 persons) | |
| Children and mothers sent to summer camps | 81 |
| Office interviews, home and agency visits | 1,216** |

* All names and initials are fictitious.

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

LEGISLATION—1956

The 1956 session had before it numerous bills dealing with traffic in narcotic drugs, drug addicts, youthful offenders, probation and parole services, and other measures to increase or lighten penalties for certain offenses. There were passed bills authorizing youth courts as a division of the County Court and the Court of General Sessions (in N. Y. City) in all counties to provide separate facilities for criminal trials involving persons in the 16 to 21 year age bracket. There were approved a series of bills to strengthen enforcement of laws against dope peddlers and increasing penalties. Other bills liberalized the powers of the State Board of Parole to terminate parole for good behavior. The heretofore temporary State Youth Commission was made a permanent State agency. A joint legislative committee was appointed to study narcotic problems.

Approved legislation tightened the laws on the sale of obscene materials. Various bills were proposed to increase from 19 to 21 the maximum age for the application of specialized procedures for youthful offenders. Similar efforts were made to authorize State aid toward the cost of legal assistance for indigent youths between the ages of 16 and 21.

Likewise, bills were introduced having as their purpose the establishment of an experimental program through which clinical treatment would be given to narcotic addicts. A bill vetoed by the Governor made parents liable up to \$250 for damage caused by their children. This was an attempt to deal with the problem of vandalism.

Another bill which was approved empowered the Children's Courts to require certain courses of conduct for parents when parental conduct has contributed to juvenile delinquency.

The perennial bill to restrict prison industries with particular reference to brush-making at Sing Sing was again defeated.

The desirable objective of placing county jail staffs under civil service did not make progress because of the again objectionable carte blanche feature which would have frozen in all incumbents regardless of proven ability through civil service tests.

Budgetary provision to further subsidize probation services on a temporary and experimental basis were included among the frequency of measures relating to the effort of dealing particularly with youthful offenders. Additional youth camp facilities were also included.

The attempt to establish a public defender system as applied in a few cities again failed.

In the field of parole a measure to permit the Parole Board to grant a conditional or absolute discharge from parole prior to the expiration of the full maximum term to any person who has been on parole outside of the prison walls and enclosure and who has not violated the terms and conditions of such parole for a five year period, although passed by the legislature, was again vetoed by the Governor.

Various bills originating with the personnel of the New York City Department of Correction relating to working hours, pensions, and qualifications for personnel were again introduced but failed of enactment.

The attempt to change the term "prison guard" to "correction officer" as applied to the guard personnel of the New York State Department of Correction failed.

The State finally agreed to an increased compensation for the maintenance of tramps and vagrants in county penitentiaries.

Generally speaking, it was a good legislative year for young offenders based very largely on the theory that youth is entitled to some benefits of doubt and special handling although their numbers rate high in the recording of criminal activities. This high register is not new because crime has long been, as a matter of fact, through the ages, prominently identified with youth.

During the 1956 session there were introduced in the Senate 3,483 bills; in the Assembly 3,977. Of this number 513 Senate bills went to the Governor and 775 Assembly bills, or a total of 1,288 bills. The Governor approved 381 Senate bills and 570 Assembly bills, or a total of 951 bills, and vetoed 132 Senate bills and 205 Assembly bills, or a total of 337 bills.

The Prison Association of New York gave particular attention to 45 bills of which we approved 31 and opposed 14.

APPROVED BILLS

| | |
|------------------------------------|----|
| Failed to reach the Governor | 14 |
| Vetoed by the Governor | 3 |
| Signed by the Governor | 14 |

OPPOSED BILLS

| | |
|------------------------------------|----|
| Failed to reach the Governor | 13 |
| Vetoed by the Governor | 1 |
| Signed by the Governor | 0 |

Approved

HOURS OF DUTY, CORRECTION OFFICERS. *Senate Int. 75, Pr. 75.* Amends the correction law in relation to hours of duty of state prison and state correctional institution guards. *Vetoed.*

CHANGE OF TITLE, PRISON GUARDS. *Senate Int. 214, Pr. 214.* Amends civil service law in relation to change of title of prison guards. *Failed of passage.*

PUBLIC DEFENDERS. *Senate Int. 251, Pr. 3792.* Amends the county law in relation to the appointment of public defenders. *Failed of passage.*

INTERSTATE COMPACT, JUVENILE—WAYWARD MINOR AND YOUTHFUL OFFENDERS. *Assembly Int. 215, Pr. 215, Senate Int. 372, Pr. 372.* Amends the code of criminal procedure in relation to applica-

tion of interstate compact on juvenile to wayward minors and youthful offenders. *Chapter 841.*

AGE INCREASE, CAMP FACILITIES. *Senate Int. 2151, Pr. 2341.* Amends correction law to provide that youthful rehabilitation facility shall be for male persons between 16 and 25 instead of between 16 and 21. (The theory being that a careful selection of some older inmates could result in a stabilizing influence on the younger inmates.) *Failed of passage.*

SUPERINTENDENTS, STATE CORRECTIONAL INSTITUTIONS. *Senate Int. 2199, Pr. 2339.* Amends the correction law in relation to superintendents of state correctional institutions other than state prisons. *Failed of passage.*

TERMS OF IMPRISONMENT. *Assembly Int. 490, Pr. 4422.* Amends the penal law in relation to calculating terms of imprisonment in certain cases such as defective delinquents or insane criminals. *Failed of passage.*

YOUTH COURT ACT. *Senate Int. 402, Pr. 3984.* Establishes a youth court in each county as a division of the county court and in New York county as a division of the court of general sessions of the county of New York; defining its powers, jurisdiction, procedure and services and repealing title seven-b of part six of the code of criminal procedure relating to proceedings respecting youthful offenders, and chapter four hundred forty of the laws of nineteen hundred forty-nine as amended relating to adolescent courts in the counties of Kings, Queens and Richmond. *Chapter 838.*

CONFORMATION WITH YOUTH COURT ACT. *Senate Int. 479, Pr. 482, Assembly Int. 715, Pr. 732.* Amends the code of criminal procedure, the Children's Court Act of New York, the New York City Criminal Courts Act, the education law, the penal law, the public health law and the village law, in relation to conforming provisions of these laws to the provisions of the Youth Court Act. *Chapter 839.*

YOUTHFUL OFFENDER TREATMENT. *Senate Int. 681, Pr. 3595.* Amends the code of criminal procedure, to provide that a youth charged with conduct not amounting to a felony or misdemeanor may be eligible for youthful offender treatment. Approved in principle. *Failed of passage.*

DEFICIENCY APPROPRIATIONS. *Senate Int. 736, Pr. 758, Assembly Int. 1100, Pr. 1115.* Makes deficiency appropriations for support of government, to pay retirement of officers and employees and disability death benefits, Department of Correction and Institutions. *Chapter 1.*

ALBION STATE TRAINING SCHOOL. *Senate Int. 737, Pr. 1514, Assembly Int. 1109, Pr. 1124.* Amends the correction law in relation to the Albion State Training School. *Chapter 96.*

CLINIC TREATMENT. *Senate Int. 775, Pr. 1621.* Amends the correction law and the penal law, in relation to specifically authorizing the board of parole or the appropriate judge to condition parole or probation upon the requirement that the defendant shall undergo a program of clinic treatment for rehabilitation of narcotic addiction where facilities are available. *Failed of passage.*

PUBLICATION OF POLICE RECORDS. *Senate Int. 818, Pr. 860, Assembly Int. 1363, Pr. 1398.* Amends domestic relations court act of the City of New York, in relation to prohibiting the publication of police records affecting delinquent children. *Chapter 371.*

CIVIL RIGHTS LAW. *Senate Int. 1266, Pr. 2550.* Amends the civil rights law, in relation to persons convicted one of certain crimes while under twenty-one years of age. Approved in principle. *Failed of passage.*

PRISONERS' RIGHTS TO COMMUNICATE. *Senate Int. 1321, Pr. 1395.* Amends the correction law, in relation to the right of prisoners to communicate with relatives or friends. Approved in principle. Opposed as drawn. *Failed of passage.*

WORKING HOURS, STATE EMPLOYEES. *Assembly Int. 2035, Pr. 2110, Senate Int. 1535, Pr. 3736.* Amends the labor law and the civil service law, in relation to the reduction of the working hours for certain state employees, and providing for the adjustment of the compensation of such employees. *Chapter 108.*

STATE AID, PROBATION SERVICES. *Senate Int. 1538, Pr. 4209.* Amends the correction law, in relation to state aid to increase probation services. *Chapter 758.*

STATE SUPPORT OF CERTAIN PENITENTIARY PRISONERS. *Senate Int. 1542, Pr. 1643, Assembly Int. 2043, Pr. 2117.* Amends the penal law, in relation to amount paid by the State for imprisonment in a penitentiary of persons convicted of a felony and of persons convicted of being a tramp. *Chapter 127.*

APPOINTMENT OF ALTERNATES. *Senate Int. 1820, Pr. 1966, Assembly Int. 2187, Pr. 2301.* Amends the correction law, in relation to the appointment of alternates for members of the board established under section four hundred seventy-two of such law. *Chapter 267.*

REPORTS OF PROBATION OFFICERS—CONFIDENTIAL. *Senate Int. 2048, Pr. 2327.* Amends the code of criminal procedure, in relation to making reports of probation officers confidential and privileged. *Failed of passage.*

INFORMATION TO FEDERAL BUREAU OF INVESTIGATION. *Senate Int. 2200, Pr. 2390, Assembly Int. 1105, Pr. 1120.* Amends the correction law in relation to penitentiaries, county jails and reformatories in the matter of furnishing information regarding inmates to the Federal Bureau of Investigation. *Chapter 338.*

POLICE RECORDS—CHILDREN'S COURT. *Senate Int. 2417, Pr. 2634.* Amends the Children's Court Act of the State of New York, in relation to police records of arrests and disposition of cases of delinquent children. *Chapter 372.*

INMATES' DEPOSITS. *Senate Int. 3019, Pr. 3288.* Amends the correction law, in relation to inmates' deposits. *Failed of passage.*

QUALIFIED PSYCHIATRISTS. *Senate Int. 3145, Pr. 3414.* Amends the code of criminal procedure, in relation to qualifications for certain psychiatrists, and repealing section twenty-seven of the mental hygiene law, relating to qualified psychiatrists. *Failed of passage.*

PRISON OFFICER TRAINING SCHOOLS. *Assembly Int. 1568, Pr. 1603.* Amends the correction law in relation to the establishment of prison officer training schools. Approved in principle. *Failed of passage.*

LEGAL SERVICES, INDIGENT YOUTHS. *Assembly Int. 1664, Pr. 4684.* Amends the general municipal law, in relation to authorizing municipalities to provide for legal services to indigent youths between 16 and 21 years of age charged with crimes or offenses; defining the powers and duties of attorneys serving such function; providing limited state financial aid; and making an appropriation therefor. *Vetoed.*

STUDY OF PENAL LAW AND CODE OF CRIMINAL PROCEDURE. *Assembly Int. 2174, Pr. 2268.* Creates a temporary state commission to investigate and make a detailed study of the provisions of the penal law and the code of criminal procedure of the State of New York for the purpose of revising and recodifying the same, and making an appropriation for the expenses thereof. *Failed of passage.*

PERIOD, TERMINATION OF PAROLE. *Assembly Int. 2795, Pr. 2974.* Amends the correction law in relation to period and termination of parole. *Vetoed.*

YOUTH COMMISSION. *Assembly Int. 3716, Pr. 4452, Senate Int. 3318, Pr. 3970.* Amends the executive law, in relation to creating a permanent youth commission in the executive department, prescribing its functions, powers and duties; providing state financial aid; authorizing municipalities to establish youth programs; and chapter five hundred fifty-six of the laws of nineteen hundred forty-five, entitled "An act authorizing the establishment, operation and maintenance of youth bureaus, recreation projects and education projects for the development, protection and security of children and providing for the payment of state aid therefor; creating a temporary state commission to assist local agencies in the development and prosecution of the work, defining its functions, powers and duties generally, and making an appropriation therefor," as amended in relation to the duration of such chapter; and for related purposes. *Chapter 636.*

RELEASE ON PAROLE, IN CERTAIN CASES. *Assembly Int. 2934, Pr. 3187.* Amends the penal law in relation to release on parole thereby equalizing eligibility requirements for certain prisoners convicted pursuant to the Baumes laws of some years back. *Chapter 584.*

Opposed

COMPENSATION, COUNSEL, CERTAIN DEFENDANTS. *Senate Int. 105, Pr. 105.* Amends code of criminal procedure in relation to compensation of counsel for defendants who are without counsel. *Failed of passage.*

APPOINTMENT, DEPUTY SHERIFFS. *Senate Int. 272, Pr. 272.* Amends the county law, in relation to appointment of regular deputy sheriffs from civil service lists. *Failed of passage.*

FOSTER HOMES. *Senate Int. 2297, Pr. 3720.* Amends the correction law, in relation to providing for foster homes or hostels to care for certain minors on probation or parole, to include minors under the continuing jurisdiction of the court and parolees from privately maintained custodial institutions and state training schools. *Failed of passage.*

CURTAILMENT, PRISON INDUSTRIES. *Senate Int. 518, Pr. 521.* Amends the correction law, in relation to brush-making. *Failed of passage.*

ASSIGNMENT OF COUNSEL. *Senate Int. 593, Pr. 615.* Amends the code of criminal procedure, in relation to allowances to assigned counsel in certain cases. *Failed of passage.*

FOURTH CONVICTION, FELONY. *Senate Int. 656, Pr. 1513.* Amends the penal law, in relation to punishment for fourth conviction of felony. *Failed of passage.*

AUTOMATIC RESTORATION OF CIVIL RIGHTS. *Senate Int. 832, Pr. 874.* Amends the penal law, in relation to the automatic restoration of the civil rights of certain persons. *Failed of passage.*

RECORDS, YOUTHFUL OFFENDERS. *Senate Int. 904, Pr. 946.* Amends the penal law, in relation to sealing the record of conviction, fingerprints and photographs of certain rehabilitated youthful offenders. *Failed of passage.*

FINGERPRINTS, YOUTHFUL OFFENDERS. *Senate Int. 905, Pr. 947.* Amends code of criminal procedure, in relation to deletion of records and destruction of fingerprints of youthful offenders. *Failed of passage.*

DISCRETIONARY REDUCTION OF SENTENCE. *Senate Int. 1054, Pr. 1112.* Amends the correction law, in relation to discretionary reduction of sentence for persons under indeterminate sentences who are denied parole and required to serve the maximum terms of such indeterminate sentences. *Failed of passage.*

REGIONAL LAW ENFORCEMENT INSTITUTES. *Senate Int. 1231, Pr. 1293.* Authorizes and empowers the state university to develop regional law enforcement institutes at colleges and universities within the state for instruction of public officials dealing with law enforcement and related problems concerned with youth and delinquency; and making an appropriation therefor. *Failed of passage.*

PAROLE ELIGIBILITY. *Senate Int. 2358, Pr. 2556.* Amends the correction law in relation to prisoners subject to parole. *Failed of passage.*

APPOINTMENT, PROBATION OFFICERS. *Assembly Int. 1653, Pr. 4117.* Amends the code of criminal procedure, in relation to the age limit for the appointment of probation officers. *Vetoed.*

CLASSIFICATION OF PRISONERS. *Assembly Int. 3367, Pr. 3622.* Amends the correction law in relation to classification of prisoners. Opposed as impractical and unscientific. *Failed of passage.*

NEW YORK CITY DEPARTMENT OF CORRECTION

The year 1956 was one of revolution and evolution in the New York City Department of Correction and the key figure was Commissioner Anna M. Kross whose energy and objectives furnished the dynamics. The Prison Association of New York continued enthusiastically to support every effort on the Commissioner's part toward progress consistent with modern correctional and penological concepts. This position was tenable because in the main what the Commissioner was attempting to accomplish was in harmony with the needs observed by the Association and others from time to time and supported in the direction of advance at every opportunity. Unquestionably the enthusiasm and indefatigable efforts of Commissioner Kross were without parallel for many years. Whatever mistakes that might have been made were far outbalanced by the general objectives toward the fulfillment of which the Commissioner stood firm.

The high light of the year of course was the appointment by Mayor Wagner of a committee to study the organization and management of the Department of Correction. This committee under date of December 3, 1956 submitted its report to the Mayor as a result of six months of close observation and study. The summary of findings and recommendations of the report are as follows:

Summary of Findings and Recommendations of Mayor Wagner's Committee on the Department of Correction

I. Organization

Findings:

1. With 24 people reporting directly to the commissioner, the span of control is too wide for efficient administration.
2. Many general written orders defining duties and responsibilities of top level officials were unrealistic in that they do not apply to the pattern of existing organization.
3. There is no clear delegation of authority and responsibility to officials directly under the commissioner.
4. Too much detail reaches the commissioner and top aides.
5. No provision is made for regular evaluation of operations or programs, nor for continuing inspectional visits to institutions.

Recommendations:

1. that a lay Board of Correction, comprised of nine unsalaried members, appointed by the Mayor for six-year overlapping terms, be established.
2. that the commissioner remain the administrative head of the department, having full responsibility for its direction and management, with assistance from the Board of Correction in policy-making, long-range planning, inspection and appraisal of departmental performance.

3. that there be two deputy commissioners who, in addition to other duties, will carry out the following functions:

(1) one deputy to be in charge of the department's legal and legislative matters;

(2) the other deputy to be in charge of public relations and labor relations.

4. that the secretary serve as administrative assistant to the commissioner and as secretary to the Board of Correction.

5. that the Analysis and Research Unit enlarge the scope of its activities and provide additional managerial assistance to the commissioner.

6. that five new positions be provided for to carry out the proposed organizational plan as follows:

- (1) director of operations
- (2) director of rehabilitation
- (3) head of classification section
- (4) deputy director of operations
- (5) statistician

II. Medical Service

Findings: The following conditions have made the medical care program difficult to administer:

1. The large daily turnover of prisoners.
2. The scattered location of medical facilities.
3. The serious physical condition of large numbers of men at Hart Island.
4. The increasing number of drug addicts in all institutions.

Recommendations: The medical care program should be strengthened. To that end it is recommended:

1. That a Medical Advisory Council be formed in conjunction with the Department of Hospitals.
2. That the Council have the responsibility for making policy and planning a proper medical care program for inmates.

III. Personnel

Personnel administration is one of the major problems confronting the Department of Correction.

Findings:

1. Correction officer requirements fall short of those for fireman and patrolman.
2. Investigation procedures for correction officer candidates are not as extensive as those applied to the investigation of prospective patrolmen and firemen.
3. The Commissioner of Correction, in order to select one of three candidates from the eligible list, must seek the individual approval

of the Mayor. The Police and Fire Commissioners are exempted from this requirement.

Recommendations:

1. That the Department of Personnel reappraise the adequacy of the present standards, qualifications and salary of the correction officer position.
2. That a psychological-aptitude test be given correction officer candidates as part of the civil service examination.
3. That the Department of Correction be granted the power of selecting one of three candidates from the correction officer eligible list, without seeking individual approval by the Mayor.
4. That an investigation of correction officer candidates be conducted by the Police Department prior to establishment of the eligible list.

IV. Training

Findings:

1. The current personnel training program is not designed to reach all levels of the department.
2. The almost constant state of flux in which the present staff education unit exists has militated against long range planning.
3. There is insufficient in-service training for the uniformed force.
4. For the non-uniformed staff, there is neither indoctrination training nor in-service training available.

Recommendations:

1. That the staff education unit be given a place in the organizational structure recognizing its importance.
2. That following indoctrination training, continuing in-service training be provided for all uniformed personnel.
3. That the approved formula for the uniformed staff be revised to provide additional personnel while officers are in training.
4. That training for the non-uniformed staff be introduced.

V. Promotional Opportunities

Findings:

1. Promotional opportunities in the Police, Fire and Sanitation Services concededly are more favorable than in the Correction Service.
2. Under the Career and Salary Plan a new rank of assistant deputy warden was created.
3. Need was established for additional captain posts in certain key areas.
4. No justification could be found for the proposed rank of sergeant.

Recommendations:

1. That the number of wardens (including one superintendent of women's prisons) remain at its present level of six.
2. That the number of deputy wardens (including one deputy warden of women's prisons) be reduced from 19 to 14.
3. That twenty-five positions in the new title of assistant deputy warden be created.
4. That the number of captains be increased by 25 (including two females).
5. That the number of male correction officers be fixed at 1,163 and that the number of female correction officers be increased by two from 153 to 155.
6. That the Commissioner of Correction be given wider latitude in the selection of top level personnel and be authorized to select one out of the top three eligibles on future lists for promotion to warden.

VI. *Rehabilitation**Findings:*

1. Expansion of the rehabilitation program was undertaken by this administration at a time when its basic custodial activities were undergoing reorganization. Long-range planning is still lacking.
2. The rehabilitation program has been too isolated from the custodial activities organizationally and philosophically.
3. The program is experimental and should be so considered. Rehabilitation measures must be adapted to a short term, high turnover, and complex situation.

Recommendations:

1. The rehabilitation program requires better definition and firmer direction.
2. The rehabilitation and custody programs should both be placed under the direction of the chief of operations.
3. The custodial force should be brought into the rehabilitation program.

VII. *The Department's Budget**Findings:*

1. The prison census increased considerably during 1954, the first year of the present administration.
2. These conditions overtaxed the department's facilities and placed additional burdens on the staff.
3. A comparison of the 1954-55 budget and the present one reveals that the department has received a net increase of \$3,748,920, an overall increase of 43 percent.
4. The personal service increase provided for 449 new positions and 4,123 sessions.
5. On August 31, 1956, the department requested additional

positions deemed necessary to carry out the department's mission. The need for each of these positions was investigated by a task force.

Recommendations:

1. That 41 positions of the total of 185 requested for areas other than rehabilitation and medical services be approved.
2. That action on the requests for new positions in the rehabilitation and medical programs be deferred.

VIII. *Recommendations of the Grand Jury*

The New York County Grand Jury on May 8, 1956, submitted to the Mayor a report containing the findings and recommendations of "an inquiry into the conditions and management of the public prisons of the county."

Measures have been taken or are under way to remedy the specific insatisfactory conditions noted in the Grand Jury report. A new organizational plan for the department is proposed, budgetary funds for the improvement of the various services have been provided and plans have been made for the provision of additional facilities. These and other areas of improvement are fully discussed in the appropriate sections of the current survey report.

IX. *Recommendations of The Department of Investigation*

The general findings and recommendations of the Grand Jury coincided with the findings and recommendations of the Department of Investigation. Additional areas covered by the latter agency were related to contraband control, the locator card system, and reduced contact between sentenced prisoners and detention inmates in City Prison, Manhattan.

Observations and inspections were subsequently made by the Department of Investigation and members of the task force to determine to what extent action had been taken by the Department of Correction toward compliance with these recommendations.

Substantial compliance was noted in all areas.

X. *Areas for Further Study.*

In the process of making this survey several areas were touched upon which are relevant to the primary objectives of the department. They are listed here as areas for further study:

1. Specialized Institutions.
2. Dual Jurisdiction of Prisoners.
3. Remuneration for Inmate Labor.
4. Establishment of Trade Advisory Groups.
5. Establishment of Closer Liaison with Probation and Parole Agencies.
6. Alcoholics under Correction Department's Jurisdiction.
7. Statistics.

• • •

The Prison Association is in substantial agreement with the findings and recommendations of the report and so indicated its position in a letter under date of December 10, 1956 to City Administrator Charles F. Freusse.

Appointment of a Board of Correction

This is a major recommendation in the Mayor's Committee report referred to above and we regard it favorably. In a letter of January 7, 1957 to City Administrator Charles F. Freusse, however, we made some observations on the proposed draft of a local law to amend the New York City charter by adding a new section, to follow section 625, to be section 626, as follows:

"Regarding the wording of the bill I would like to offer for consideration the following change:

Sub-division "a", line 1, after the words "board of correction" insert "to promote stability and continuity for the fulfillment of building and prisoner rehabilitative programs".....

"The above suggestion is made to emphasize the basic intent to eliminate weaknesses of the past. This objective is clear in your report and in this respect you have had, and will have, the wholehearted support of all those who are genuinely interested in steady progress in the department. The idea of stability and continuity cannot be over-emphasized in the bill, or otherwise, and my feeling is that if it is stated right at the start it will give it just that much more weight regardless of what is set forth in detail in the various items under subdivision "b", 1 to 6 inclusive."

High Lights of Progress in the Department During 1956

We commend Commissioner Kross for the following further indications toward progress:

1. *Discontinuance of the reformatory at Hampton Farms and transferring the inmates to Rikers Island.* This action was based on the general knowledge that the reformatory at New Hampton was an institution in name only and lacked a program and facilities in keeping with modern standards for a rehabilitative institution for young offenders. There arose problems with regard to housing at Rikers Island. At this writing housing and separation are being improved and ultimately a more satisfactory condition will result through new construction. The academic and vocational provisions at Rikers Island are something in the realm of reality as compared with the vacuum that existed at the reformatory at New Hampton.

2. *Continued development and expansion of a recreational leisure time and educational program in the House of Detention for Women.* The observation of prisoners wholesomely engaged rather than remaining in promiscuous idleness in the various confinement sections of the institution is refreshing and an indication of progress.

3. *The decision to concentrate the housing and treatment of*

youths in the new Brooklyn House of Detention for Men. In this new institution there will be an enlargement of the youth guidance project which has been in operation for months in the Manhattan House of Detention for Men. This is a very significant undertaking and its objective is to start correcting instead of corrupting from the first contact by:

- (a) Eliminating idleness and overcrowding in our prison system which breeds more and better criminals.
- (b) Eliminating promiscuous association within the prison system which calls for specific segregation, classification and programming techniques.
- (c) Eliminating the resultant moral evils encountered in the prisoner's compact living quarters.
- (d) Providing a positive concept of authority through effective treatment procedures.
- (e) Eliminating the feeling of public rejection by providing a relationship of acceptance.
- (f) The elimination of unguided free time on the part of the adolescent during his stay in the detention institution and the substitution of supervised activities.
- (g) By providing the adolescent with therapeutic aids in the form of counselling, group therapy, etc. to prevent his becoming a recidivist.

4. *The problem of overcrowding.* During the year the housing accommodations of the department were inadequate to meet the perennial overcrowding problem that plagues the department. This serious problem was met with careful study and planning with the result that all available facilities were used to best advantage. One point of advantage was to use temporarily the old Brooklyn House of Detention for Men (Raymond Street Jail).

5. *Ten year building requirements for the Department of Correction.* The administration's projected ten year building and capital outlay program is predicated on architectural requirements for modern penological treatment programs and on recognition of changing population trends. This extended program will eliminate the waste involved in the construction of prison facilities at great expense to the city which, in the past, because of the lack of planning, have too soon proven inadequate for current needs. The Capital Budget for 1957 is as follows:

- Project C-58—New City Prison for Male Adults and Remand Shelter, Brooklyn, N. Y., Including Site.
- | | | |
|-------------------------|---|-----------------|
| a. Total Estimated Cost | — | \$10,641,722.75 |
| b. 1957 Capital Budget | — | 50,000.00 |
- Project C-71—Rikers Island, the Bronx, Alterations and New Buildings at the Penitentiary to Establish Vocational and Industrial Training Institutions.
- | | | |
|-------------------------|---|-----------------|
| a. Total Estimated Cost | — | \$16,413,000.00 |
| b. 1957 Capital Budget | — | 432,000.00 |

- Project C-75—Correctional Institutions, All Boroughs, Improvements and Modernization, Including Equipment.
- a. Total Estimated Cost — \$ 506,524.00
 - b. 1957 Capital Budget — 506,524.00
- Project C-74—Adolescent Remand Shelters, Including Sites.
- a. Total Estimated Cost — \$ 9,970,000.00
 - b. 1957 Capital Budget — 310,000.00
- Project C-76—Workhouse of the City of New York, Hart Island, the Bronx.
- a. Total Estimated Cost — \$ 7,840,000.00
 - b. 1957 Capital Budget — 45,000.00
- Project C-73—Institution for Female Prisoners, North Brother Island
- a. Total Estimated Cost — \$ 300,000.00
 - b. 1957 Capital Budget — 300,000.00

6. *Elimination of Personnel Maintenance.* One of the most forward and effective administrative decisions made has been the elimination of official and unofficial maintenance to personnel residing in the various departmental institutions. Maintenance has been a bone of official contention for many, many years. This step has been long overdue and will improve personnel morale throughout the entire department.

7. *Inmates' Commissaries Division.* On May 15, 1956 the Commissaries Division was taken over as a regular city unit and made subject to various requirements. The personnel was placed under civil service by action of the City Council on March 5, 1956. The law placing the commissaries under the control of the Comptroller's Office requires that all purchases now are to be made through and under procedural regulations of the Department of Purchase of the City of New York.

8. *Emergency compensation for reduction of the work week for Members of the Uniformed Force.* Pursuant to a resolution of the Board of Estimate, August 30, 1956, (Cal. 325) emergency per annum compensation was authorized, effective September 1, 1956, for members of the uniformed force below the grade of Warden and Superintendent of women's prisons.

9. *Redesignation of Institutions.* Effective June 1, 1956, (General Order No. 5), the New Hampton institution, as well as all the detention institutions under the jurisdiction of the Department of Correction, was redesignated as follows:

Present Designation

New York City Reformatory
 City Prison Brooklyn
 City Prison Bronx
 City Prison Manhattan
 City Prison Queens

New Designation

Branch Workhouse, New York City
 Brooklyn House of Detention for Men
 Bronx House of Detention for Men
 Manhattan House of Detention for Men
 Queens House of Detention for Men

10. *Visiting Procedure for Inmates Serving Sentences.* Effective September 17, 1956, the issuance of regular routine visiting passes for inmates by the Central Office was discontinued except for passes relating to lawyer visits, social agency visits, etc. The effect of this is to place the responsibility for permitting institution visits with the head of each institution, subject to the general oversight of the Central Office of the Department.

11. *Hazard Inspection Survey.* On August 14, 1956, a request was made of the New York State Department of Labor to undertake a hazard inspection survey of the production industries, maintenance shops, mess halls, etc., of the various departmental institutions. Inspection visits were made at the Manhattan House of Detention for Men; Penitentiary of the City of New York, Rikers Island; Workhouse of the City of New York, Hart Island; and House of Detention for Women.

A report of the findings of this survey was submitted to the department on October 9, 1956; all personnel involved in the program for the elimination of the hazards found (Department Memorandum No. 56, October 29, 1956) have been authorized to proceed by either outside contract or use of institutional and departmental labor, to rectify the various prevailing situations.

12. *Transportation.* This is a severely taxed division of the department and during the year did exceptionally well considering the daily task that confronts it. There was continual alertness to improvement of service and facilities wherever possible.

13. *Mental Health Board Grants.* The Mental Health Board provided grants to aid in the recruitment of psychiatrists and psychologists and other specialist services. This is all in the right direction and requires continued effort and support.

CORRECTIONAL PHILOSOPHY FOR NEW YORK STATE

by EDWARD R. CASS *

Those of us who have an intimate knowledge of prison administration, probation and parole in this State for forty years or more can remember when the heads of prisoners were shaved, they wore stripes, they marched in lockstep, were held in punishment with chains, and not infrequently callously treated. Those were the days when inmates were locked in small, damp, narrow, vault-like cells at Sing Sing for long hours and over the week-end from Saturday afternoon until Monday morning, unless they were religiously inclined and went to Chapel. It was not infrequent to observe two men together in a cell unsuitable for the detention of one, and in addition there was the much-complained-about bucket system. (Same was true of Auburn and Clinton.)

Exercise and recreation periods in the yard were non-existent, except for the movement back and forth from the mess hall, the shops, and the cell house. Those were also the days when we had a Parole Board of three full-time members who devoted only four or five days a month to going from one institution to another, frequently entering with a watch in one hand and a timetable in the other, and released over ninety per cent of the prisoners at the expiration of the minimum. Under these conditions we had a slight semblance of the indeterminate sentence and, in addition, the important work of supervising and counselling those on parole was left to outside agencies, without cost to the State. At that time the State was spending less than \$35,000 annually on parole while today we are spending over two million and one-half (Personal Service—\$1,924,792.00) — Expenses and Maintenance — \$673,260.00—Total \$2,598,052.00) and, therefore, have a right to expect a great deal more by comparison in the way of satisfactory performance. I am certain that sound administration will prevail and progress result through the warmth of interest and the efforts of the present chairman of the New York State Division of Parole, Mr. Lee B. Mailer. Too many counties were without a probation system and, with a few exceptions, those having a so-called probation service were inadequately staffed and lacking in organization and procedure.

Most of the prison buildings were antiquated in design, scientific feeding was unheard of, and the results of parole so far as the Elmira Reformatory and the prisons were concerned, was anybody's guess, since high claims of success could not be satisfactorily proven. Politics ran the prisons—we had no civil service for wardens or keepers. Sing Sing had 37 wardens for the period of 95 years between 1825 to January 1920, or an average period of 2.56 years

* Vice Chairman New York State Commission of Correction; General Secretary, The Prison Association of New York and The American Correctional Association. This address was delivered at the opening evening general session on July 30, 1956, of the Frederick A. Moran Memorial Institute, at St. Lawrence University, Canton, N. Y.

each. Auburn, between 1818 and 1919 had 40 wardens for the 100 year period or an average of 2.50 years each. Patronage was dispensed mainly for the benefit of those in the area in which the institutions were situated. The Great Meadow Correctional Institution, authorized in 1909 and opened in 1911, was going strong in 1913 and 1914 and for some time was known as our honor prison, which some of us proudly exhibited to foreign visitors and exalted to the citizenry of this State. There was no wall. The institution was in its infancy and there was an abundance of productive labor. The warden was a man of marvelous personality who mingled with his inmates, inspired them, and had their respect and confidence. It was really a happy community. Reforestation, lumber and road camps were in operation at Clinton and Auburn, and they, likewise, were highly praised in reports and spoken words. Today we hear of the desirability of camps, farm activities, and other outdoor projects as if they were new discoveries, whereas they are simply a revival of the past, pointing up once more the oldness of the new. Here it should be noted that something more than good air, open space, and no restraints are needed to develop or reshape character and personalities because the former alone can not achieve it as has been demonstrated, nor can they perform miracles. I will admit that they sound sweeter than some existing media. Similar comment is in order regarding the subsidizing of probation, individualization of treatment, classification of prisoners, reception centers, and the training of personnel. It should be noted here that the proposal for a reception center goes as far back as 1916 when the attempt was then made to have Sing Sing Prison remodeled and serve only as a receiving and classification prison on the theory that aside from the scientific requirements it was a logical move since the greater percentage of commitments came from the New York City area. Therefore, it took us between 1916 and 1945 to have the reception center idea become a reality although limited to a certain age group. In this respect there was had the important interest and backing of Governor Dewey. Once again it should be noted that progress is slow but it, nevertheless, is important to keep desirable objectives before correctional workers, the legislature, and people until their final fulfillment. *The fault has been not so much the lack of earlier thinking and proposals, but the absence of funds and implementation, due to the non-existence of long-range programs or their continuity, administrative hostility and indifference, changes in administration, and a hot and cold public attitude toward the prisoner.*

I cite the above, certainly with no intent to be cynical or to indicate disappointment, but, on the contrary, to indicate to some of you here this evening who are relatively newcomers in the field that despite what we might lack today, the State has progressed. Many of the shortcomings of those years have been overcome and none of us will be happy to see a return to the past that would make for revival of its evils, particularly the injection of politics into our State Department of Correction, in any manner whatsoever. It was a

Democratic administration, under the wise guidance of Governor Smith, that responded to the plea that the wardens be placed under civil service. This was the first big step to take the prisons out of politics.

The creation of a Prison Department, later to be known as a Department of Correction, was not a quick accomplishment, as the record will clearly show. It required years of persistent effort to not only defend and maintain the indeterminate sentence, but to bring about the creation of a new parole organization and operation. The same can be said about the improvement of the physical facilities, with particular reference to the long years of struggle to eliminate the stone vault-like cells at Sing Sing, and finally Auburn and Clinton. All these improvements required courage, patience and insight, mostly on the part of outside agencies and interested citizens, with the help of some scandals and uprisings. Many in the service today should be thankful for these unselfish pioneering efforts that give them a satisfactory livelihood and stability.

I would not, of course, want to give the impression that we have, in any way, reached a state of perfection or even a satisfactory level by comparison with other areas, but I do want to assure you that we have moved forward. We should never be content with the attitude that we have reached the limit and, therefore, a status quo is acceptable.

The logical question now is—in the light of this progress which has been costly in dollars and cents—is the public getting a satisfactory return for its investment? There is no question that we have gained on the side of decency and humaneness and that we have established in our institutions a setting that is less likely to embitter and harden inmates as was true of other days.

In the past; 1925-1926, for example, the Prison Department could be maintained for \$2,961,732.50. With an increase in the number of institutions and other added costs, there is involved for 1956-1957 \$33,674,457.00,—a sizeable outlay even in this age of astronomic figures. Capital construction figures are not included in the above.

Regardless of improved results in the post-institutional behavior of inmates, there is still too much recidivism and, therefore, we are confronted with a challenge unless we are to be content with the present rate, and admit that we have exhausted all ways and means of halting the return, in this State or others, of former inmates.

I can almost hear the murmur throughout this audience revolving around the important question as to what can be done to give at least some promise of a higher percentage of rehabilitation.

The first need, as I see it, is a closer relationship between the Albany office and the institutions and thereby dispel whatever remains of the idea that each prison is a separate autonomy. It is desirable to drive home the point that each unit is a part of a system and must be integrated into a whole and guided by a vibrant, inspiring, and enlightened leadership, coupled of course with a well-defined program, designed for the protection of society and the

re-building of broken lives. This relationship should be devoid of elements of fear or unapproachability as has been experienced, and instead, based on mutual respect and desire for teamwork and professional competency.

I am encouraged to know that a start in this direction has been made by our present Commissioner, Thomas J. McHugh, who, because of his background in the correctional field and his general attitude and desire for progress, deserves the support of all right-minded people. His efforts should show increasingly worthwhile results, provided he is given the necessary support, including of course conscientious and competent personnel.

Theoretically at least, the philosophy of more recent years has been to place emphasis on education—in its broadest sense and the equipping of inmates to lead law-abiding and self-maintaining lives and less on the idea of vindictiveness. Nevertheless, to do justice to the former, there must be more implementation of sound observations and proposals, some of fairly long standing.

COORDINATION OF STATE'S CORRECTIONAL SYSTEM

The Prison Association of New York, a semi-official body, which has an enviable record of more than 111 years of pioneering in the field of correction in this State, has advocated and urged that legislative support be given to the further coordination of the State's correctional system. While much of this may be accomplished by administrative direction, legislative approval of the necessary funds is needed. Coordination, in this sense, may better be defined as centralization of services within the headquarters of the Department of Correction. New York has long been in need of a centralized, department-wide classification system, looking toward the more efficient utilization of the wide variety of institutional facilities now available. Further, there should be centralization of other special services, such as expanded educational services, medical, industrial, etc., each placed under the immediate supervision of a deputy commissioner. This presupposes that the deputies are persons of professional competence. There is no alternative to efficient correctional administration. In general, and in theory at least, the responsibilities of classification and treatment, institutional services, personnel and administration should each be placed under a competent deputy commissioner.

APPOINTMENT OF INSTITUTION HEADS

It would seem desirable to remove the restrictions relative to the appointment of correction institution heads. While the appointment of correctional institution heads is an administrative matter between the civil service and correction departments, our Association urges favorable legislative support of the removing of certain restrictions that now preclude the appointment of wardens and superintendents from outside custodial service.

This is in no sense a criticism of the custodial group. It is, how-

ever, a criticism of the present system of appointment. We feel that institutions should be under the direction of the best possible persons, and limiting civil service examination opportunities to those in the unformed ranks solely is not in the best interests of approved correctional administration. As we have indicated previously, if the correctional service is to be career-centered, surely no special group should be singled out as the only ones qualified. We would make the same recommendation if appointments were restricted to any other special group, such as physicians, business managers, educators, etc. What we disapprove of is the fact that restrictions such as presently apply serve to deny equal opportunity for qualifying as superintendent or warden. It is obvious that many desirable persons, with years of experience, lose interest in the correctional service when promotions are not available to them. It is our recommendation that promotional examinations for top administrative posts be opened to all qualified departmental personnel, including the custodial personnel. Any other practice is simply short-sighted, and not in keeping with correctional procedures noted in those states generally regarded as having top-flight correctional systems.

EXPANSION OF RESEARCH

One of the most important requirements is the need for the expansion of a research program. I am mindful of how weary we can become at a time when the air is full of proposals for research. However, while the Department has long collected statistics and factual material, it has not had the benefit of specialized methods and research personnel to transfer figures into facts and to make appropriate analyses. On the basis of many decades of observation of the correctional field locally as well as nationally, we hold to the opinion that the Correction Department requires its own exclusive research staff and service. We do not favor a consolidated research service, and state quite pointedly that correction should maintain its own special service, free from interference by other departments or commissions. This proposal of the Department evolving its own function and that of its institutions is proposed along lines similarly employed by big business in order to avoid settling down to a level of self-satisfaction and admiration. The time, it would seem, is appropriate for an exercise in "stock-taking," with answers sought to such questions as: Do the results justify the type of facilities and program? Is the institution a "paying enterprise"? What dividends are realized from the investment? Is the institution a paying enterprise in terms of rehabilitative effort? What is the public getting for its money? What—the taxpayer?

The foundation of a promising research center has been laid in the Department and it should be wholeheartedly encouraged by central office and institutional personnel, and adequately financed.

It should not be overlooked that the effort to translate a rehabilitative program into actual operation has been strongly overshadowed for too many years by the emphasis on custody, with the frequent comment that we have had practically no escapes and

uprisings. Important as these observations are, obviously they do not serve to fully measure the effectiveness in any attempt for the fulfillment of a rehabilitative program.

INCREASED EMPLOYMENT

A glaring weakness in our system is the lack of adequate employment for prisoners and that, of course, brings us to the subject of prison industries. It is urged in one direction that we have vocational training and in another that we have industrial production. Both are highly desirable, and the possibility has been demonstrated in various areas of their co-existence. It is an irritating experience to observe able-bodied men loafing in prison or participating in over-manned jobs or going through the pretense of occupation,—all of this, of course, at the expense of the tax-payer. The other side of the picture is that of mothers and wives and children on the outside who are really bearing the shock and brunt of the prisoner's confinement, struggling for existence and relying on relief from public and private sources. It is true that prison labor was exploited, and sometimes shamefully, in the past, and organized labor has good reason to remember this. In those days prisoners worked too often for private gain, and further, whether they were able physically or not to do so. However, most of those evils, through Federal and state laws, have been removed, but, nevertheless, the problem of inadequate employment remains a challenge. We know that there are those who very much desire the curtailment or even abolition of prison industries and some of them are quite articulate. However, it would seem that there should be a way to bring government, business and labor together for a better understanding of the problem, what it means to all concerned, and thereby bring into play a sharing of opportunity for production on a reasonable and profitable basis. A very encouraging demonstration has been made now for a number of years by the Federal government through the operations of its Federal Prison Industries Corporation. The Corporation is made up of representatives of the Federal government, business, labor, the consumer, and agriculture. If the Federal government can do it the question naturally arises, could not the same arrangement be worked out on a state level operation? The adage of live and let live is necessary for a solution of the existing problem. Idleness anywhere is to be condemned but at the same time it should be kept in mind that many prisoners are not idle by choice. They are idle because adequate work outlets are not provided by the state and for this shortcoming irreparable damage results and considerable injustice prevails.

FUTURE NEEDS

Another need is for the development in the correction field and with particular reference to the operation of institutions, an awareness of future needs. The State can ill afford the old practice of delaying the construction of new buildings until danger enforces the issue. Continuous increase in the prison population of New York

should serve as a fair warning that in the not too distant future, if not at the present, additional facilities will be required. The people of this State should profit by the unfortunate experience of other states where improvements and added facilities have come only as a result of costly experience. In other words, there is need for a long-term planning and advisory committee which would be expected to prepare a master plan for the next decade or longer, again patterned after the operations of big business. Such a plan would not only involve the future but the present to the extent that the reception center idea would be expanded, to include not only the present age group but the entire population as well. An expanded diagnostic center would enable us to more intelligently proceed with those who are given to the custody of the Department.

EXTEND INTERPLAY BETWEEN CORRECTION AND PAROLE

We have need also for extended interplay between the Division of Parole and the Department of Correction to allow for mutual planning and consultation relating to programs of treatment for prospective parolees. It would seem that this can be done without fear of interference or trespassing on either side and ultimately with mutual benefit and for the public good.

PUBLIC RELATIONS

It has been noted that correctional personnel frequently pull in their reins at the sound of the phrase "public relations" and it would seem to be in order to discuss the true meaning—and our meaning—of the term. One of the best definitions of public relations is that of W. Emerson Reek, as quoted in "Public Relations Handbook" edited by Philip Lesley, namely: "Public relations is the continuing process of creating, shaping, implementing, and interpreting policies that will emphasize an institution's sense of social and moral responsibility." There is not time now for a detailed discussion of public relations, but I do want to emphasize the need for a clear-cut policy based upon accepted principles of informing the public. In the above quotation it would appear that the words "continuing process" are the keys to a successful program. Many who are informed of the value and need for an aggressive public relations program too frequently consider it but a temporary matter. On the contrary, an effective public relations approach requires constant attention and the development of a thoroughly understood philosophy at the top administrative level. As Abraham Lincoln once remarked, "Public sentiment is everything. With public sentiment nothing can fail, without it, nothing can succeed." The application of these words of wisdom in correctional administration would be well to the point. I urge that there be developed within the Department of Correction a sound public relations program to overcome the hesitancy and aloofness and secrecy of the past. It is indeed very encouraging to note that there is

already a movement in this direction, not only with the warmth of interest and cooperation of Commissioner McHugh, but also with the endorsement of Governor Harriman. We note with pleasure that the Commissioner is getting about the State, telling of his work—Commission of Correction reports are again being released to the press, and news bulletins are coming from the office of the Department. The revival of this practice and its expansion is most welcome. All of this tends toward public support and it is axiomatic that public support can be gained only if an informed body of opinion exists among the taxpayer group.

QUALITY OF PERSONNEL

Now I come to something extremely vital—I might say the core of the whole business regardless of the best-conceived philosophy—that is, naturally, the quality of personnel in all classifications. While a law is no better than its enforcement, by the same token, the best planned correctional system or medium is no better than the attitude, qualifications, and operations of the personnel to which it is entrusted. Soundness of character in this connection can not be over-emphasized. Probationers, prison inmates, and parolees should not be coddled or held with scorn. However, those in whose charge they are given should, on and off the job, be worthy of respect and emulation. Prisoners are quick to recognize "phonies," and they, like children, can profit by good example.

Finally, in conclusion, so far as the time of this evening permits, I would like to leave with you this comment and summary observation. At least two types of mind are found in our ranks. The one type, like Wagner in Goethe's Faust, marvels at the splendid distance we have traveled, and gloats over the difference between the present and what used to be. The other type of mind, of which Faust was the example, is impatient and profoundly dissatisfied because progress is not more speedy. The superficial Wagner dodges the facts of the present. The man of the laboratory, Faust, faces boldly the unaccomplished tasks. Some American courts, correctional and penal institutions, are becoming laboratories, instead of simply places for trial and the deprivation of the liberty of human beings. It is from such laboratories that the newest facts are coming, statistical, psychological, and physiological, facts extricated from the complex personalities of prisoners, after long and sympathetic study. To the laboratories, the courts and the institutions in the past, have rarely gone. Therefore, these agencies must come closer together, not with the idea of one gradually displacing the other, but very clearly with the idea of working together, shoulder to shoulder, for the fulfillment of their responsibility to society, to wit, its protection.

We must look to the closer union of these agencies and the cautious, intelligent, courageous, honest, politically free utilization of their powers and findings, coupled with an ever-increasing and constant public interest, for the progress necessary for the better protection of our people from the criminal.

WE CAN STOP THESE RECURRING PRISON RIOTS!

Disturbances Reveal Deeper Ills of Nation's Penal System, and New Concepts as to Remedies, Declares Prison Association of New York.

A thousand shouting inmates in a fortress-like State institution suddenly overwhelm their guards, seize hostages, wreck the interior, set fires everywhere.

Tear gas, the State Militia, virtual warfare... another major prison riot in the United States has broken out.

Close to 100 riots and serious disturbances have swept the nation from 1950 through 1956—a dozen on the average every year. Hundreds of officials and inmates have been wounded or slain. Whole communities have been terrorized by mass breaks. Property destruction within prisons is estimated at more than \$10,000,000. \$5,000,000 damage is reported at one institution alone, in the great Missouri penitentiary riot of 1954.

Few states have been spared these spectacles.

Since 1950, uprisings have taken place in prisons in two-thirds of the states. 1955 began with one of the greatest revolts in prison history in Boston at the Massachusetts State Prison, the scene of a spectacular siege for over a week.

Finding the Answers

What are the causes of the nation-wide series of riots?

What can be done to stop these recurring challenges to public safety and to law and order in America?

The Prison Association of New York, a citizen-directed correctional agency engaged for over a century in seeking more effective means of crime prevention and treatment, undertook to find out the answers.

After a study of major outbreaks in Massachusetts, Pennsylvania, New Jersey, Illinois, Missouri and other states, the Association makes public these findings:

- Antiquated methods of handling and treating prisoners are at the root of today's wave of riots.
- Riots will continue to occur until the 18th century "custody and punishment" system almost universally in effect in the nation's prisons is replaced by new concepts in penology.
- Riots are only the symptoms of basic defects in our whole prison system, which fails throughout to reform and rehabilitate.

Specific Causes Cited

Here is the Prison Association's roster of the principal causes of the nation's riots:

1. *Political Meddling and Mismanagement.* The traditional use of prisons for patronage purposes, resulting in the designation of lax, untrained and often completely misfit appointees to administrative and guard posts is one of the basic wrongs of our prison structure. Out of this flows related abuses—graft, bad food, favoritism, brutality, the sale of pardons and misuse of parole, which drive inmates to revolt.

2. *Prisoner Idleness and Overcrowding.* Nothing, says the Prison Association, is more searing to mind and soul than incarceration accompanied by idleness and over-crowding. In the State Prison of Southern Michigan, the Association reveals, close to 6,000 prisoners are jammed. In San Quentin nearly 5,000 are herded. Joliet has over 4,000 inmates. These overly large institutions, the Association declares, are penological and administrative monstrosities. Mammoth prisons are powerful incentives for the spirit of rebellion, and completely negate any effort for an intelligent rehabilitative process.

3. *Antiquated Institutions, Inadequate Personnel.* Substandard institutions with fire hazards; conditions unfit for human habitation; underpaid and incompetent personnel; these, the Association says, goad men to uprisings.

In the United States today, the Association points out, only 11 percent of State penal institutions have been built in the last 50 years. 89 percent are from 50 to more than 100 years old.

4. *Inadequate Classification and Non-Segregation.* The indiscriminate mingling of masses of hardened criminals and first offenders, of the vicious, diseased, perverted and mentally ill, young and old, are strong provocations for resentment and rebellion, the Association's findings show.

In its studies of the major disturbances which have flared in the past few years, this was the recurring pattern found to exist prior to the outbreaks.

Prisons Fail in Their Basic Job of Reformation

Riots will continue to occur, the Prison Association warns, as long as the present outdated, mass punishment system remains in effect.

That system is not only the cause of the national rash of riots, but is the basic factor in the wholesale failure of our prison system to reform and rehabilitate.

The association points to this indictment of our prison system: Two-thirds of the 175,000 offenders in federal or state prisons today have gone *unchanged* through not only one but often two, three or more incarcerations.

The antiquated, hit-or-miss prison system of the United States simply contributes to building up an habitual, roving criminal group which the F. B. I. recently estimated numbers 3,000,000.

Future Dangers Cited

The same prisons of the nation which now fail in the job of reformation will also receive a good proportion of the estimated

1,000,000 juvenile delinquents in the country today, the Association points out.

Six out of every ten juvenile delinquents, official studies have shown, are destined to become involved with the law and will enter an institution that will have little or no influence on halting their careers in crime.

New Methods Demanded

Long overdue, and urgently needed in America today, says the Association, is a new type of penal system, new in spirit, in method and objective.

Says Dr. Ralph S. Banay, former head of the psychiatric clinic at Sing Sing and penological authority: "A large percentage of habitual criminals could be rehabilitated if currently available techniques were used." With other forward looking specialists, Dr. Banay holds that "it is possible to reach the basic emotional drives that underlie criminal behavior. Criminals guilty of such diverse crimes as arson, burglary, homicide and assault have been successfully treated and have remained socially adjusted afterward."

The keys to both riots and rehabilitation reside in a sweeping program of correctional reform in the penal system of the United States, the Prison Association declares.

It sets forth the following platform for the conversion of our present inadequate system into an up-to-date and effective process for salvaging and rebuilding the lives of tens of thousands of anti-social human beings a year.

Thorough-Going Overhaul Demanded

In a ten-point program of basic overhaul of the nation's prisons, the Association sets forth the following as essentials:

1. *Old Structures Must Go.* States must institute new building programs to replace century-old structures, with smaller units prevailing.

2. *Increased efficiency.* Better paid, better trained personnel, operating under civil service standards and completely removed from politics, is an urgent need throughout the penal system.

3. *Proper Screening and Classification.* Reception Centers in each state must be instituted as a general practice, providing for the processing and classification of prisoners immediately upon commitment, thus paving the way to effective, intelligent treatment.

4. *Adequate Separation.* There must be designation of prisoners for the handling of diverse types of criminals, especially the youthful offender.

5. *Introduction of Treatment Programs.* Rehabilitation programs under expert guidance should be established in our prisons, including medical and psychiatric diagnosis and treatment; inmate counseling and guidance; and educational and avocational courses.

6. *Provision of Jobs.* Correctional industries, providing not only vocational training but the payment of reasonable wages as well, are also an urgent need in the nation's prisons. The present embargoes that prevent many prisoners today from manufacturing goods should be lifted. Our prisons, now costly tax burdens, could often become self-supporting, the Association claims, and some prisons could even be run profitably.

7. *Wider Use of Probation.* Probation could be far more widely used than at present, were probation systems overhauled and probation officers made available with sufficient competence to be trusted by judges. Probation gives a man the chance to reform himself, and reduces the cost of prison operation.

8. *Expansion of Parole.* Parole is one of the safest and most effective ways we have to undertake reformation, the Prison Association declares, and urges its extension under nonpolitical auspices.

One third of the country's prisoners have been committed for minor infractions, the Association states. Mr. Lee B. Mailler, Chairman, New York State Board of Parole, points out that it costs \$165 a year to supervise and assist a parolee as contrasted with \$1600 to keep a man in prison and \$4000 in a reformatory.

9. *Revision of Antiquated Laws.* Archaic and obsolete laws often hamstring many State Departments of Correction, and tie the hands of correctional commissions. The Prison Association urges that existing laws be brought in line with the best correctional standards.

10. *State Programs of Public Information.* To combat public ignorance regarding prisons and correctional progress, every State should establish an official program of public information concerning its penal institutions, the Association urges.

Popular Fallacies Impede Progress In Prison Reforms

The primitive practices current in the nation's prisons today reflect deep-seated beliefs held by the American public as the way to treat criminals, the Association states.

When put into practice, the Association maintains, these misconceptions are not only the sparks that ignite riots and rebellions but are blocks to the introduction of new and hopeful methods for turning our prisons into civilized, curative instruments for the regeneration of society's offenders.

"Pack 'em in, and keep 'em there!" is a commonly expressed attitude.

Yet mass incarceration, in maximum security institutions, the Association's investigations show, often provide the incendiary setting for riots and rebellions. Not more than 20 percent of prisoners need be placed in maximum security prisons, the Association's findings reveal.

"Treat 'em rough. They knew what they were doing. So let 'em have it!" is another widely held viewpoint.

Repressive measures and brutality, however, rate high on the Association's list of riot causes.

"Isolate 'em!" The surest way to break the mind and spirit and incite to vengeance is solitary confinement, the Association has discovered.

Fat formulas like these to anti-social behavior, states the Association, have been repeatedly tried and failed all through penological history. No longer can we simply "lock 'em up any old way, and forget 'em!" They won't stay forgotten and repressive measures not only fail to halt riots but are completely ineffective in the achievement of reform and rehabilitation.

There is hope, however, that out of our persistent prison disturbances, out of the wide-spread failure of our penal institutions to serve as correctional institutions, and out of mounting crime and juvenile delinquency, the American public will be shaken into taking a good, hard look at its prisons. They may then demand that these institutions, which cost them, as taxpayers, a quarter billion dollars a year, function as genuine rehabilitative instruments rather than as costly, punitive, custodial failures.

Today our prisons are the most neglected institutions in the nation. They are remote from common concern. They suffer from the separation, and the public pays dearly for its ignorance and apathy.

It will take a thoroughly aroused citizenry to remake our outdated prison system into an effective, modern one, the Association states.

What Citizens and Communities Can Do

Leading individuals in every community across the land must initiate the task of reformation and lead the way.

They can begin by finding out the conditions that exist in their town and county jails. Are they well run? Who appointed the administrator? How competent is the staff? What do they cost? Is a general housecleaning needed?

If conditions are unsatisfactory, local newspapers, churches, women's groups, fraternal, civic and business organizations must be roused to action. Cleaning up the local prison is a project worthy of the labor and attention of the entire community.

On state levels, state-wide counterparts of local committees should be formed to investigate and report to state officials, correctional commissions and state legislators.

In half the states, the Prison Association points out, there are existing, privately administered correctional agencies or prison associations whose effectiveness could be vastly augmented by the backing and membership of large numbers of interested citizens. Every state should have such a "watch-dog" agency to turn the searchlight on primitive prison conditions, mobilize public opinion and bring it to bear upon public officials.

More Money Must Be Spent On Our Jails

Legislative purse strings must be unloosened if reforms are to be accomplished. "Lack of money is the root of a large percentage of the evils in our penal and correctional services," recently stated Richard A. McGee, Director of California's correctional system.

The public must exhibit its willingness to pay the cost of converting a hugely wasteful and inefficient custodial system to a really corrective one, in the same way it now gives its support to the cost of good highways, better educational institutions, and public health measures.

Money spent on the transformation of our prisons is sound economics, Edward R. Cass, General Secretary of the Prison Association, asserts. "Money expended now on our prisons will save money in the long run," recently declared Governor Christian Herter of Massachusetts after studies in which the Prison Association participated revealed the State's prisons "in a deplorable state".

Increased appropriations for our penological system will pay off, the Association points out, in returning thousands of salvaged lives to productive efforts in society. Reformation will cut substantially the estimated \$15 to \$20 billion annual cost in criminal destructiveness, the \$2 billion annual cost for the administration of criminal justice, and the quarter billion dollar cost of prison operation each year.

Let's Get Through Crime to the Criminal

Long overdue and, with increasing urgency needed, is a fundamental attack on criminal behavior, the Association declares. Our prisons must get through the crime to the criminal, and correct his anti-social behavior.

The nation's prisons can become social laboratories of the first order, the Association maintains, comparable in social usefulness to the nation's great medical centers and laboratories in determining the cause of disease as well as treating its manifestations.

Our prisons today, with their incarcerated tens of thousands, present the biggest opportunity in history to apply the great advances of our era in medicine, psychology, psychiatry, the social sciences, education and other fields to the causes and cures of criminal behavior.

We can demonstrate, the Prison Association maintains, that man's nature can be changed for the better. In terms of safety and protection to every citizen and to our economy as a whole, correctional institutions that really correct will be worth the price and the effort.

TRANQUILIZING DRUGS AND CORRECTIONAL PSYCHIATRY

By HENRY BRILL, M.D. *

Tranquilization by drug action is not new to medicine; products of the opium-poppay, alcohol, hyocyamus and a number of other preparations have been used to control abnormal excitement and tension at least since the days of the Greeks and the Romans, while in more modern times chloral, paraldehyde, bromides and barbiturates have been administered in vast quantities to tranquilize the mentally ill and the nervous and to protect the physically ill from the effects of unrestrained play of fear and anxiety. In addition, no small part of all normal and pathological indulgence in alcohol and drugs can be traced to this same need for tranquilization among large numbers of persons.

In discussing the new "tranquilizing drugs" it is therefore necessary to keep clearly in mind the way in which they differ from the narcotics, sedatives and intoxicants which were previously used for such purposes. Much of this paper will be taken up with a consideration of this question but it may be well to summarize the situation at the outset by saying that the new agents may be given for long periods in high doses without harmful effects on the personality; they leave no "hangover," produce no "bang" or euphoria; neither habituation nor addiction is a feature of their use, and they leave the patient alert, mentally clear and capable of cooperating with his treatment. Finally, it has been amply demonstrated that these medications exercise a favorable influence on the course of a number of forms of mental illness and a substantial number of drug treated cases have been freed of symptoms and enabled to resume their places in society after release from State hospitals. The tranquilizing drugs are not a universal psychiatric treatment nor are they free from undesirable side effects, but properly administered, they do represent an important advance in therapy.

Place in Correction

What place could these tranquilizing drugs have in correctional psychiatry? What are their possible values, limitations, indications, contraindications and complications? These were among the first questions to be raised when, in the spring of 1954, chlorpromazine and reserpine, the first two drugs of this type, became available for general use almost simultaneously in this country. Since then a very large amount of experience has accumulated with regard to this

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Numbers in parentheses in the text refer to sources listed in the bibliography at the end of the article.)

kind of medication and although much more remains to be done and evaluation is far from complete, nevertheless a review of the information now available reveals much that appears to have specific application to correctional psychiatry. Most of the work has been done in civil state hospitals and the material in this paper is largely drawn from experience in the Department of Mental Hygiene institutions in New York, yet in many ways it runs parallel to what has been established by studies in the Department of Correction and the conclusions drawn from these two sources appear to support and confirm each other.

Early in the course of this work we had an opportunity to compare notes when in December, 1954, the Mental Hygiene group met to review the results of treatment in its first 1,800 cases treated in pilot projects throughout the State; representatives from correctional psychiatry were present and joined in the general agreement as to the apparent broad usefulness of chlorpromazine and reserpine. Since then, reports and personal communications (1-3) from psychiatrists working in various correctional settings have continued favorable and today, prior to the presentation of this paper, an informal seminar was held on this topic and as a result of the discussion it became clear that the place of tranquilizing drugs in a correctional setting was becoming clearly defined.

The institutions for the mentally ill in the Department of Correction, Matteawan and Dannemora, were using chlorpromazine and reserpine much in the same way as were the civil State hospitals, while the other correctional institutions found that these medications were of significant value in relieving a build-up of tensions in prisoners who otherwise might display explosive behavior disorder or outbreaks of clear-cut mental illness. The annual report from Auburn (4) quoted figures to indicate that the number of disciplinary actions required in a group of 61 treated cases was reduced from 138 in the year prior to medication to 74 in the year when it was used, and the number of prisoners who had to be transferred to Dannemora for mental illness was reduced from 30 in 1954-55 to 23 in 1955-56. Reports from the Dannemora State Hospital were similarly favorable, although it was felt that there had not yet been sufficient time for a firm statement to be made.

Different Population

The Mental Hygiene Department's experiences with the tranquilizing drugs cannot be applied in toto to the operations of the Department of Correction since they are based on a population which differs in many important respects, such as the proportion of women and older persons, as well as in the type of psychiatric disorder and especially in its manifestations which tend to be concentrated at different points along the psychiatric spectrum; nevertheless, there is a considerable overlap in the actual clinical problems. In addition, many of the conclusions which can be drawn from work with mental hospital and State school patients are of a general

nature and thus may be of interest to those who are working in a correctional setting; it offers data which may be compared and contrasted with the experience in Correction, it may be examined for points of confirmation, contrast and comparison, and, taken in conjunction with the Correction experience, it allows for a pooling of information that can be of mutual value. For these reasons a review of the experience of the Department of Mental Hygiene with the tranquilizing drugs which now exceeds 50,000 cases, the bulk of it with chlorpromazine and reserpine, may prove to be of some interest in relation to correctional psychiatry.

Mental Hygiene first undertook full-scale use of chlorpromazine and reserpine in January, 1955, and within the next fifteen months these medications had become by far the most extensively used type of physical treatment for mental disorder ever applied in these institutions. By March 31, 1956, 19,801 cases were under drug treatment in the State hospitals while all other methods of somatic therapy together accounted for only 4,191 patients. Nor was the method limited to the State hospitals; disturbed and destructive behavior among the mentally defective also was found to respond well and the State schools had 1,545 under treatment on that date. As drug therapy was increased, restraint and seclusion decreased throughout the department and within fifteen months had been reduced by some 50 per cent, while morale of patients and employees on disturbed services showed an outstanding improvement which was clearly reflected in the appearance and atmosphere of these areas.

Over-all Effect

Although known as tranquilizers, because of their immediate action, the drugs also have a direct over-all effect on mental symptoms when used over a period of time and patients under drug treatment show a rate of remission which compares favorably with what can be achieved by other forms of somatic therapy. During the fiscal year 1955-56 when the impact of large-scale use of chlorpromazine and reserpine was first fully felt, there was a 23 per cent increase of releases from the New York State mental hospitals and their population actually fell by 500. This was in contrast to an average gain of 2,000 per year for the previous ten years and a gain of 2,421 for the year 1954-55. While other factors played a part, there was little question that the change was attributable, at least in part, to the use of the new drugs. One of the most striking observations was that even among the very chronic cases a small number improved and were able to leave the hospital. While this group particularly requires continuation of medication after returning home, the results were highly impressive because remission of mental illness in cases of over five years of continuous hospitalization is not a usual event and their outlook had not been improved by other forms of therapy except by the operation of lobotomy. It should be pointed out that the fall in over-all State hospital population was not due to a reduction in the number of admissions, which remained high,

and, in view of the fact that the State schools did not share in this fall, it may be surmised that no general social change was involved.

During the course of this extensive program of drug therapy a number of general principles have emerged as to technique, indications, contraindications and complications. While these apply mainly to chlorpromazine and reserpine, they also involve a growing experience with most of the other more recent tranquilizers.

Not Independent

One of the firmest conclusions is that while these medications represent a valuable addition to previous techniques and programs of psychiatric therapy they are best used in conjunction with them and not independently. Still required are such standard items as the creation of favorable environmental situations, removal of stresses, and the provision of the human aspects of psychiatric treatment, especially the opportunity to talk to a psychiatrist and benefit by the physician-patient relationship; the drugs are not a substitute for general good practices in the field of mental hygiene. What can be expected is that the return for a given outlay of effort will be increased if medication is also available as needed.

Where large numbers of persons must be cared for under institutional conditions, the drugs also operate by reducing the disturbance which tends to radiate from a tense hostile individual and to involve many around him in a sort of emotional contagion. The role of the environment must be stressed and the personnel, in particular, do not play a merely passive part in the process of therapy; their attitudes and reactions, the services which they offer, and a daily program for the person under treatment are of paramount importance. It may be asked then of what significance are the drugs and is it possible that we are perhaps getting better results by more intensive application of standard methods of treatment. One reply to such questions lies in the experience of thousands of psychiatrists all over the world with hundreds of thousands of patients and there is a high degree of agreement that with the addition of drugs the patients become more receptive, more approachable, less withdrawn, less hostile and less rejecting, more comfortable, and that, in the aggregate, results can be achieved in the treatment of various kinds of patients who in the past were not responsive to other therapy or responded only after heroic measures.

Comments on the environmental and psychotherapeutic modalities apply also to other somatic methods of therapy and we have by no means given them up since a significant number of cases do not respond to drug therapy and still get well after electric shock, insulin or psychosurgery; during the fiscal year 1955-56, 8,706 cases in the State hospitals of New York received a course of electric shock and 1,043 a course of insulin therapy; a wide variety of patients required such treatment, especially depressed cases, who in general did not do as well under drugs as under electric shock.

Reduced Hostility

Relief of anxiety is often mentioned as one of the most significant effects of tranquilizing drug therapy but reduction of feelings of hostility is of at least as much importance, especially in a group situation. It would be beyond the scope of this paper to trace the relation between anxiety and hostility and to discuss the way in which masked anxiety may express itself in aggressive action, but it can be stated that both are reduced together, although some had expressed the idea that fear is a deterrent to aggressive action and have thought that reduction of anxiety might be expected to unleash dangerous impulses and attitudes. An extensive experience shows that the reverse is true, and under tranquilizing drugs the aggressions of a very wide variety of mentally and emotionally disturbed individuals against persons and against inanimate objects in the environment have been strikingly diminished; a decrease of assaults, noisiness and destruction has been one of the most regular results of drug therapy.

In proportion, as mental and emotional aberrations are less clear-cut and less demonstrable, results of treatment with tranquilizing drugs are less notable and have been quite limited in such categories as the primary behavior disorders among younger patients in the State hospitals and among the higher grade defectives in the State schools. It may be that the final word has not yet been written on this topic and work is actively going on with such cases using a variety of other drugs, among them meprobamate.

Degree of Pathology

The determination of degree of mental and emotional pathology calls for a word of comment; it may not always be immediately apparent and may require special techniques. Most useful in this type of examination is the administration of sodium amytal or pentothal, since the emotional problem or the psychosis may be so heavily masked that without this help the patient is unable to cooperate and only by drug-induced relaxation can the underlying condition be uncovered, evaluation made and treatment started. A single session may be sufficient to elicit insights into the mental picture which would otherwise be unattainable without months of the most painstaking effort, but often enough a series of sessions is required. Voluntary resistance cannot be overcome by this method but much resistance is at least in part involuntary and stems from forces in the personality which are beyond the control of the individual; in such cases, responses are often brilliant and the effect of this technique may be compared to the use of anesthesia for the eye prior to removal of an imbedded foreign body; both patient and physician are grateful for the assistance.

Perhaps one of the most reliable and clear-cut values of chlorpromazine or reserpine is in the treatment of acute excited states among patients with a very wide variety of different mental disorders; this includes psychopaths, defectives, alcoholics, manics,

schizophrenics, epileptics, seniles and arteriosclerotics. Acute furors and more prolonged outbreaks of excitement, noisiness, aggression and destruction respond promptly to injection of these drugs, especially to chlorpromazine, which is generally considered to have more rapid action, and once the immediate attack has been brought under control oral medication can be substituted and other techniques brought to bear.

Promazine (Sparine) has also had good effects in such cases. While electric shock and even heavy doses of barbiturate medication can produce similar results, the new drugs have the outstanding advantage that the patient is available for other forms of treatment, remains mentally clear, in good contact and not only reachable for counseling, various forms of psychotherapy and programs of a therapeutic nature but usually anxious for them. The value of this approach in the frustration reactions and situational psychoses has been demonstrated in a wide variety of circumstances, including correctional settings.

Internal Tension

Having once established the ability of these drugs to terminate explosive reactions, it was a natural step to give them to persons who were suffering from the rising sense of internal tension which characteristically precedes such outbursts and this has become one of the accepted areas of drug use. Individuals who previously had no recourse except to demand the use of restraint, seclusion or hydrotherapy may now get relief from periodic or maintenance medication. Tranquilization is perhaps the earliest and certainly one of the most dramatic and clear-cut results of the application of an effective drug in this series but, as stated above, a normalizing effect takes place in favorable cases; delusions and hallucinations fade and disappear and remission of psychosis occurs. Especially in the case of dementia praecox (schizophrenia), in manic attacks and in certain other mental disorders, this has been confirmed in a very large series of cases.

Statistically, the results are of about the same range as those seen after shock therapy, although various factors modify the prognosis to such an extent that by themselves over-all figures are relatively meaningless; the results are, however, by no means absolutely parallel in the two types of approach. The clearest differences are found in two categories of patient: depressed cases, especially those who do not have marked agitation and anxiety, respond much more regularly to electric shock than to drug therapy, while long-term chronic schizophrenics, on the other hand, respond in small but significant numbers to intensive use of drugs while they rarely show more than a transitory behavior response to electric shock therapy.

One of the first reactions after successful medication is an improvement in sleep and appetite with gain in weight and general improvement in disposition. Under the large doses used normally at the start of a course, there may be some increased somnolence

and an emotional indifference or lack of perturbability, but as time goes on a new equilibrium is established and the condition of the patient tends to return to a more normal balance. Withdrawal of medication has not been a problem, but suspension by the patient without medical orders does occur and is one of the aspects of treatment which requires adequate supervision; in this connection, it has sometimes been found advantageous to use liquid preparations (Thorazine Concentrate, etc.) rather than pills which can be secreted in the mouth and later disposed of.

Limitations

While the positive aspects of tranquilizing drug therapy are so clearcut and well defined that it has been rapidly accepted as a standard form of treatment and applied on a scale without precedent in psychiatry, there are many limitations and negative aspects which must be kept in mind to avoid disillusionment and confusion. Because of lack of space, only a few of them can be mentioned here, but they are of such nature as to require adequate diagnosis and medical supervision wherever these medications are used. For example, the drugs will not influence states of defect, whether congenital as in the case of mental deficiency or acquired as in the case of loss of capacity due to deterioration or brain damage. Their effect is limited to control of emotional and mental illness which often complicate the basic defects.

In addition to their limitations in the field of primary behavior disorder, as mentioned above, chlorpromazine and reserpine, which have been called "happiness pills" in a derogatory sense, may in occasional cases actually produce a depressive reaction of marked intensity. Other emotional side reactions can also occur: there are patients who suffer from increased tension and restlessness or strange feelings, and this is a normal phase of reserpine therapy, if applied intensively. The most favorable reports have come from those physicians who treat the more severe grades of mental disorder; in spite of an enormous volume of outpatient use—it has been calculated that some 35,000,000 prescriptions for tranquilizing drugs will be issued in this country in 1956 and some \$100,000,000 spent on them—evaluation in mild deviations from normal is still incomplete and the field open to controversy. While there is a diminution of aggressive hostility, there is no evidence that such problem behavior as escape, homosexual acts and stealing, may be favorably influenced.

Adequate medical supervision is required and intercurrent illness and physical complaints must be recorded and carefully evaluated by personnel familiar with the complications that are not at all infrequent, especially with chlorpromazine and reserpine. Fortunately, most of these reactions are minor, but serious complications can also occur in rare cases. In our experience most of these side reactions occur during the first few months of therapy, and also they tend to happen in older patients or in those with complicating

physical illness. Even here, the risk is not prohibitive and many such cases are under treatment, but in younger patients and those who do not suffer from complicating disorders the problem of side reactions is still less.

Rare Effects

With chlorpromazine there occur rare cases of loss of white blood cells (agranulocytosis) which, if undiagnosed and untreated, can lead to fatal results. Chlorpromazine also leads to jaundice in about one per cent of the treated cases, more in women than men, but this complication is quite benign if otherwise healthy individuals and disappears on withdrawal of medication. Both reserpine and chlorpromazine may produce convulsions in rare cases and our experience has been that these usually occur in patients who have a previous history of convulsive attacks. It is now quite generally recognized that where a patient is a known epileptic, medication must be given with care and the anticonvulsants continued at full strength.

Another reaction which is seen with the larger doses of chlorpromazine and reserpine is the production of a type of Parkinsonism (shaking palsy); this disappears quite regularly after medication is withdrawn. Minor side reactions of the most varied nature have been seen with these drugs and include skin rashes, dry mouth and stiffness of the nose, and constipation with chlorpromazine and periods of increase of emotional tension, stuffy nose and diarrhea with reserpine.

The effectiveness of drug therapy will depend in very large measure on the technique of application and it is necessary to use the proper doses over a sufficient period of time. In general, larger doses are required in State hospitals and much smaller ones in community practice, while reports from correctional psychiatrists indicate that they are also using smaller doses than in State hospitals. Also, the dose must fit the need which changes as treatment progresses. This requires an initial and a continuing psychiatric evaluation without which therapy can become a blind and unrewarding activity. In general, the physician must know the patient, the environment of the patient and the actions of the drug which he is administering.

Less Supervision

While the new drugs still require adequate medical supervision, this is less intensive than that needed for electric shock or insulin therapy and they may be given for many months in effective doses, which was impractical with the barbiturates or other sedatives, and may be continued on an outpatient basis. Here our experience is just beginning to become crystallized, but it may be of interest in planning for care of persons after release from correctional institutions to know that patients returned to the community from the State hospitals have been maintained on drug therapy in sub-

stantial numbers for many months and that this group has been strikingly free of medical complications and side reactions.

Under psychiatric supervision, many cases have been able to vary the schedule of drug therapy in such a way as to head off what seemed to be a relapse; returns to hospital have been substantially less in such patients than in other comparable cases. This possibility of continuing active therapy for long periods of time and in the community is one of the outstanding advantages of drug therapy and one which will undoubtedly increase in importance as time goes on. Here, too, the importance of social factors cannot be overlooked and the after-care cannot be restricted to administration of drugs, yet the addition of drugs to a good basic regime has produced better results than previously attainable.

Since the appearance of the first of the tranquilizing drugs many others have been prepared and placed on the market or in clinical trial. An entire group of such compounds consists of variations of the basic chlorpromazine molecule which can be changed easily in chemical reactions, but many are chemically unrelated compounds. The names ritalin, promazine, sparine, atarax, paeatal, frenquel, meretran, miltown, equanil, suavitil are a few that come to mind in this connection and literally hundreds of other compounds are either in process of being tested or are awaiting a trial. Up to the present time, none have had an institutional use which approaches the experience with chlorpromazine and reserpine although in outpatient work, meproamate, sold under the name of miltown or equanil, has been very extensively used and has been described as free of apparent side reactions, milder in its action than chlorpromazine or reserpine, not effective in the severe psychiatric problems of the mental hospital type but of material value in the control of minor or relatively minor disorders such as make up much of the psychiatry of outpatient clinics and community psychiatry.

The search is on for drugs which will have the same or stronger effect as chlorpromazine and reserpine and which will be free of the side reactions that have already been described. A good number have already been shown to have at least similar type of action, but accurate evaluations and follow-up are still in progress and it will be some time before firm comparisons can be made. As yet the situation is in a state of flux and the bulk of drug treatment carried on in our institutions remains chlorpromazine and reserpine, with a considerably larger amount of chlorpromazine than reserpine.

Why Do They Work?

Some question as to the mechanism of action of these drugs is generally raised in every discussion about them. A reference to their history will show that they were discovered empirically and that their psychiatric effects were noted in the course of administration for other purposes. In the case of reserpine the initial observations were made centuries ago by natives of India who used

the herb, Rauwolfia Serpentina, from which it is derived, in treatment of a wide variety of disorders. Chlorpromazine is a synthetic which evolved out of the efforts of a French surgeon to find a combination of medical agents, "a cocktail," which would protect the body against shock reactions after physical injury.

The treatments were not developed as a result of a logical search based on a previously established theory of mental disorder, and an explanation of why they work still remains to be worked out. Perhaps we should be somewhat conservative in our expectations; the exact mechanism of action of many standard drugs is still unknown—for example, the way in which aspirin relieves a headache is not understood. Furthermore, the mechanism of mental illness remains equally mysterious, so it may be too much to ask to expect that at one step a new medication will unlock both of these secrets.

Progress is being made, however; some information does exist as to the location of the body in which these drugs act and it is to be hoped that an investigation of the chemistry of their action will shed light on the whole problem of mental disorder, especially when taken in conjunction with the work now going on with such drugs as mescaline and LSD-25. In the study of the interplay between symptom-producing and symptom-blocking drugs, there may develop a better understanding of the whole mechanism of mental health and abnormality, and perhaps some information on that tortured, controversial and ancient question as to what part of crime and antisocial behavior is actually a product of mental disorder and the twin question of what can be done about treatment of this kind of mental disorder.

If, as seems certain, many answers are hidden in the subtle chemistry of the mind, then we now have a number of tools which at last allow active experiment instead of mere passive observation; and the laboratory research techniques, which have returned such rich results in treatment of infection, glandular disorder and in nutrition, now can be applied to the study of mental diseases and their relation to crime and delinquency.

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FINANCIAL STATEMENT
THE PRISON ASSOCIATION OF NEW YORK
GENERAL FUND

STATEMENT OF INCOME AND EXPENSES
YEAR ENDED DECEMBER 31, 1956

INCOME

| | | | |
|---------------------------------|------------|-------------|--|
| Donations—special purposes: | | | |
| The Greater New York Fund | \$3,418 00 | \$ 9,888 14 | |
| Other | 6,470 14 | | |
| Donations—unrestricted | 32,305 63 | \$42,193 77 | |
| Endowment Income | | | |
| Dividends on stock | 32,994 66 | | |
| Miscellaneous | 129 46 | 33,124 12 | |
| Total Income | | 75,317 89 | |

EXPENSES

| | | |
|---|-----------|--------------------|
| General administration | 24,267 19 | |
| Relief—prisoners and families (cash, food, clothing, etc.) | 21,015 25 | |
| Relief—administration | 5,699 50 | |
| Employment—administration | 5,569 19 | |
| Appeal—administration | 5,120 00 | |
| Traveling expenses | 611 37 | |
| Printing and stationery | 1,862 58 | |
| Postage | 495 25 | |
| Telephone and telegraph | 327 89 | |
| Auditing, legal, legislative services | 504 00 | |
| Periodicals, custodian fees and miscellaneous | 2,577 21 | |
| House maintenance | 4,529 39 | |
| U. S. old age benefits tax | 696 52 | |
| Total Expenses | | 73,218 06 |
| NET GAIN FOR THE YEAR | | <u>\$ 2,099 83</u> |

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, 1956. In our opinion the statement of income and expenses shown above presents fairly the results of the operation for that year.

WEBSTER, HORNE & ELSDON
Certified Public Accountants

New York, N. Y.
 May 17, 1957

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 prisoners whether for cities, counties or states.
3. The support and encouragement of reformed convicts after their discharge by affording them the means of obtaining an honest livelihood and sustaining them in their efforts at reform.

ARTICLE SECOND

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

ARTICLE THIRD

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

ARTICLE FOURTH

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

ARTICLE FIFTH

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

ARTICLE SIXTH

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

ARTICLE SEVENTH

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

ARTICLE EIGHTH

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

ARTICLE NINTH

Any society having the same objects in view may become auxiliary to this association by contributing to its funds and co-operating 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 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.

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

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

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

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

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

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

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

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

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

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

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

IX. There shall be at least the following standing committees: executive; finance; law; detentions; nominations; probation and parole; prison administration. Such committees in addition to any powers or duties conferred by these by-laws shall severally possess the power and be subject to the duties designated from time to time

by the executive committee. Furthermore, the committee on probation and parole shall function as the committee on discharged convicts mentioned in the constitution, and the committee on prison administration shall function as the committee on prison discipline mentioned in the constitution.

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

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

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

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

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

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

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 shall send to the treasurer a copy of the resolution making the appropriation, certified by the recording secretary, which certified copy shall be the treasurer's authority for transferring the appropriated amount to the corresponding secretary.

The treasurer shall keep an account covering the general fund in the name of the association, subject to his check as treasurer in such bank as may be selected by him and approved by the committee on finance.

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

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

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

XI. It shall be the duty of the committee on law to examine and report from time to time upon the penal legislation of the State, with their suggestions for the amendment thereto, to consider questions relating thereto which are under discussion in the press