

STATE OF NEW YORK

REPORT

of the

Commission for the Study of the
Educational Problems of Penal
Institutions for Youth

1936

WALTER M. WALLACK

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STATE OF NEW YORK

REPORT

TO

HIS EXCELLENCY

GOVERNOR HERBERT H. LEHMAN

FROM

THE COMMISSION FOR THE STUDY OF THE
EDUCATIONAL PROBLEMS OF PENAL
INSTITUTIONS FOR YOUTH

December 26, 1936



ALBANY
J. B. LYON COMPANY, PRINTERS
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DEPARTMENT OF CORRECTION
THE COMMISSION FOR THE STUDY OF THE EDUCATIONAL
PROBLEMS OF PENAL INSTITUTIONS FOR YOUTH,

December 26, 1936

- N. L. ENGELHARDT, New York, *Chairman*
- WALTER M. WALLACK, Albany, *Secretary*
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- HERBERT B. BRUNER, New York
- EDMUND DES. BRUNNER, New York
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John L. Hoffman, Superintendent, Institution for Male Defective
Delinquents
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HONORABLE HERBERT H. LEHMAN, *Governor of the State of New York, Albany, N. Y.:*

DEAR GOVERNOR LEHMAN.—Your Commission for the Study of the Educational Problems of Penal Institutions for Youth takes pleasure in submitting herewith a report embodying the work done since you first appointed the Commission on December 15, 1933. The report is divided into six sections and an appendix. The first section carries a summary of recommendations for the future development of the educational programs in correctional institutions, while the other sections are devoted to the organization and work of the Commission.

At the beginning, the Commission thought of its task as being associated largely with reformatories. It soon found that the scope of its work would have to be broadened to include all types of penal institutions because youth were found in maximum security prisons in greater number than in reformatories. Consequently the work of the Commission has exceeded the limitations suggested by its original title.

The members of the Commission have found their interest in the problems of education in correctional institutions constantly increasing and deepening as the work of the Commission has progressed. These problems impinge upon American life in so many different ways that one cannot participate in this work without gaining new insight into the needs of our society. The individual members of the Commission appreciate the opportunity they have had in the development of the educational programs in correctional institutions of the State. They feel that the time and effort devoted to this work has been of mutual benefit to the State and to themselves.

The Commission is fully cognizant of the fact that this report omits entirely, or mentions only briefly, some of the factors which have a direct or indirect influence on education in correctional institutions. The legal system, the criminal law, apprehension methods, rackets, the press, radio, motion pictures, and the like, play a part in conditioning the individual inmate and limiting or furthering his economic and social rehabilitation. Omission is not due to failure to recognize the importance of these elements. It results solely from the desire of the Commission to limit its work to an area in which its efforts might be most effective. The effort has been made to confine the recommendations to those which might be practical in securing advancement in the educational programs of the various institutions.

The Commission wishes to record here the hearty co-operation given its work by Dr. W. N. Thayer, Jr., the late Commissioner of Correction, and by Dr. V. C. Branham, formerly Deputy Commissioner of Correction. These officers assisted greatly in the early stages of work undertaken by the Commission. The Commission has also had the very fine support and hearty co-operation

of the wardens of the prisons and the superintendents of the reformatories of the State. These leaders have shown vital interest in their educational programs and have frequently sought help and advice in the promotion of their work. Since its beginning, the Commission has had as its Secretary Walter M. Wallack, Director of Education for the State Department of Correction. He has contributed most significantly to all phases of the Commission's work and has carried the secretarial burdens of the Commission in addition to his work in the Department. The Commission also feels highly indebted to the Honorable Edward P. Mulrooney, Commissioner of Correction of the State of New York, and to William E. Leonard, Deputy Commissioner of Correction, for their guidance and assistance. Commissioner Mulrooney, from the time of his appointment on the death of Dr. Thayer, has co-operated with the Commission, has attended meetings of the Commission, and has assisted in every way possible in promoting the educational programs for the correctional institutions. Commissioner Mulrooney's development of the Guard School at Wallkill, N. Y., is only one evidence of his intense interest in the educational phases of correctional work.

As you indicated in your letter of appointment of members of the Commission, no State funds have been available for carrying out the work which you desired undertaken. From the very beginning, Mr. Sam A. Lewisohn, one of the members of the Commission, has been paying secretarial, traveling, mimeographing, and other incidental costs of the work of the Commission. The Commission could not have carried on successfully without this generous aid from Mr. Lewisohn. The Commission has also had generous financial support from the Carnegie Corporation of New York. The American Association for Adult Education has been much interested in this area of service. It secured for the Commission from the Carnegie Corporation of New York a grant of \$25,000, a large part of which has been used in carrying out experimental projects at Wallkill Prison, Wallkill, N. Y., and at Clinton Prison, Dannemora, N. Y. A summary of the work of these projects is included as a part of this report. The Commission wishes to express its thanks at this time to the Carnegie Corporation of New York for the generous support given these educational projects. The Commission has also from time to time used the facilities of Teachers' College, Columbia University, through the kindness of Dean William F. Russell. It wishes to express its appreciation to him for the many courtesies extended.

The Commission also wishes to stress the fact that this report could not have been written without the assistance of Commissioner Mulrooney, Mr. Walter M. Wallack, Director of Education; Mr. Glenn M. Kendall, Assistant Director of Education, and Mr. Howard L. Briggs, Assistant Director of Education of the State Department of Correction. Messrs. Wallack, Kendall and Briggs organized the report, under the direction of the

Commission, and are entitled to much credit for the form which it has taken.

The interest of the members of the Commission in correctional education work is best evidenced by the very regular attendance at the meetings of the Commission of a very large part of the membership, the care and attention given to the preparation of the reports in special areas by various subcommittees of the Commission, and the frequent visits paid by Commission members to institutions throughout the State.

It may appear to you that this report is somewhat lengthy. Materials have been included not only for your information, but also for the purpose of indicating the scope of educational possibilities in this area of social endeavor. So many requests have come to the Commission from other states and other nations for copies of its reports, that it was felt wise not only to give a summary of the work, but to expand certain phases of the report to which special attention had been given by the Commission.

The Commission wishes to express to you its many thanks for your co-operation and frequent assistance. It wishes to record its very deep appreciation of the keen social vision with which you have viewed the problems of prisoner rehabilitation in relationship to institutional management and crime prevention. It also wishes to express its gratitude for the practical steps you have taken in providing increased facilities for treatment service. Without your vision and your help the advances mentioned in this report could not have been accomplished. Our recommendations regarding future steps have been written with the knowledge that you will give them careful and sympathetic consideration. The members of the Commission have had much pride and pleasure in working with you as Governor of the State of New York because of your deep interest not only in the social and economic rehabilitation of the prisoner, but also in the general welfare of all the people of the State.

Respectfully submitted,

N. L. ENGLEHARDT,

Chairman

Teachers' College, Columbia University, December 26, 1936

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SECTION I

Summary of recommendations for the future development of the educational programs in correctional institutions

1. Vocational education which will enable the inmate to become a self-sustaining member of society.
2. Activities leading to general education and training in order to bring about revision of undesirable attitudes toward society and the individual.
3. Activities to develop personal initiative in occupational and social activities.
4. Activities leading to the cultivation and development of interest and skill in worthwhile leisure-time activities.
5. Activities leading to the ability to get along with people and live co-operatively as members of approved social groups.

The Commission has appointed from time to time committees for research and recommendations covering the various phases of the institutional educational problem. Additional basic data have been revealed through the Elaura, Wallkill and Clinton experiments.

The recommendations resulting from the findings of these committees and from the findings of the Commission research directors are summarized in this report. Detailed discussion substantiating the recommendations may be found in Section V.

INTRODUCTION

Recommendations of the Commission are made in the light of what it considers to be the basic objectives of education in correctional institutions. They are stated briefly as follows:

In promoting a comprehensive and vital program of education in correctional institutions, the Commission has only one thought in mind: the protection of the public interest. Education in correctional institutions aims, first, to see that as large a percentage of inmates as possible do not repeat criminal acts and, second, to enable the individual inmate to live efficiently, and with sufficient interest so that he will adjust and contribute to the welfare of society. The basic ultimate aim of the institution for correctional education may be stated to be the social and economic rehabilitation of inmates.

In order to accomplish the desired socialization of the inmate the educational program must have the following objective:

To develop a well-rounded, integrated program of activities which will enlist the sincere interest and effort of inmates, modify their attitudes and behavior patterns, and provide them with the techniques, knowledges, and understandings necessary for the maintenance of a desirable standard of self-sustaining economic and social living upon release. The attainment of this socialization and rehabilitation objective involves the following types of activities:

1. Vocational education activities which will enable the inmate to become a self-maintaining member of society.
2. Activities leading to clearer understandings of modern social and economic problems in order to bring about revision of undesirable attitudes toward social institutions.
3. Activities to develop acceptable proficiency in essential academic skills.
4. Activities leading to the stimulation and development of interest and skill in worthwhile leisure-time activities.
5. Activities leading to the ability to get along with people and live co-operatively as members of approved social groups.

The Commission has appointed from time to time committees for research and recommendations covering the various phases of the institutional educational problem. Additional basic data have been revealed through the Elmira, Wallkill and Clinton experiments.

The recommendations resulting from the findings of these committees and from the findings of the Commission research directors are summarized in this section. Detailed discussion substantiating the recommendations may be found in Section V.

SECTION I

Summary of recommendations for the future development of the educational programs in correctional institutions

SUMMARY OF RECOMMENDATIONS

Institutional Administration and Education

In order that social and economic rehabilitation may be accomplished the institutional administration and the entire prison personnel must become conscious of the objectives of the educational program and the procedures necessary to achieve these objectives. This can be accomplished only if education is an integral part of the organization for administration in an institution, and when there are frequent conferences for interpreting the functions of education to personnel. Institutional policy must be defined clearly in order that thorough administrative articulation of services may be attained.

Educational Administration and Supervision

Purposeful education in correctional institutions must be directed towards definite and tangible outcomes. Direction demands centralized supervision in order that the work of individual institutions may be stimulated and co-ordinated through the induction of new materials and techniques from every possible outside source and through an effective exchange of materials and ideas within the institutional field. A similar line of responsibility and supervision must be organized within each institution. The educational director or head teacher must be given sufficient authority to function effectively and be held responsible for the continuous growth of the program.

Parole and Placement

A. *Integration of Parole and the Educational Program*

A complete integration of the work of the institution and that of the Parole Board is essential. The latter might well provide the institution with fundamental data from the field and the institution might in turn furnish the Parole Board with all pertinent facts covering the inmate's progress in the rehabilitative program. These facts should be given more weight than at present in decisions of the Parole Board. The board should make every effort to place the released inmate in the vocation for which he has been trained and make other family and community adjustments on the basis of his institutional program and record.

B. *Obstacles to the Employment of Ex-Convicts*

Society discriminates against ex-convicts without regard to individual worth by refusing to bond parolees, by excluding them from positions with the State and other governmental units, and by the use made of finger-prints by private corporations. Procedures should be worked out to enable ex-convicts, upon recommendation by the Department of Correction, to qualify for positions for which they are trained.

Physical Facilities

Adequate physical facilities are absolutely essential to an effective program of education in correctional institutions. The Educational Division of the Department of Correction should participate in the planning of new prison buildings to insure that treatment and training needs are provided for. The construction of new educational units should be accompanied by provisions for adequate personnel, equipment, and supplies to enable the units to be used effectively.

Although the Commission recognizes the importance of adequate physical facilities, it is convinced that well-trained men and women with forceful, wholesome personalities exert much more influence in modifying the personalities of inmates than any other factor. The Commission strongly recommends that more money be approved for high type personnel. This can be done without sacrificing adequacy, security, sanitation, or attractiveness. It is believed, therefore, that the human element should be given precedence over buildings.

Educational Budget

Effective rehabilitation is impossible of accomplishment when the educational program is dependent for funds upon the good will and generosity of other institutional departments, or upon occasional charitable contributions. It is imperative that adequate funds be budgeted for educational supplies, equipment, and personnel in each institution. The budget form must be changed so that it becomes possible to earmark definitely funds for educational uses.

Personnel

A. *Selection*

The entire program of education is dependent for its success upon the efficiency of the procedures established for selecting personnel. Civil Service examinations must be so publicized and salaries made sufficiently high to attract qualified applicants. The institution for correctional education should be able to compete in all respects with public schools in the employment of teachers. Officers responsible for filling vacancies should not be limited to a selection from three persons on a list of eligibles but should be allowed to choose any person from a given list. With competent educational direction such as now prevails in the Department of Correction, the Commission urges continuous improvement in the competitive selection of teachers. Examination procedures and content should have sufficient flexibility for the selection of teachers of specific subjects.

B. *Teacher Training*

Effective instruction depends upon continuous improvement of the teaching force. This can be accomplished only through a continuous process of in-service teacher training conducted within

the individual institutions or in selected centers. Occasional leaves of absence should be granted for specialized study in approved institutions.

C. Inmate Teachers

The Commission believes that civilian teachers are absolutely essential for effective institutional teaching. It is recommended that inmate teachers be replaced by civilian teachers as rapidly as possible. Inmates may well be used to assist civilian teachers.

Where it is still impossible to employ civilians, inmate teachers should receive compensation equal to the maximum paid inmates in the institution. Otherwise, it is difficult to secure inmates best adapted to teaching.

D. Legislation

Legislation should be enacted defining the titles, duties, salaries, increases, leaves and vacation periods of teachers employed in correctional institutional service.

Classification

A. State-wide Classification

The State-wide system of classification of prisoners should be further integrated and organized to the point that each institution receives only the type of inmates best adapted to its organization and objectives.

B. Institutional Classification and Guidance

A classification clinic and a guidance bureau are necessary elements in the treatment program. Inmate programs of rehabilitation must be planned on an individual basis and in the light of all pertinent factors—individual, institutional, and pre- and post-institutional environment. The classification clinic should consist of the principal officers and specialists directly concerned with the determination of the inmate's physical and mental capacities, his needs, his daily work, and educational assignments. True classification involves a comprehensive program of inmate guidance and purposeful training.

Curricula

Curricula include all activities, materials, and methods through which social and economic rehabilitation may be accomplished. Sweeping revision, reorganization, and expansion of content and method are needed. A continuous program of curriculum development should be carried on through the co-operation of all those involved in rehabilitative effort. The Division of Education should make this possible by establishing and maintaining contacts with curriculum laboratories, by conducting experimentation in various institutions, and by organizing groups of educational personnel in institutions to assist in developing specific courses.

Educational Methods

Experience in experimental programs indicates that the teacher must employ a combination of all good educational methods. No one best method for all teaching situations can be devised. Individualized instruction, group discussion, the problem-project method, organized instruction sheets, lectures, visual aids, and other teaching techniques and devices should be used. The process should include an adequate system of tests and progress records. In the correctional institution educational method should be devised with reference to the requirements of specific learning situations.

Social Education

In order to achieve the objectives of social education emphasis must be placed upon those subjects and activities which are vitally significant in modifying attitudes and behavior. Such subjects as social studies, functional psychology and personality development should be included. Opportunities should be provided for inmate expression in discussion groups and similar activities. Social techniques and values must have a larger place in academic subjects. Activities designed to develop the attitudes and techniques necessary to living satisfactorily in social groups should be included. Formal methods and antiquated subject matter should be replaced by more effective procedures and materials. More attention should be given to stimulating and sustaining interest. All procedures should be based on sound inmate psychology. Activities should be organized on a basis which is best suited to the inmate and the prison situation rather than being patterned after public school practices.

Vocational Education

Effective socialization implies the desire and the capacity to earn a living in a manner acceptable to a free society. This involves a program of vocational education, the outcomes of which will be the attainment of marketable vocational skills by the inmate. All existing maintenance and industrial activities should be utilized for attaining this end. Training activities, however, must be directed towards the eventual placement of the ex-convict and, therefore, should be selected as a result of adequate research concerning all of the factors related to that objective. New and expanding fields of vocational employment must be uncovered. To be effective, training must be conducted on an organized, individualized basis. Flexibility of skill and thought is an essential element in this age of technological change. Teacher training, trade analyses, instruction sheets, scheduled classes for the teaching of related information, the use of visual aids, an adequate program of vocational guidance, are all necessary to insure effective training and successful placement.

Libraries

A unit of library service should be established in the Division of Education of the Department of Correction. This unit should be directed by a supervising head librarian, the work to be carried on in co-operation with the State Library and the Library Extension Division. A trained librarian and a well-chosen collection of books for each of the penal institutions, a central collection of books for prison libraries, a music library, a nucleus collection of educational films, and equipment for recording radio or virola materials, should be provided for in future budgets.

Correspondence and Cell Study

For certain groups of inmates correspondence and cell study courses have definite educational value. These courses should have the personal supervision of a competent civilian and be conducted on an organized guidance basis. Funds should be provided to supply the necessary instructional materials.

Health and Physical Education

A trained and professionally qualified person in charge of health and physical education and recreation and a sufficient staff of qualified assistants to conduct an adequate program of physical and recreational rehabilitation should be provided in each penal institution. This staff should be under the direction of a State supervisor on the staff of the State Director of Education. Gymnasiums, athletic and recreation fields, athletic and sports equipment, showers, and sanitary equipment should be provided.

Religious Education

Many of the men in prisons have lost contact with their churches. It is believed that religious instruction without proselytism, and properly administered, has definite value in upgrading the moral conduct of the inmate, stabilizing emotions, and eliminating mental conflicts. The prison chaplains have an unusual opportunity for developing appreciations of ethical conduct and interpreting the faith in its relationship to personal problems. Religious education should be vitalized by stressing living dominated by worthy purposes. Religious organizations might be urged to select for special training such persons as would be most properly fitted for the work of chaplains.

Music

A trained and professionally qualified person in charge of musical education, bands, and choruses should be provided for each institution. Funds should be made available for the purchase of music, instruments, and other equipment essential to a satisfactory program of musical education. There is probably no vocational value in music in the institutional program today. Proper objectives are concerned with (1) cultural values, (2) therapeutic values, and (3) recreational values.

Research and Experimentation

A continuous program of research and experimentation is necessary to determine the value of procedures and materials, and to discover new techniques. The work at Elmira, Wallkill, and Clinton have demonstrated the practicability of developing and evaluating new procedures and revising those already in use. In co-operating with outside agencies, research should form a vital part of the work of education in correctional institutions. Research findings should be cleared through the Division of Education.

Standardization of Records and Procedures

Standardization of reports and records is an essential element in the integration of the State rehabilitative program. A study of the case folders of inmates who have been transferred through several institutions indicates a definite lack of uniformity in the records kept by the different institutions. A system of standardized educational reports has been inaugurated and has already shown results. The educational division should insure as high a standard of achievement in the educational programs and development of procedures as is possible without sacrifice of individual initiative and desirable differentiations.

Prison Industries

Under the present plan of administration for prison industries it is practically impossible to carry out some of the important provisions of the prison education law. A definitely stated co-operative relationship should be established between the Educational Division and the Division of Prison Industries. Industries officials are now charged solely with the job of securing economical production. It is only through the good will and generosity of some who are exceptionally far-sighted that any vocational training is now accomplished in the industries.

The Establishment of an Educational Journal

There is definite need for a professional journal in the field of education in correctional institutions. It should serve as a medium for the interchange of ideas and accomplishments of correctional workers throughout the country, and should be sponsored by an organization of national prominence which is interested in prison problems.

Guard Training

Personnel training is a professional job and should be done by professional educators. For this reason, the training of guards and other personnel should be made a function of and placed under the administrative authority of the Division of Education of the Department of Correction. Guard training should not over-stress the custodial element and should include courses in all major elements of the work of guards.

Temporary Workers

Temporary workers should be selected in terms of their specific fitness for the service to be rendered.

Internships

The Department of Correction should provide a limited number of internships in the professional fields for the purpose of training future employees.

College and University Training Courses for Correctional Teachers

The Commission believes that the Department of Correction should continue to co-operate with Teachers' College, Columbia University, in offering professional training for correctional workers and those who contemplate entering the field and that other universities be encouraged to offer similar training. There is definite demand for such training given upon an advanced university level in connection with university facilities, i.e., libraries, supervised study and research, variety of courses, distinguished professors, and opportunity to earn credit toward degrees. Evidence of the success of such training in preparing workers for better service is definite.

Tests and Measurements

The Commission recognizes the value of facts which psychometric and other tests provide as aids in diagnosing a prisoner's educational needs and in planning a program for him. It is evident, however, that the objective values of tests are sometimes utilized in such a way as to mechanize the guidance process. Tests should be employed as one phase of diagnosis and not for the purpose of pigeonholing an individual.

THE ORGANIZATION AND WORK OF THE COMMISSION

Appointment and Organization of the Commission

The Commission to Study the Problems of Education in Penal Institutions for Youth was appointed on December 15, 1933. A letter from Governor Johnson to members of the Commission at the time of their appointment said:

"For over a year the Department of Correction has been working upon a new program of education for the inmates of its institutions. The matter has been the subject of many conferences and I am pleased to report that a gratifying degree of progress has been realized at the State Institution at Sing Sing, upon which institution efforts have centered, and from which institution it is expected new ideas relative to education will emanate, and those which have been proven to be not only wise but practical, will be inserted in the curriculum of the other institutions."

The project has already gained the interest of Correctional Departments and educationists from other states and several of these states were invited to send delegates to observe the work of the Commission. The following have been invited:

SECTION II

The organization and work of the commission

not only to New York State Correctional Institutions, but to other States.

In order to extend the project which the project has already received from other States in the field of education, it has been thought wise to organize a Commission for the Study of Educational Problems of Penal Institutions for Youth. In furthering this plan I would like to include your name among those suggested for membership in such a Commission.

It is a matter of regret on my part that present economic conditions make it difficult for you to furnish the valuable service to the State without compensation of honorarium and that of having made a very fine contribution to society in general and to the State in particular.

The first meeting of the Commission for the purpose of organizing the work was held at Teachers' College, Columbia University, on January 12, 1934, at which time Professor N. L. Engelhardt of Teachers' College, Columbia University, was elected Chairman.

The Membership of the Commission

Professor N. L. Engelhardt, Chairman, Teachers' College, Columbia University, New York City.
 Dr. Herbert B. Brown, Professor of Education, Teachers' College, Columbia University, New York City.

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"For over a year the Department of Correction has been working upon a new program of education for the inmates of its institutions. The matter has been the subject of many conferences, and I am pleased to report that a gratifying degree of progress has been realized at the State Institution at Elmira, upon which institution efforts have centered, and from which institution it is expected new ideas relative to education will emanate, and those which have been proven to be not only wise but practical, will be inserted in the curricula of the other institutional schools.

"The project has already excited the interest of Correctional Departments and educators from other states, and several of these states have sent representatives to Elmira to observe the work going on there. These observers have been unanimously of the opinion that a very worth-while effort was being made and the result may well be of importance, not only to New York State Correctional Institutions, but to those of the whole country.

"In order to extend the co-operation which the project has already received from experts in the field of education, it has been thought wise to organize a Commission for the Study of Educational Problems of Penal Institutions for Youth. In furthering this plan I would like to include your name among those selected for membership in such a Commission.

"It is a matter of personal regret on my part that present economic conditions make it necessary to ask you to furnish this valuable service to the State without compensation of any sort save that of having made a very fine contribution to society in general and correctional work in particular."

The first meeting of the Commission for the purpose of organization was held at Teachers' College, Columbia University, on January 12, 1934, at which time Professor N. L. Englehardt of Teachers' College was selected to be chairman of the group.

The Membership of the Commission

Professor N. L. Englehardt, Chairman—Professor of Education, Teachers College, Columbia University, New York City.

Dr. Herbert B. Bruner—Professor of Education, Teachers College, Columbia University, New York City.

- Dr. Edmund deS. Brunner—Professor of Education, Teachers College, Columbia University, New York City.
- Mr. Edward R. Cass—General Secretary, American Prison Association, 136 East 15th Street, New York City, and Prison Association of New York.
- Dr. William E. Grady—Associate Superintendent of Schools, Board of Education Building, Park Avenue at 59th Street, New York City.
- Miss Jane M. Hoey—Assistant Director, Welfare Council, 105 East 22nd Street, New York City.
- Miss Julia K. Jaffray—Secretary, National Committee on Prisons and Prison Labor, 250 West 57th Street, New York City.
- Dr. Franklin J. Keller—Principal, Metropolitan Vocational High School, Oak, James and Oliver Streets, New York City.
- Dr. Daniel J. Kelly—Superintendent of Schools, Binghamton, New York.
- Mr. Sam A. Lewisohn—Member, New York State Commission of Correction, 61 Broadway, New York City.
- Dr. William McKee—St. John's University, 75 Lewis Avenue, Brooklyn, New York.
- Mr. James Marshall—Former President, Board of Visitors of the New York State Training School for Boys at Warwick, and Vice-President, Board of Education, New York City, 165 Broadway, New York City.
- Mr. Austin H. MacCormick—Commissioner of Correction, New York City.
- Dr. Louis Meek—Director, Institute for Child Development, Teachers College, Columbia University, New York City.
- Dr. Paul Klapper—Dean of the School of Education, College of the City of New York, 137th Street and Convent Avenue, New York City. (Appointed March 6, 1936.)
- Dr. J. Cayce Morrison—Assistant Commissioner of Elementary Education, New York State Education Department, Albany, New York.
- Dr. Nathan Peyser—Principal, Public School No. 181, New York and Snyder Avenues, Brooklyn, New York. (Died February 8, 1936.)
- Dr. Jesse F. Williams—Professor of Physical Education, Teachers College, Columbia University, New York City.
- Dr. Lewis A. Wilson—Assistant Commissioner for Vocational and Extension Education, New York State Education Department, Albany, New York.
- Mr. Walter M. Wallack, Director of Education, State Department of Correction, Albany, New York, was chosen by the Commission to serve as its secretary.

Reverend John W. Peel was unable to serve as a member of the Commission because of ill health and pressure of other duties.

Dr. Goodwin Watson submitted his resignation to the Commission on April 8, 1935.

Mr. Austin MacCormick was appointed a member of the Commission on December 17, 1934.

Dr. Walter N. Thayer, Jr., co-operated with the Commission until his death on January 6, 1936. Since then Dr. Thayer's successor in office, Commissioner Edward P. Mulrooney, has taken an active part in the deliberations and work of the Commission.

Dr. V. C. Branham, while Deputy Commissioner of Correction, rendered valuable assistance to the Commission. Mr. William E. Leonard, Dr. Branham's successor, has also given assistance upon numerous occasions.

The following wardens, superintendents, and other officials have participated actively in the work of the Commission: Dr. Leo J. Palmer, Dr. Frank L. Christian, Fred C. Helbing, Thomas H. Murphy, Lewis E. Lawes, Thomas J. Hanlon, F. H. Sacher, D. D. Scarborough. Their advice and assistance has been a major element in enabling the Commission to carry on its work. Many other officers of the Department of Correction have also assisted the Commission.

Both directly and indirectly the Commission has received help from numerous persons and agencies. Important instances of such help are mentioned elsewhere in this report.

Subsequent to the organization meeting, the Commission has met in regular session upon eighteen different occasions prior to and including June 25, 1936.

Members of the Commission have met in committee upon many occasions. They have also made numerous individual visits to institutions. One regular meeting of the Commission was held at Sing Sing Prison and another at Elmira Reformatory.

The Work of the Commission

From the beginning the Commission has believed itself to be an advisory body governed by the idea of usefulness and service to institutions in the Department of Correction directly, and indirectly to education in correctional institutions in general. The Commission has held to the idea that its greatest contribution could come through the development of co-operative effort between itself and institutions for the purpose of building up educational work step by step as a result of careful and deliberate action rather than from making a study for the purpose of rendering a critical report.

The Commission has endeavored to stand as a force for safeguarding and advancing improved procedures in penological work, particularly as they are related to the education of inmates.

The Commission has carried on its work through:

1. Harmonious co-operation with all officials of the New York State Department of Correction.
2. Personal visitation of institutions and "on-the-job" consultation with institutional workers upon their present problems.

3. Employment of research workers through the use of private funds to gather facts upon which, in part, recommendations for future developments are based.

4. Preparation of interim reports on special phases of the work which have needed immediate attention.

5. The establishment of contacts with State officials and others for the promotion of new developments.

6. Sponsoring experimental projects for the purpose of trying out ideas and developing experience upon which to base general and specific suggestions for the future development of educational programs in institutions.

7. Stimulation of institutional workers for the achievement of better results from their activities.

8. Consultations and conferences with institutional heads.

9. The dissemination of information to the public relative to the needs of institutions.

10. Holding regular meetings of the Commission during which discussions centered around the problems upon which the Commission members were at work.

11. Carrying on special projects and study by the following committees:

List of Commission Committees

1. Classification Work.....Dr. Klapper, Dr. Morrison.
Added on April 8, 1935: Mr. Cass, Mr. Wallack, Dr. Branham, Dr. Palmer, Commissioner MacCormick, Dr. Christian, Mr. Lawes.
2. Curriculum.....Dr. Bruner, Mr. Kendall
3. Health and Physical Education.....Dr. Williams, Dr. Kelly
4. Libraries.....Miss Jaffray, Mr. McKee
5. Personnel.....Dr. Branham, Dr. Morrison, Mr. Pugmire
6. Placement.....Dr. Grady, Mr. Marshall
7. Religious Education.....Mr. Helbing, Miss Hoey
8. Vocational Education.....Dr. Keller, Mr. Sacher, Dr. Wilson
9. Administrative Problems in Correctional Education (State and institutional organization; integration of whole program, etc.)
Mr. Cass (Chairman), Dr. Branham, Dr. Engelhardt, Mr. Helbing.
10. Defining a Basic Philosophy for Correctional Education; State Aims, etc.
Dr. Bruner (Chairman), Mr. Lewisohn, Dr. Wilson.
11. Preparing Suggestions for a Legislative Program for the Improvement of Correctional Education.
Mr. Lewisohn (Chairman), Mr. Cass, Dr. Thayer, Dr. Grady, Dr. Kelly.

12. Probation and Parole as Related to Correctional Education.
Miss Hoey (Chairman), Dr. Meek, Mr. Cass.

13. Study of Material Provisions for Correctional Education.
Mr. McKee (Chairman), Mr. Marshall.

14. Study of Relationships between Correctional Education and Public School Education.
Dr. Kelly (Chairman), Dr. Grady, Dr. Morrison.

15. Committee to Prepare Preliminary Report to Governor Lehman.
Dr. Grady (Chairman), Dr. Branham, Dr. Bruner, Mr. Cass, Miss Hoey, Dr. Klapper, Dr. Engelhardt, Mr. Wallack.

16. Committee on Projects under Carnegie Grant.
Dr. Keller (Chairman), Mr. Cass, Mr. Wallack, Dr. Bruner, Dr. Grady, Commissioner MacCormick, Dr. Klapper.

17. Committee on Civil Service.
Dr. Klapper (Chairman), Mr. Wallack, Mr. Cass, Miss Hoey, Dr. Wilson, Commissioner MacCormick.

18. Committee to Co-operate in Westfield Farms Development.
Miss Hoey (Chairman), Miss Jaffray, Dr. Bruner.

19. Committee Regarding Problem of Finger Printing in Relation to Rehabilitation Program.
Dr. Grady (Chairman), Commissioner MacCormick, Dr. Keller, Dr. Klapper.

20. Committee on Resolutions—appointed February 5, 1936.
Mr. Lewisohn (Chairman), Commissioner MacCormick, Mr. Cass.

21. Committee on Resolutions—appointed March 6, 1936.
Dr. Keller (Chairman), Dr. Grady, Mr. Cass, Dr. Klapper.

22. Committee to Select the Next Project of the Commission under the Carnegie Fund.
Dr. Keller (Chairman), Mr. Cass, Commissioner MacCormick, Dr. Grady, Mr. Wallack.

23. Editorial Committee.
Commissioner MacCormick (Chairman), Dr. Engelhardt, Dr. Grady, Mr. Cass.

24. Committee on Teachers' Salaries.
Dr. Morrison (Chairman), Dr. Grady, Dr. Klapper, Dr. Willard S. Elsbree, Mr. Wallack.

Some of the major accomplishments of the Commission have been as follows:

1. Continuation of the project of reorganization begun at Elmira Reformatory under the Commission to Investigate Prison Administration and Construction appointed by former Governor Roosevelt in July 1930, under the chairmanship of Mr. Sam Lewisohn. The Elmira project was financed extensively by the New York Foundation for a period of two years, the last year of which was after the appointment of Governor Lehman's Commission.

2. Sponsoring a conference of educational workers in correctional institutions at Columbia University on August 10, 1934.

3. The preparation of an educational exhibit at Columbia University during the week of the conference. There was brought together in this exhibit a collection of educational materials from the institutions under the jurisdiction of the New York State Department of Correction. The exhibit was extensive enough to utilize all space available upon the fifth floor of the Horace Mann School. Thousands of visitors saw the exhibit and gained an improved understanding of the effort in New York State to reconstruct the lives of offenders.

4. Inauguration of a training course for institutional educational workers in the curriculum of Teachers College, Columbia University. This course represents the first step in the development of professionalized training for teachers in correctional institutions and is conducted by Mr. Walter M. Wallack, Director of Education in the New York State Department of Correction.

5. The establishment of experimental projects in two institutions. These projects are financed in part by a grant of \$25,000 obtained by the Commission, through the American Association for Adult Education, from the Carnegie Corporation of New York. At Wallkill Prison, a medium security institution, an effort is being made to determine the kind of treatment program which can most surely result in the social reorientation of prisoners. Two experts, one in the field of social education and the other in the field of vocational education, have been employed by the Commission to conduct experimental work at Wallkill Prison. The other experimental program is being conducted at Clinton Prison, and is an effort to bring about such reorganization in a typical maximum security prison as will result in providing an adequate opportunity for the vocational education of prisoners. An expert in the field of vocational education has been employed to direct this project.

6. Under the direction of Dr. Herbert B. Bruner of Teachers College, Columbia University, who is recognized as an expert in curriculum development, several curriculum experts are at work upon the organization of curricula and materials for specific use in correctional institutions. This represents the first attempt to devise curricula and materials specifically in the light of the needs of institutional inmates.

7. A legislative bill creating a Division of Education in the State Department of Correction and defining the aims of correctional education was sponsored by the Commission. This bill was passed by the New York State Legislature, and is now chapter 670, Laws of 1935.

8. The Commission sponsored budgetary increases for educational work in the State Department of Correction and at Elmira Reformatory.

9. Through co-operation with the State Department of Civil Service, much improved procedure for recruiting and selection of

teachers for service in correctional institutions has been established. The standards of training and experience for teachers have been improved.

10. Through co-operation of committees and individual members, advisory contacts have been established and maintained with the Director of Education in the State Department of Correction for the purpose of improving and strengthening educational programs and procedures. These contacts have been carried over to the State Department of Education and other important agencies, and have been maintained closely with institutional heads and staffs where experimental work is being carried on.

11. The Commission prepared and presented a preliminary report to the Governor which won general commendation of the press of the State and formed the basis for definite improvements in institutional work.

12. The foreman of the May regular grand jury of New York county, Mr. Lee Thompson Smith, sought and received the co-operation of the Commission in connection with the preparation of the presentment handed up by that grand jury. This presentment of more than 50,000 words represents an outstanding achievement. It contains an excellent discussion of the rehabilitation of prisoners and sound recommendations for improving education in correctional institutions.

13. The Commission has held eighteen general conferences since it was created for the purpose of discussing and taking action upon the problems with which it is confronted. At each of these conferences there have been present by special invitation numerous institutional officials and workers.

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10. Through cooperation of voluntary and individual means, advisory contacts have been established and maintained with the Director of Education in the State Department of Education for the purpose of improving and streamlining educational programs and procedures. These contacts have been carried over to the State Department of Education and other important agencies and have been maintained closely with institutional heads and staffs where experimental work is being carried on.

11. The Commission prepared and presented a preliminary report to the Governor which was general in character and the basis for the State and Federal legislation for details in connection with institutional work.

12. The formation of the Gary Report group of 1933-34, Mr. Lee Thompson Smith, consultant and receiver of the county, the Commission in connection with the preparation of the preliminary report, more than 50,000 words representing an outstanding achievement. It contains an excellent discussion of the rehabilitation of prisoners and sound recommendations for improving education in correctional institutions. It is a most important document in the history of the State Department of Education.

13. The Commission has held eight annual conferences since it was created for the purpose of discussing and taking action upon the problems with which it is confronted. At each of these conferences there have been present by special invitation representatives of institutional officials and workers, school boards, and other interested groups. A maximum benefit to all concerned has been gained by the annual conferences in which all have been able to express their views and to take the necessary action to improve the State Department of Education.

6. Under the direction of Dr. Richard B. Deaver, of Teachers College, Columbia University, who is recognized as an expert in curriculum development, several committees have been organized upon the organization of curricula and materials for specific use in correctional institutions. This work has been carried on in the light of the needs of institutional inmates.

7. A legislative bill creating a Division of Education in the State Department of Correction and defining the aims of vocational education was sponsored by the Commission. This bill was passed by the New York State Legislature and is now chapter 476, Laws of 1935.

8. The Commission sponsors of industry increases for vocational work in the State Department of Correction and at State Reformatory.

9. Through cooperation with the State Department of Civil Service, much improved procedure for recruiting and selection of

RECENT PROGRESS AND PRESENT STATUS OF EDUCATION IN CORRECTIONAL INSTITUTIONS IN NEW YORK STATE

The present Commission began its work by insuring the continuation of the excellent beginnings made by the Lewisohn Commission. This involved consolidating the gains made at Elmore and insuring continued progress in that institution. The present Commission launched new experimental programs at Wallkill and Clinton prisons as expansion of education in correctional institutions in New York State.

A major aim of the Commission has been to discover possibilities for developing and improving educational programs in correctional institutions. The first step immediately ahead is to transfer the results of the experiments carried on at Elmore, Wallkill and Clinton to other institutions in order that all institutions under the Department of Correction may benefit from the research and experience. In order to achieve this result central administrative assistance is a first necessity.

SECTION III

Recent progress and present status of education in correctional institutions in New York State

That penal education has failed to develop more rapidly has been due largely to lack of leadership. Under such circumstances,

provided for the exchange of ideas and materials. Continuous co-ordinated progress will not be achieved. [35]

Recognizing the need for centralized leadership after the experimentation by the Lewisohn Commission at Elmore, this Commission in a special preliminary report to Governor Lehman on October 27, 1934, made the following recommendations:

The following legislation is strongly recommended:

1. An amendment to Article II of the Correction Law, to provide for a new section (15-a) to be known as the Division of Education.

15-a. Division of education. There shall be in the department of correction a division of education. The head of such division shall be the present Director of vocational education and hereinafter future appointments shall be made by the commissioner of correction. The head of such division shall be a person whose education, training and experience shall cover fields of psychology and of professional education. The educational qualifications shall include the satisfactory completion

*A body authorized by the Legislature (Laws of 1934, chapter 476) and made up of some of its members and officers selected by the Governor. Mr. Sam A. Lewisohn was selected by the Commission as its chairman.

RECENT PROGRESS AND PRESENT STATUS OF EDUCATION IN CORRECTIONAL INSTITUTIONS IN NEW YORK STATE

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A major aim of the Commission has been to discover possibilities for developing and improving educational programs in correctional institutions. The task immediately ahead is to transfer the results of the experiments carried on at Elmira, Wallkill and Clinton to other institutions in order that all institutions under the Department of Correction may eventually develop well organized programs of education based on sound research and experience. In order to achieve this result centralized administration is a first necessity.

Achieving a Centralized Leadership Service for Education in Correctional Institutions

That penal education has failed to develop more rapidly has been due largely to lack of leadership. Under such circumstances, integration of effort has been impossible, no medium has been provided for the exchange of ideas and materials. Continuous, co-ordinated progress could not be achieved.

Recognizing the need for centralized leadership after the experimentation by the Lewisohn Commission* at Elmira, this Commission in a special preliminary report to Governor Lehman on October 27, 1934, made the following recommendations:

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"§ 15-a. Division of education. There shall be in the department of correction a division of education. The head of such division shall be the present director of vocational education and hereinafter future appointments shall be made by the commissioner of correction. The head of such division shall be a person whose education, training, and experience shall cover fields of penology and of professional education. The educational qualifications shall include the satisfactory com-

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pletion of three years of graduate work in education, penology, and allied fields. The head of the division of education shall have supervision of all educational work in the department of correction and shall have full authority to visit and inspect all institutions of the department to observe, study, organize, and develop the educational activities of such institutions in harmony with the general educational program of the department. He shall be responsible to the commissioner and deputy commissioner of correction."

This recommendation was transmitted to the 1935 Legislature with the Governor's approval and became law July 1, 1935. Mr. Walter M. Wallack, who has been directing the Lewisohn development at Elmira, was selected as Director of Education for the Department of Correction.

The work assumed such proportions, however, that additional personnel in the Educational Division of the Department became a necessity. Consequently, the Commission recommended the addition of an assistant director of education in charge of vocational education and an assistant director in charge of general education. These two positions were established by the 1936 Legislature and Mr. Howard L. Briggs and Mr. Glenn M. Kendall became the first incumbents on July 1, 1936.

Given the continued co-operation and support of the Governor, the Department of Correction and the institutional heads and personnel of the Division of Education should prove a vital force in stimulating, guiding and co-ordinating the educational work in the institutions administered by the Department.

The Development of Education at Elmira Reformatory

In reporting the status of penal education for 1928, Commissioner MacCormick stated that "not a single complete and well-rounded educational program adequately financed and staffed was encountered in all of the prisons of the country."

Many sporadic attempts at prison education had been made, however. The most noteworthy of these was probably the Elmira program, started about 1876. Its philosophy and procedure were soon extended to many similar institutions throughout the country. At Elmira, and nearly all of the reformatories for young adults subsequently patterned after the Elmira plan, education has been, at least in a manner of speaking, the core of the reformatory program. But reformatory education, so auspiciously begun, did not keep pace with general progress in the educational field. Consequently, after a time, these programs instead of demonstrating value actually came into disrepute, until at present there is serious doubt in the minds of many lay and professional people as to whether or not educational programs can have any value at all in penological work. If they had succeeded from the first, as well

they might, today our prison and reformatory training programs would be in a happy state of progress instead of lagging behind general educational advancement as they are.

Prior to the recent developments at Elmira, Mr. Austin MacCormick made the following statement concerning that institution: "Generally speaking, the system of education is very much out of date. The methods have been retained which in the 70's of the last century seemed to be promising but which today are considered quite inadequate by our best pedagogs on both sides of the Atlantic."

Since the above criticism was written very definite progress has been made as indicated by the following comments made by critics after visiting Elmira:

"Within a period of the past three years a very decided gain has been made in the educational offerings, the methods of teaching, and in educational results. The general morale of the employed personnel and of the inmate population seems to be very fine indeed. The personnel has gotten an appreciation of what Dr. Christian and his staff are attempting to accomplish in the way of improvement of opportunity in the institution and appears to be very enthusiastic about what has already been accomplished. . . . The inmates are given splendid opportunities for self-development. The facilities of the institution are being used significantly. As it stands today it appears that Elmira Reformatory is certainly in the lead in the development of its educational and general training facilities. The staff is conscious of the kind of program that is being advanced and is anxious to equip itself for further service.

"When I see what is happening at Elmira, for instance, I am assured that we are now on the right track in prison education. Some years ago at Elmira they were teaching the inmates about the anatomy of grasshoppers and the habits of the Eskimo. Today all education there is consciously focussed upon equipping the young men for the future careers which may be open to them. This dynamic affirmative approach in education has affected all the other activities of the institution." (Commissioner Austin MacCormick, New York City Department of Correction.)

"I had a sense of bustling activity about the place which struck me as being highly favorable. There was (also) an atmosphere of relaxation such as I have seen in no other penal institution, either in this country or abroad. . . . What surprises me is the fact that the entire Elmira project has not been publicized much more among prison workers and administrators. It strikes me as being one of the most important developments in American penal institutions." (Dr. Nathan Cantor. From a letter on file at State Department of Correction.)

Since the work of the Lewisohn Commission at Elmira that program now includes the following features:

Through staff training courses and a regular schedule of group and personal conferences, all Elmira workers are given instruction which increases their understanding and efficiency. The first step in staff training was an intensive six weeks course attended each day by an average of fifty key workers. Today, almost without exception, the staff is alert and working interestedly and intelligently, even eagerly, at its problems. Some of the oldest, most institutionalized members of the staff have become most valuable in the changed order. This comes about as a result of vigorous leadership capable of inspiring and training staff members.

Training begins the day an inmate arrives at Elmira. Immediately upon commitment the Classification Committee begins to assemble the information necessary to proper assignment and treatment of offenders. They are introduced to the institutional regime by a carefully planned series of steps. The classification period usually requires thirty days. Inmates are investigated, tested and interviewed. Medical and psychiatric examinations are made. The Classification Committee is presided over by the assistant superintendent of the reformatory and its membership includes the psychiatrist, the psychologist, sociologist, heads of the various training departments, the school director, the disciplinary officer, chaplains and others who have assisted with the interviews and who will have direct supervision over boys in following them through the reformatory program.

Educational divisions exist only for the administration of units, since the whole training set-up is integrated through the Director of Education in consideration of training needs of particular inmates. The administrative divisions for training are as follows: The academic division in which fundamental education is stressed; the vocational division which provides training in the skills and related education of thirty-four trades; the recreational division which provides training in numerous avocational pursuits, social activities, health and physical education, mental hygiene and the like; the library division under which there is a general institutional library, vocational library and school library; the special education division under which is organized the psychopathic clinic and numerous other forms of special educational therapy.

Teachers work in terms of guidance and it is not unusual to find fifteen boys under the direction of one teacher, each working upon a different training level toward a different objective. Generally speaking, classroom procedure is an adaptation of the Dalton and Winnetka plans. However, socialized recitations have an important place in the whole scheme. There are numerous clubs and discussion groups. The new concept holds that by individualization is meant, more than anything else, that the institution will go to individual inmates to see what their special educational needs are and attempt to provide something in training that will meet those

needs. Teaching methods are not necessarily "individual" in the Winnetka manner. But in the reformatory the comparatively short training period makes the Winnetka method valuable in some teaching situations because it enables the inmate to use his time most advantageously.

Newly admitted inmates are given a chance to inspect the reformatory plant, note the vocational opportunities available and to express their work preferences. For psychological reasons, grade lines and many of the other earmarks of traditional school organization have been erased. Curricula have been modernized, enriched and adapted to present day conditions and current teaching methods. Curricula are being organized into areas of information, study projects and progress units. Social values are emphasized in all curricula and in their construction there is an attempt to organize materials so that students will be led on to further activity. Emphasis is placed upon normal living as nearly as it may be achieved by those confined in a correctional institution, with controlled opportunities for participation in institutional social life. Physical facilities are being adapted as nearly as possible to the prevailing philosophy of training.

If there were space here, much could be said about the ways in which numerous practical difficulties were overcome at Elmira. In the beginning the State did not provide budgetary increases for the new work. When it came to providing additional personnel and materials this omission presented a serious difficulty. The answer was to organize a staff of teaching internes and to secure funds from private sources for material needs. An average of twenty-seven teaching internes was carried through the first eighteen months of reorganization. These teachers were recruited from among the recent graduates of normal schools, colleges and universities who were willing to give service without cash compensation in order to gain institutional experience. Many of these have since secured permanent places in institutional work. The New York Foundation contributed seven thousand dollars and additional amounts were secured from other private sources. After demonstrating the need for an increased educational staff at Elmira, State authorities approved the addition of fifteen new educational positions including a Director of Education. Moreover, budgetary allowances for equipment and supplies were increased materially. One authority in the field of prison education summarizes the progress made at Elmira as follows:

"The way in which Elmira, the grandfather of all adult reformatories, has been completely reorganized and revived is a story in itself. Occupying a position in the rear rank a decade ago, from the educational standpoint it has advanced definitely to the front rank." (From a statement by Commissioner Austin MacCormick.)

Educational Projects of the Present Commission

The Wallkill Experiment

The first wing of the Wallkill Prison was completed in November, 1932. At the time of the initiation of the Wallkill Commission project in 1934, a commendable beginning had been made towards the establishment of an educational program. The Commission project directors have co-operated with Dr. Leo J. Palmer, Superintendent, N. J. Hanzel, Director of Vocational Education, F. E. Averill, Foreman of Industries, and the prison staff, in directing the development of the educational program to its present level.

In the June, 1936, issue of the *Journal of Adult Education* the Wallkill program is reported as follows:

"The warden is Dr. Leo J. Palmer, a young psychiatrist with thorough prison training, social vision, and demonstrated administrative ability. The staff is carefully trained.

"Wallkill is concerned primarily with training rather than with production, and the educational program permeates and dominates every activity of the prisoners. Evidences of the close correlation of learning and doing are seen in the classroom built into a corner of each shop, the bulletin boards which keep the background material before the eyes of every worker, and the laboratory operated in connection with the farm. Courses designed to give the social background of various occupations are not conducted in traditional classrooms but in the shops themselves. And these shops, by the way, are well equipped with modern machinery.

"The educational staff proper originally consisted of a head teacher, now designated "director of vocational education"; a foreman of industries; twelve shop instructors; and four related and general class teachers. . . . In 1934, the Governor's Commission received from a foundation interested in adult education a grant of \$12,500 a year for two years and immediately installed at Wallkill two well-trained men: Howard L. Briggs, vocational specialist, and Glenn M. Kendall, curriculum specialist. They were charged particularly with establishing a program of social education, with socializing the content and method of both academic and vocational education. The curriculum laboratory of Teachers College, Columbia University, prepared special teaching material with that end in mind.

"It is the Wallkill program of social education that is unique and of general importance. Vocational training is given in a workmanlike manner, with thorough job analyses and mimeographed instruction sheets as its basic material. But the men in the shops also study and discuss, in small groups, such subjects as Industrial Trends, America at Work, Machines—What They Do To and For Man, and Getting Goods

to People. A discussion class called Keeping Up with the World deals with current events and socio-economic problems. Standard academic courses of the public school type are supplemented by cultural courses. Visual aids are used liberally throughout the educational program.

"Classes are held during both the day and evening hours. In the evening, also, well-organized dramatic, musical, and public-speaking groups meet. An avocational shop is available for those who wish to use their leisure time in pursuing hobbies. Prisoners have free access to the library and can spend their spare time in its attractive reading room.

"None of the educational work at Wallkill is compulsory, with the exception of that for a few illiterates. Yet fifty-six per cent of the prisoners are enrolled on a voluntary basis; last year the figure was only twenty-one per cent. Eighty-two per cent use the library. It would be going too far to say that the program there is the best to be found in an American prison, for it is too new and experimental and has been too largely dependent on private funds. In my opinion, however, Wallkill is today the most encouraging institution in the country to those who believe that the principles of adult education can be applied to adult prisoners and that education can be made a socializing force within prison walls. Its demonstration will unquestionably tend to liberalize and deformalize the programs of older institutions, whose educational complacency has been so severely shaken in recent years."

The educational project conducted at Wallkill during the past year has developed definite procedures and techniques for co-operative program development, inaugurated new activities, increased the scope and efficiency of those already in operation, and made some contribution to the understanding of inmate attitudes and the problems of education in correctional institutions.

A definite distinction has been drawn between unorganized, haphazard training and planned, organized, well-taught educational activities. Eleven vocational training fields are now on a firm educational basis and taught by trained instructors. The cultural and academic activities have been increased to include public speaking, Spanish, advanced English, current events discussion groups, social studies, elementary English, mathematics, shorthand, bookkeeping. Increased emphasis has been placed on the improvement of inmate attitudes and behavior patterns throughout the entire program. The training of the entire personnel has been extended through participation in the development of the program as well as through teacher training and guard classes. Inmate attitudes have been analyzed through Industrial Trends classes and interview reports. New teaching materials which should be of value in other institutional situations have been compiled.

The Wallkill program is well on the way to become a properly organized, well-rounded development. It has been brought almost

as far as possible in its major aspects with the personnel and facilities at hand. New developments now taking place will make further advancement possible. Most important of these is the establishment of a functioning guidance and classification department co-operating with parole. The appointment of a civilian librarian will not only increase the efficiency of the library but permit supervised individual study. Additional instructors are being employed to provide for additional expansion.

A detailed description of the Wallkill experimental project has been presented to the Commission from time to time in a series of six progress reports. An annual report summarizing the entire project is also in the hands of the Commission. An extract of this is included in another section of this report.

The Clinton Experiment

Under Warden Murphy a new spirit has been created in Clinton Prison at Dannemora. Prior to the Commission's project, however, the educational program at Clinton was limited in scope and formal in method, occupying a subordinate place in the program of the prison. Almost no vocational education was attempted. Individual program planning was non-existent. Academic classes were small; inmates conducted the classes in which content was meagre and out of date.

In the Clinton situation in April, 1935, the Commission placed a trained educator, Mr. Walter C. Voll, for the purpose of reorganizing and expanding the educational program. Special emphasis was to be placed on vocational training in this project. As a result of this experiment, education has been given a more important place in the Clinton program. Through a series of lectures an attempt has been made to give employees greater insight into the objectives of the program. A teacher training course has been carried on in co-operation with the Plattsburg State Normal School. Through the co-operation of Warden Murphy, whose fine spirit and social vision made the project possible, the industrial shops are closed from 11 to 12 each day in order to permit the men who work in these shops to attend school. At present, 1,147 men, or 65 per cent of the population, are engaged in some educational activity.

Guidance techniques are being developed so that the educational background of the inmates will be made available to assist in planning individual programs. A part of the academic work has been departmentalized. A number of new classes have been organized. A start has been made in organizing vocational courses in a variety of trades. Teaching materials have been developed to fit the present situation. Considerable experimentation has been carried on with motion picture and radio, the most interesting of which is the attempt to develop social attitudes through a discussion of selected excerpts from outstanding film productions. The library has been greatly augmented by securing a large number of books from Columbia University and the Book-Sharing Committee. The recreational program has also been expanded and reorganized.

New York State Vocational Institution

The intelligent and effective treatment of youthful offenders is probably one of the most vital factors in any program of crime prevention. Although the present plant of the New York State Vocational Institution was not occupied until March, 1935, Superintendent Frederick C. Helbing, Assistant Superintendent Donald D. Scarsborough, and their staff have made remarkable progress towards the development of an organized program of guidance and training.

The objectives which they have established for the institution are significant.

1. To make each boy a self-supporting member of society.
2. To develop a more wholesome attitude towards society.
3. To create desire for good citizenship.

The arrangement of the building is well adapted in many respects for the carrying out of this program but there is a lack of proper classroom facilities. The staff includes a psychologist, a psychiatrist, a director of education, a principal of the school, seventeen vocational trade instructors and nineteen teachers of related subjects. Many of these men are well qualified for their positions although there is a need for an intensive program of teacher training within the institution.

The criminal careers of the boys sent to this institution indicate need for an organized program of social and vocational education and guidance.

The training of a boy begins when he is first admitted to the institution and continues throughout the period of parole. The Quarantine Division is in charge of a teacher trained in educational work for problem cases and the afternoons and evenings are devoted to various guidance and educational activities, the aims of which are to break down the inmate's distrust and to acquaint him with the opportunities for training offered by the institution.

When the boy appears before the Vocational Assignment Committee, he has already had an opportunity to see something of the vocational possibilities of the institution and he is encouraged to express his preference as to trade training assignments, participation in recreational activities, etc., and assignment is made according to the wishes of the boy when this agrees with other findings. The arbitrary allocation of individuals to maintenance squads is avoided as much as possible, for it is felt that a far better psychological approach to the boy's adjustment is obtained when he is permitted to have a word in his assignment.

In view of the fact that many boys are uncertain as to their vocational ambitions and three weeks in quarantine is too short a period to make a decision, provision is made for reviewing cases automatically at regular periods. By the time the boy has had his first or second review some indication can be given him of the length of time before parole will be considered. The setting of

a definite "bit" to be served is avoided; rather, the boy is given to understand that rapid adjustment and progress mean early parole. The period of reception is also used as a preparation for life in the institution.

At the end of the quarantine period, the boy is ready to enter the inmate population and is prepared to meet his own problems. He is familiar with the first units in Social Relations work, and has by this time usually acquired a desire to move toward his goals.

The institution further recognizes that culture, social acceptability and submission to the mores are correlative with economic security and general well-being. Upon this basis, it seems necessary to train, educate or rebuild the several sides of an inmate's life for normal participation. This procedure, it is believed, will lead toward the objectives of the institution.

Considerable time has been required to erect equipment and place the vocational training and maintenance shops upon an operating basis. Floors have been laid, machines set up and benches built. In spite of this necessary preliminary work, much has been accomplished in the way of trade analyses, progress records and instruction sheets.

The progress of every inmate within each shop is carefully recorded through all of the fundamental operations of each vocation. A similar record is kept of his attitudes. An interesting development of this institution is a comprehensive case folder containing a progressive file record of the student's progress through every phase of the institution's rehabilitative and educational program.

Although no attempt has been made as yet to teach related trade information within the various shops, related subject matter is taught in separate classrooms as well as the general and social education content. There is also a definite attempt to hold interest through correlating and integrating the general and related educational content with practical life applications.

Considering the limited time that this institution has had in which to organize and establish its educational program, commendable progress has been made.

Westfield State Farm

The Westfield State Farm has been one of the five institutions receiving the greatest attention from the Educational Division of the Department of Correction and the Commission during the past two years. After the death of Dr. P. B. Battey, former superintendent of the Westfield State Farm, Dr. Thayer, then Commissioner of Correction, asked the director of education to make a survey of the entire program at the Westfield State Farm for the purpose of making suggestions concerning future developments in this institution. This was done and reorganization then begun took on added impetus and significance after Major Carl Kane was appointed acting superintendent.

Throughout this report there is stressed the thought that a step toward the inauguration of an effective program of social education in an institution is the creation of an atmosphere therein favorable to the operation of the program. Up to this time the creation of such atmosphere has been the outstanding development at Westfield State Farm. This institution stands as a second example, the first having been Elmira, of the wisdom of an administrative policy which will result in that kind of institutional atmosphere most conducive to securing willing co-operation from inmates.

Reformatory for Women

Two years ago the educational program in the Woman's Reformatory was exceeded in meagerness and barrenness only by the program in the Prison for Women. There was no correlation of the work of departments and no evidence of integrated effort. Practically all training, if it might have been called that, was for domestic service or power machine operation. Such training as this was given incidentally and the chief aim was the maintenance of the institution. Only \$25 had been asked in the institutional budget for educational supplies. Text books were antiquated, the last ones purchased having been copyright in 1897. There was a small class in which formalized, stereotyped, academic education was given. In this class were many girls taking work from three to six years lower than the grade levels they had reached in public schools. The teaching was listless, without aim or purpose, and the response appeared to be almost wholly negative. There was a commercial class where teaching could have been successful if girls had been allowed to remain in class long enough to make progress. However, numerous girls taking the commercial work obviously were misplaced in such training. There was some attempt to give what was called "occupational therapy." However, the occupational therapy objectives and methods were entirely open to question. There were good facilities for a recreational department but effort here was smothered by lack of administrative insight and appreciation of the values involved. The only music instruction encountered was occasional group singing. There was not only a lack of effort to develop self-expression, but any attempt to do so was sternly repressed. The handicraft arts consisted of the fabrication of certain projects in embroidery, most of which were unrelated to any interests in the lives of the girls who spent hours making the stitches.

Discipline was maintained strictly upon a negative basis. The government of inmates was regulated by numerous complicated restrictive rules. It would have been practically impossible for any girl to come through a day in the institution without having violated from six to a dozen "Thou shalt nots." The great sin, of course, was in being caught. Silence was maintained during meals. Inmates were forbidden to possess writing materials, but "underground" note writing flourished nevertheless. Dresses

were uniform and there were severe penalties whenever any individuality was exhibited in dress. Inmates were locked in their rooms whenever not at school or at work, including Saturdays and Sundays, but were unlocked from supper to bed time if they were willing to remain quietly seated in the recreation room. The possession and use of cosmetics was prohibited. Girls in quarantine and up-patients in the hospital had their clothes taken from them at four-thirty in the evening and were required to wear nightgowns. This measure was intended to prevent escape.

There is little one need say about the possibilities for reform in an institution conducted as was the reformatory at Bedford Hills. Not only was reform impossible but the opposite outcome was almost inevitable. It is quite certain that the objections raised by many persons in authority outside the institution about conditions in the reformatory at that time were not only valid but surprisingly mild considering the actual state of affairs.

While there yet remains much to be done at Westfield State Farm in overcoming improper conditions there, informed observers are amazed when they note the changes for the better which have occurred during the past two years. A brief summary of improvements is as follows:

An acting director of education was appointed who supervises both the reformatory and the prison. Provision was made in the 1936-37 budget for new positions to include a director of education, a supervisor of home making and dietetics and a teacher of child care. All teaching vacancies have been filled and the teaching staff increased from six to eight persons. The curriculum has been greatly enriched, modernized and expanded. An extensive program of handicrafts is included. Academic work has been vitalized and placed on an individual need and progress basis. Provision has been made for coaching in high school subjects. The program of music instruction has been expanded greatly.

The offering in vocational education has been improved by organizing a new course in cosmetology under the direction of a trained instructor. This course, the laundry course, dress making course and dress design course have been organized for efficient teaching upon the job analysis and instructional unit plan. Related information is now a part of vocational instruction.

The recreational department has been put under the direction of the educational department with an expanded, purposeful program. Likewise occupational therapy has been reorganized in the same manner.

A complete course in child care under a specialist has been organized and includes pre-natal and post partum care and the care and training of the child during the first year.

Some new reference and text books have been obtained along with some educational supplies and a little equipment. Much of this has been obtained through donations.

Perhaps no other institution in the Department is so starved financially as the Westfield State Farm. There should be substantial increases in the budget of this institution for educational purposes without delay.

Library methods have been extensively revised and girls are now encouraged and allowed to work in the library, and to select books therefrom. Formerly, they were discouraged whenever any effort was made to use the library.

Recreation from the standpoint of amusement, which is very necessary for confined women, has been extensively improved and now includes games tournaments with outside teams, shows by outsiders as well as inmates, numerous club activities, musical organizations and others. Teachers and other employees are giving a great deal of their time to the sponsoring of these activities.

The reception period is now utilized for educational purposes. Here there are recreational and game activities, elementary sewing and the handicrafts. A reception cottage has been opened in which girls are taught the fundamentals of housekeeping with correlated school work such as letter writing, speech improvement, and so on.

Staff training has been vigorously attempted under the new regime. This consists of lectures and demonstrations given by persons of authority in fields related to institutional management and most importantly through individual and group conferences between staff members.

Several members of the staff have taken courses in colleges and universities at their own expense.

Disciplinary procedure has been almost completely reversed and the good outcomes always obtained from application of positive constructive discipline have occurred. There is now a very distinct trend toward the development of a highly effective guidance and counseling scheme which bids fair to become the major method in obtaining discipline and educational response. Direction and advice have replaced coercion and repression. Wholesome expression is encouraged and fostered. One cannot discern any of the elements of fear in the relationships between inmates and administration. Inmates are now enthusiastic in believing that the institution exists in their lives for constructive purposes. This fact makes it all the more necessary that no time be lost in building up the constructive content of the treatment program and the morale is excellent. At present, individuality is encouraged and no penalties are inflicted for it. In the atmosphere of discipline now existing, individual expression seldom takes a direction which makes penalties necessary. Moreover, when penalties are necessary, they are related to their causes in such a way as to effect intellectual response rather than mere submission. Girls have a homelike atmosphere in their cottages. They may remain in their rooms or join the cottage group in recreation room or elsewhere. They are never locked in rooms at any time, day or night. This has

resulted not only in the improvement of morale and lessening of disciplinary problems, but also in the elimination of the near criminal fire hazard which existed before. The old type of uniform has been discarded. Dresses of attractive colors are cut and fitted for each girl. The whole trend of discipline obtained through guidance reveals new hope each day for the possibility of effective training outcomes in the girls reformatory. This institution is making progress toward serving as a bridge over which girls may walk from social inadequacy to adjusted lives in the community.

This Commission wishes to go on record as favoring the rapid extension of development and reorganization which have occurred at Westfield State Farm during the past two years. Increased budget appropriations are not only necessary but must by right be made. Some readjustment of the institutional staff will have to occur soon. There are staff members who are superannuated and who give evidence of possessing no possibility of readjustment to the new regime. We strongly urge that the guidance and counseling techniques now emerging in the reformatory program be developed as rapidly as possible, not only for the effect at Westfield State Farm, but as well for translation to other institutions.

The Commission wishes to endorse the co-operative attitude of the Board of Visitors toward the administration of the Westfield State Farm. This board shows itself desirous of determining policies in an intelligent manner with the advice of the superintendent of the institution and others qualified to make suggestions. Furthermore, the board shows no tendency to meddle with the executive functions of the superintendent. This is probably due to the fact that there is mutual confidence existing between the chief executive officer and the board.

As an example of the determination of intelligent executive policy, recommended elsewhere in this report, the Commission wishes to commend the credo of the board of visitors which follows herewith:

Credo of the Board of Visitors of Westfield State Farm

I. We believe the aim and function of Westfield State Farm is two-fold: (1) the protection of society; and (2) the better adjustment of the inmate to social life. The program of the institution, therefore, must include:

- 1—the care of health;
- 2—the development of salable skill;
- 3—the education and development of social values so that after a girl is released she not only will be able, but will choose, to behave in a way approved by society. The physical structure of the institution should be designed and those who staff it should have the personality, training and experience necessary to carry out this program.

II. We believe that the conduct which brings the inmates to the institution is the result of a certain set of influences, and that this conduct can be altered by the substitution of a different set of influences.

II.1. We believe that the institution should carefully be made the sort of environment conducive to reconditioning the maladjusted, anti-social individual for wholesome social living,

and that therefore the reformatory should surround the inmate with an environment in which a set of influences are consciously, purposefully directed at the individual;

and that therefore it is our responsibility to examine the institution and ask searchingly: (1) how does this or that feature influence the inmate; (2) how could a change here or there introduce a desirable influence?

Furthermore, that the institution should deliberately create situations which are stimulating, reformatory, and in general create an environment the influences of which are such that they make for growth, not repression.

IV. We believe that we should treat the inmates separately, as distinct individuals. The same causes have not operated in these different delinquencies, therefore the same treatment is not equally appropriate to them all.

V. We believe that individualized treatment should consist of:

- 1—diagnosis of the needs and difficulties of each case;
- 2—plan of treatment, with the aim to remove difficulties and fulfill needs;
- 3—supervision of treatment;
- 4—analysis of results;
- 5—modification of plan where necessary.

VI. We believe that as means to this treatment the reformatory should provide the following services (activities):

- 1—case studies (by properly trained members of the staff, to form a basis for diagnosis and treatment);
- 2—classification for treatment;
- 3—vocational training;
- 4—psychiatric case work in adjustment and discipline problems;
- 5—stimulating recreation and occupational therapy;
- 6—health and hygiene program;
- 7—“personal appearance” cultivation;
- 8—chapel services and chaplains' case work;
- 9—pre-parole program;
- 10—parole supervision by social workers.

VII. We believe that assignment to work and classes should be made only after a study of the needs of the individual by some one competent to understand and analyze the particular case. We believe that each case should be reviewed every three months for the purpose of determining progress and to consider whether a change of program is desirable. We believe that when the educational and training program is made out, the inmate should be encouraged to express her own wishes and opinions, and that these should be taken into consideration when the plan is made or changed.

VIII. We believe that the fundamental adjustments which the individual must make in order to live satisfactorily in the contemporary community are:

- 1—ability to earn "an honest living," i.e., a salable skill;
- 2—ability to "get on with people," i.e. ability to function in a group;
- 3—"a respect for the law," i.e., respect for the rights of others;
- 4—resources for enjoyment which are not anti-social.

IX. We believe that the reformatory program should be based on:

- 1—a clear view of the skills and attitudes which an individual needs for adjustment to the contemporary community;
- 2—principles of training (i.e., of the reconditioning of human beings);
- 3—capable officers to carry out the training program.

X. We believe that as society today is dynamic, its conditions change rapidly; therefore, the educational program must be flexible, the vocational classes especially so.

XI. We believe that the educational director of the institution must keep in touch with the world outside, so as to be quickly aware of changes, particularly in the labor market, in order that the inmates may be trained to meet actual needs and not situations already passed.

XII. We believe that as long as a considerable proportion of the inmates at the time of parole are placed in domestic service, we should give careful attention to their training in cooking, table service, and general housework.

XIII. We believe that cottage housekeeping should be held to a high standard in order to: (1) develop salable skill in domestic service; and (2) make of these women better home-makers in their own families.

XIV. We believe that the school room facilities should be made available to every inmate;

That the "scholastic" education should be correlated with the vocational; that the attention of every inmate should be called to: (1) hygiene, personal and social; (2) civics; resources for enjoyment, particularly in music and literature, also games of skill.

XV. We believe that the reformatory should keep in touch with developments in educational methods in the schools.

XVI. We believe that the reformatory process is primarily an educational process, and therefore we recommend that an educational director have as a duty the continued study of the institution as a whole for the purpose of bringing out the educational possibilities in the ordinary every day situations (often classed as maintenance or custodial).

XVII. We believe that discipline should not consist of an application of rules, nor be repressive, but should come in naturally as a part of the educational program and the psychiatric case work, and attempt the elimination of harmful attitudes and habits as a phase of reconditioning the inmate for happier living.

We believe that discipline should rest on diagnosis of the difficulty (in the individual and in the situation) rather than on the application of rules.

XVIII. We believe that a contributing cause in delinquency is lack of resources for harmless enjoyment, resulting boredom and discontent; and therefore we recommend an active program of clubs for the development of hobbies and interests.

XIX. We believe that a woman's behavior is influenced by her reaction to her personal appearance, and therefore we advocate the advice of a personal hygiene teacher, which should include a beauty specialist, in helping the inmate to become more pleasing to herself and to others.

XX. We believe that one learns to choose well only through practice in choosing, and therefore we recommend the setting up of choice situations as far as possible in place of the requirement of obedience to rules imposed from the office. Specifically we recommend the organization of recreation clubs to be managed by the inmates themselves.

XXI. We believe that the institution should have the services of able psychologists and psychiatrists, both in the development of its policies and in their day by day application.

XXII. We believe that the treatment of the inmate should begin immediately upon her arrival at the institution;

that the first two weeks, in quarantine, are important for the formation of attitudes and expectations. Therefore we approve of an active program of occupational therapy to begin at once while the inmate is in quarantine,

and of an early interview with the psychologist or psychiatrist for the purpose of persuading the inmate that she has before her during the next months an educational opportunity and a "chance to begin again," and that the staff is sincerely concerned to make the experience helpful to her.

XXIII. We believe that the duty of the institution to the resident children of inmates includes:

- 1—care of their physical health;
- 2—care of their social health, in:
 - a—nursery school training
 - b—cultivation of the affection tie with the mother.

XXIV. We believe that inmates who have children in the institution should be instructed in the care of their babies, and that an opportunity should be given for them to know their babies and for affection to develop.

XXV. We believe that the most important factor in the reconditioning environment of the institution is the personalities of the staff members.

and that therefore we should give the task of program making and day by day training into the hands of officers who (1) comprehend the aim of the institution and are in sympathy with it; and (2) are personally qualified by character and education to put the program into practice.

In other words, we would demand that staff members be:

- 1—adjusted personalities;
- 2—in sympathy with the aim of Westfield State Farm;
- 3—technically trained for their specific jobs;
- 4—experienced in working with people.

XXVI. We believe that the reformatory officer is first of all a teacher, and that his teacher attitudes must overshadow his guard attitudes.

XXVII. We believe that the work of reconditioning human beings is a high form of social service, and requires the best character and training, and that therefore no one is too good for the position of officer in a correctional institution, whether superintendent or matron or other functionary. We want the staff of Westfield State Farm composed of the best material available.

XXVIII. We believe that of all the staff the matron comes most closely into contact with the inmate and that therefore a prime duty of the administration is to select matrons of good character and intelligence and in sympathy with the aims of the institution.

XXIX. We believe that matron's work requires specific skills and therefore urge that study courses for matrons be made a

regular feature of the institution program and that matrons be given opportunity to attend these classes, and be required to attend them.

XXX. We believe that there is still much to be learned in the correctional field, and that no one has yet said the last word on the subject. We believe that there is necessity for research in the field, and for a constant review of policies and practices, with revision as improved methods are developed.

XXXI. We believe that there is a future in penology, and we are eager that Westfield State Farm may make a contribution toward progress.

Woman's Prison

The educational facilities of a physical nature in the woman's prison are woefully inadequate. There is immediate need for a new building which will house educational activities in classrooms and certain elements in the recreational program not provided for otherwise. Moreover, there is great need for the employment of at least five teachers of specialized subjects whose entire time will be given to the inmate population of the prison.

Two years ago the morale of the prison inmates was at such low ebb that there appeared to be danger of the development of difficult administrative problems. Considering the lack of facilities in personnel, commendable progress has been made recently.

Two years ago the only educational opportunity in the prison consisted of a class conducted by an inmate teacher and served only a dozen people without any supervision whatever from the educational department of the institution. Only one course was offered and the chief purpose in offering it was to care for idle persons in the population. The prison was entirely devoid of recreation or any other activity of a constructive nature. It is probably true that in the history of New York institutions it has been many years since a group of prisoners, male or female, have been so neglected as were the women in the prison.

By reconstructing basement corridors, soliciting donations, and making other improvisations the following improvements have occurred: Education at the prison is now under the direction of the acting director of education. Commercial education is offered. One civilian teacher gives full time to the prison. Numerous handicraft arts have been introduced. Definite courses are offered for illiterates and in several of the academic branches. The recreational program consists of gymnasium classes, baseball, basket ball, tennis, dancing, gardening, and the like. Library facilities have been increased and improved. A rather extensive program of music instruction is offered. Several clubs have been organized both for instruction and amusement. It is noticeable that the morale of the women prisoners has improved considerably although much remains to be done when increased facilities are made available.

A summary of recommendations made by this Commission for the improvement of the Westfield State Farm is as follows:

1. Increased budget appropriations for educational supplies and equipment.
2. Increased physical facilities to include buildings and equipment.
3. Employment of additional personnel for teaching service.
4. The establishment of a behavior clinic for the purpose of carrying on research into the problems of behavior presented by women inmates.
5. Inauguration and development of research projects which will lead towards increased knowledge for application in the administration of the woman's institution.
6. A State-wide survey of vocational opportunities for women ex-prisoners.
7. Continued development of integrated training, curriculum re-organization, personality development through guidance and modernized educational method.

Woodbourne and Albion

The Woodbourne Institution began only recently to receive prisoners. The educational staff so far appointed consists of a head teacher, a physical and recreational director and six maintenance shop heads who are all expected to give vocational training. Plans are well under way which should lead to an organized program of instruction. Inmate teachers are being trained, curricula developed, and some classes started. While the Woodbourne plant is quite modern and artistic from the architectural viewpoint, no adequate educational facilities were included in the building plan.

The Commission has not yet found time to study the educational program in the Albion State Training School. Upon two occasions during recent years administrative reorganization has been necessary there. Since then, all effort has been directed toward the achievement of administrative stability.

New York State's Maximum Security Prisons

Maximum security prisons are of necessity administered with custody as a primary objective. Educational programs, when they exist at all, are frequently submerged to the point of ineffectiveness. It seems evident that although maximum security is a main purpose of these institutions, a significant program of education can also be promoted.

Prisons such as Attica, Auburn, Clinton, Sing Sing, Napanoch, and Great Meadow have had insufficient budgets for conducting comprehensive educational programs. In the past the lack of physical equipment, and teaching personnel in the prisons has

been a further problem. With these limitations the trend has been quite naturally to adhere to the traditions of public school work. In many prisons the three R's have formed almost the entire educational program. Classes have been taught by inmates, in poorly equipped rooms, and by antiquated methods. At one time the elimination of illiteracy was a vital need. Compulsory school attendance and limited immigration have reduced the ratio of criminal illiterates from 20 per cent to 8 per cent in New York State prisons. Prisoners still show marked deficiencies in basic life skills, but the program should not be confined to such narrow scope.

There are excellent educational features to be found in individual institutions such as the discussion groups at Sing Sing, its excellent library facilities, extension courses, and recreational program. In no case, however, has a comprehensive, integrated program been developed in these institutions.

Some progress has been made in very recent years. Attica has an excellent school building with three teachers and a head teacher. Sing Sing has just completed a new school building and has one head teacher and one assistant. Great Meadow, Napanoch and Auburn have one civilian teacher each. For the coming year Great Meadow, Auburn and Sing Sing will each have two additional teachers provided for by the last Legislature as a result of a recommendation made to the Governor by this Commission.

The added educational facilities and teachers now available, the services of the Educational Division in the State Department of Correction, plus the materials and procedures developed in the Commission's experimental projects, provide a basis for future development in these institutions which will lead toward comprehensive and modern programs of education. However, it will be impossible to operate such programs effectively until more adequate budgets become available for supplies, equipment, and additional teaching personnel. On the other hand there is a serious question as to whether the existing facilities have been utilized to maximum advantage.

Summary of Present Status

In summarizing the present status of education in correctional institutions in New York State it can be said that commendable progress has been made. New buildings have been provided to house educational activities, additional teachers have been employed, centralized administration of education has been organized, and demonstrations of the value of worth while education have been made. Experimental projects have developed sound techniques and procedures for organizing and carrying on education. A considerable body of teaching material which is particularly adapted to the prison situation and to the individuals to be taught has been produced and tried out. The viewpoint of the institutional personnel has been developed and the public has been

informed of the purpose and value of expanding education in correctional institutions.

On the other hand, really effective programs are an actuality in a few institutions only. Budgetary provisions are still entirely too meager. Personnel, supplies and equipment are limited. The procedures, techniques, and materials which have been developed at Elmira, Wallkill, and Clinton must be extended and adapted to other institutions. The programs of several institutions, particularly those of the maximum security prisons, need considerable reorganization and revision. These constitute needed next steps.

The advances which have been made can only be measured by comparing existing achievements with the situation as it was, rather than with the ideal situation. There still remains a vast amount to be accomplished before the ideal situation is even approached.

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BASIC CONCEPTS AND OBJECTIVES OF EDUCATION IN CORRECTIONAL INSTITUTIONS

Before going further with a description of the work of the Commission, it would be well to indicate what it believes to be the underlying philosophy of education in correctional institutions. In providing a comprehensive and vital program of education, the Commission has only one thought in mind: the protection of the public interest.

The Functions of Correctional Institutions

Society is at present committed to improvement as the major method of dealing with convicted offenders against its laws. Those who are convicted of crimes during the past few years have indicated

SECTION IV

Basic concepts and objective of education in correctional institutions

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The Governor's annual message to the New York Legislature has set forth his legislative program. He has clearly defined the task of correctional institutions.

"The fundamental purpose of the correctional system is to provide for the rehabilitation and reformation of the individual who has committed a crime. It is the duty of the State to provide for the education and training of these individuals so that they may be able to lead a law-abiding life upon their release from the institution. It is the duty of the State to provide for the education and training of these individuals so that they may be able to lead a law-abiding life upon their release from the institution. It is the duty of the State to provide for the education and training of these individuals so that they may be able to lead a law-abiding life upon their release from the institution."

Latham, Governor Herbert H. Recommendation for the Improvement of Criminal Law Enforcement. Legislative Document No. 57, 1925.

BASIC CONCEPTS AND OBJECTIVES OF EDUCATION IN CORRECTIONAL INSTITUTIONS

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The Functions of Correctional Institutions

Society is at present committed to imprisonment as the major method of dealing with convicted offenders against its laws. Riots and investigations of riots during the past ten years have indicated the ineffective, and occasionally pernicious programs of many correctional institutions. There is convincing evidence that the essential difference between the prison of 1830 and that of 1930 is just one hundred years. Gradually the public is beginning to say, "What use to send a man to prison if he comes out bitter against society and less able to cope with his environment than when he entered?" The fifty-two million dollars spent on correctional institutions each year should return larger dividends to society in remade men than they do at present. Prisons are more sanitary than formerly, the housing and physical facilities are somewhat improved. But these physical improvements, although commendable, cannot solve the prison problem. A new program, a new spirit, and a revived personnel are necessary if prisons and reformatories are to be more than half-way houses to more crime and more imprisonment.

In Governor Lehman's Special Message to the New York Legislature setting forth his legislative crime program, he clearly defined the task of correctional institutions as follows:

"In the fight to control crime, penal and correctional institutions should have two functions. One is to hold in safe custody persons who are a menace to society when free. The other is to bring about the reclamation to law-abiding life of the largest possible percentage of the delinquents and criminals committed to their charge. Practically all of those now serving sentence in our institutions will be free in less than ten years, a majority in five years, or less. It is therefore not enough that our jails, prisons and reformatories be merely secure cages for those who break the law. It is axiomatic that they must somehow accomplish the reformation or rehabilitation of a substantial number of their prisoners, if they are to give society anything but temporary protection."¹

¹ Lehman, Governor Herbert H. Recommendation for the Improvement of Criminal Law Enforcement. Legislative Document No. 57, 1936.

A new philosophy is needed in the administration of both criminal justice and correctional institutions. Revenge and punishment have been the shibboleths of past penal treatment. Cantor states that "the spirit of revenge colors our penal administration from arrest to discharge." He continues that "evil begets evil. Revenge nurtures revenge, not reform. The answer to society's vindictivism is recidivism, not rehabilitation. Punishment, motivated by revenge, does not produce reform. . . . Present penal administrations contradict the few sound principles of human behavior which have been so laboriously gathered for the past few years. . . . The attempt to introduce treatment rather than punishment in penal philosophy is not based primarily on sentiment. It rests on foresight of consequences. . . .

No extended and serious effort has as yet been made to utilize what we have learned about the educative process in rehabilitating criminals. . . . The criminal must be taken in hand, treated and reformed, if possible, or else permanently segregated."²

Only by changing men can correctional institutions really protect society. Men cannot be changed for the better through brutality, routine, regimentation, and deadening monotony.

Dr. Nathan Peyser, whose earnest and intelligent interest and effort in the work of the Commission was cut short by death, addressing the Correctional Education Conference at Teachers College, said:

"The protection of society and the salvaging of the individual, if at all possible, has become the slogan (of the correctional institution). It has become the aim of the scientifically motivated institutional program to prevent future wrong-doing by those committed to its care, not merely by incarcerating them and in this way excluding them temporarily from possible criminal activity, but by re-educating them, and restoring them permanently to community life as normal, social beings. That this purpose has gained wide acceptance is evidenced by the extension of probation and parole procedures; the introduction of school and shop instruction programs; the inclusion on prison staffs of psychologists, psychiatrists, physicians, teachers, vocational counsellors, chaplains and social workers; the conduct of clinical analyses; the application of scientific classification procedures; and the experimental attempt in a number of institutions at individual and group therapeutic activities."³

² Cantor, Nathaniel F. *Crime, Criminals, and Criminal Justice*. Henry Holt and Co., 1932, pp. 255-70.

³ Peyser, Nathan. "The Significance of Penal Education." Address delivered at the Conference on Correctional Education, Teachers College, Columbia University, August 10, 1934. P. 6.

This point of view has been emphasized in a previous report of the Commission and by individual Commission members. In its Preliminary Report to the Governor, the Commission stated that:

"The ultimate and basic function of the reformatory or prison after the demands of safety and security have been met, is the rehabilitation and socialization of those committed to its care."

Custody is an essential duty of prison officials, but it should never be allowed to vitiate the more vital outcome of correctional prison work, namely, the preparation of inmates for successful living in a free society. Recidivism is a costly outcome of the wrong type of custody.

Factors Involved in the Development of Crime and Criminals

The existence of crime and the development of criminals cannot be traced to any one cause. Anti-social attitudes and delinquent behavior result from the interaction of certain natural drives of the individual with conditions and situations in his environment. Criminal behavior, like all other behavior, is a continuously growing pattern of activity formed by the interplay of many forces within and without the criminal person. It should be strongly emphasized that for every man the combination is unique and the results are unique. In every case of criminal behavior the following factors are involved:

1. The criminal himself, including his entire constitutional make-up, physical and psychic, inherited and acquired, at a given time.
2. His material environment, both natural (geographical, climatic) and artificial (type of community, economic status).
3. His social environment (home, community groups, etc.)⁴

Maladjustments in the social and economic life of modern society provide the background and causes for much of the anti-social behavior of delinquents and criminals.

"Human conduct, normal or abnormal, is socially conditioned. The one fact that emerges clearly from our studies of this problem (causes of crime) is that the major responsibility for crime is a social, as distinguished from an individual, responsibility."⁵

There is evidence that certain conditions have direct relationships with delinquency and crime. School retardation and crime are highly correlated. Slum areas produce far more than their

⁴ Morris, Albert. *Criminology*. Longmans, Green & Co., New York, 1934. P. 69.

⁵ National Commission on Law Enforcement and Observance. George W. Wickersham, Director. Volume I, Report on the Causes of Crime. P. li.

proportionate quota of criminals and delinquents. Poor or broken homes; unwise or unjust discipline by parents and teachers; frustration of desires and failure in school and society; lack of adequate satisfactions; poverty; lack of recreational, educational, religious, and vocational opportunities; association with criminals; bad motion pictures; alcohol; the easy acquisition of fire-arms;—all these and many other social and economic conditions have been contributing factors to crime and delinquency. One investigator has listed 170 factors which contribute to delinquency and crime.⁶

Some Characteristics of Inmates

There seems to be no proof available that criminals, caught and uncaught, are fundamentally different from the general run of the population. The existence of a "criminal type" has never been proved and all studies to date indicate that offenders against society constitute a fairly representative cross-section of the population. There are Dillingers among them but the majority of inmates are not Dillingers.

Inmates of correctional institutions have the same feelings and desires, they respond to drives and motives similar to those which actuate human beings generally. Many of them, it is true, came up through a type of environmental "education" which developed attitudes and habits resulting in depredations on society rather than contributions to society's progress. Al Capone has many of the characteristics of a highly successful business man,—but he used anti-social means for acquiring his ends. Pretty Boy Floyd had the same adventurous turn which characterizes most lads,—but he used machine guns and bombs instead of bean shooters and footballs to satisfy the urge.

The play "Dead End" strikingly portrays the beginning and the end of the gangster. Here is the story of a group of perfectly normal boys who were subjected to influences, thwartings and frustrations common in slum districts which stacked the cards overwhelmingly in favor of anti-social behavior.

Few characteristics can be stated as common to the entire inmate group. Each man is an individual and differs in many respects from all others. There is no such thing as the "average" criminal. Generalizations in this field are dangerous. Nevertheless, research has indicated the following facts regarding inmate population. The Presentment of the New York County Regular Grand Jury for May 1934 states that:

"Prison population (New York State), according to careful observation, show the following characteristics: *Average age*—23 plus years. *Educational level*—4th to 5th grade. A survey of more than 1,500 young men in Elmira Reformatory in November, 1932, failed to reveal a single high school grad-

⁶ Peyser, Nathan. "The Re-Education of Criminals in Prison." Address delivered before the American Prison Association, October 6, 1932. P. 4.

uate. *Intelligence level*—from 15 to 35 per cent more or less defective. *Vocationally*—50 per cent unskilled to any degree. *Psychiatrically*—2.5 per cent insane. About 15 per cent are normal intellectually and emotionally and the balance unstable, erratic and more or less psychopathic."

There are no available data, however, to show how these characteristics differ, if at all, from the free population.

From the standpoint of vocational training, a study of the usual occupation of 498 parolees made by the State Division of Parole (New York) shows the following distribution:

Professional	2	0.4 per cent
Skilled	53	10.6 per cent
Semi-skilled	79	15.9 per cent
Unskilled	279	56.0 per cent
Clerical	75	15.1 per cent
Miscellaneous	10	2.0 per cent
Total	498	100.00

In a survey of the group now in training at Wallkill, only 4.4 per cent could be classified as skilled, 29.4 per cent as semi-skilled, and 66.2 per cent unskilled. Sixty and eight-tenths per cent were unemployed at the time of arrest. But 5.3 per cent had ever been enrolled in vocational training courses and but one had ever completed such a course. Only 7.1 per cent had served an apprenticeship and but 2.5 per cent had completed their indentureship. Counting only the jobs indicated on the institutional records, the median number of different vocations worked at per individual was 4.3 and the range from zero to twelve. The median time per job was 9.6 months. The majority of these men have been drifters from job to job without sufficient vocational skill to command any permanency of employment or on adequate wage. The typical employment case histories are as follows:

Case 1.—Painter, 1 year; fireman, 1 year; farm hand, 3 years; factory machine operator, 1 year; service station, 2 years; cook, 1 year.

Case 2.—Drill press operator, 6 months; bookkeeper, 3½ months; packer, 1 year; foundry labor, 1 year.

An overview of the inmate group, then, reveals a wide range of individual differences. Many of them are of average or above average intelligence and have sufficient abilities to succeed as self-sustaining units in society. Many have little school training, and few are trained in any vocational pursuit. Many were behavior problems in home and school and remember their school days with antagonism and distaste. Many have rejected working for a small wage as too confining and limiting to their freedom of activity and as too slow a method of achieving the type of life

they desire. Many inmates have seen injustices and maladjustments in our social and economic system. They know that graft is all too prevalent. They know that the legal system is in many ways inadequate and inefficient and that protection can often be secured for a price. The Wallkill experiment has provided specific data concerning many inmate attitudes toward society and social institutions.

These are some of the characteristics and attitudes with which correctional education must deal. In order to clarify the situation, inmates may be classified into three main groups as regards their rehabilitation possibilities. There is a small group composed of accidental criminals and genuine first offenders who have had good homes and a good education; they were honest and upright throughout their lives with one exception. This group will probably make good when they return to free society without much effort on the part of the institution. Provision should be made to prevent them from deteriorating mentally and physically during incarceration.

Another group at the other end of the scale includes prisoners with very low mentalities, those who exhibit distorted emotional patterns, and those who have become so thoroughly hardened that reform and rehabilitation is almost impossible. Probably many of this group should be permanently incarcerated, and suitable programs developed for them.

There remains a large percentage of the inmate population—probably 50 or 60 per cent—which offers the major challenge to educational effort. Whether this group “goes straight” or returns to crime when released depends in large part on their treatment in prison coupled with the extent to which the environment into which they are released renders it possible for them to make a satisfactory adjustment.

Some Features of the Society of Which Correctional Institutions Are a Part and Which Condition the Lives of Inmates

The correctional institution should not stand in isolation from the rest of American society. It must be constantly alert to changes taking place. Its program must be developed always in the light of those influences which affect it directly, which have conditioned the lives of inmates prior to incarceration and to which they must adjust upon release.

The United States is a democracy. This means that as a people we set great store by certain rights such as the right to vote, the right to a trial by jury, the right to achieve as high a position as our energy and ability justify. Modern developments make it increasingly difficult to achieve these social objectives.

The United States is an industrial nation, operating under a system of partially regulated capitalism, and depending on competition to provide the necessary goods and services. The extent to which government should regulate and control business, indus-

try, and labor is just now receiving much attention both by the national and state governments and by the public generally. The extent to which government and industry should be responsible for the welfare of each individual citizen, whether or not every man should and can be guaranteed the right to work at reasonable wages, whether or not the government or industry should or can provide a reasonably good living for all to a greater extent than has been true in the past are points which are being fiercely debated.

Ours is a tradition of freedom and individual initiative. Born of revolution and embarking upon a new course in national government, the United States has exhibited the vigor, exuberance, and occasionally the lawlessness of a growing burly youngster.

In the past when conditions of industry became too burdensome or irksome when depressions or panics occurred, when one became dissatisfied with his surroundings, or when difficulty threatened, men could pack their belongings and families into covered wagons, trek west, and establish themselves in a new fertile country where land was cheap and living good though often rugged. Today the frontier is gone; the individual must necessarily make an adjustment to his environment or become an outcast. Those who in an earlier time might have been admirably adapted to exhibiting heroism at some Alamo, or to living the simple life of the rural farm, now must find a way of getting along with the men and machines about them.

This change from rural to urban living and the closing of the frontier has been accompanied by a tremendous increase in the number of laws needed to regulate behavior. As cities grow larger, as transportation of all types increases rapidly for goods and people, as industries grow huge and control the destinies of large numbers of people and immense blocks of capital, more and more laws are passed to regulate the complicated relationships and situations which arise. This rapid increase in the number of laws accounts in part for the increase in criminals and prison population.

In addition to this natural increase in complex living and in the number of laws, we find a tremendous lag in our legal system and no thinking observer of modern life can fail to note many serious maladjustments in our economic and social arrangements.

Society does not make it possible for some of its citizens to enjoy a reasonably good standard of living even though they exert maximum effort.⁷ Society, through its advertising and modern methods of production, stimulates desires and wants which the individual cannot satisfy. Housing conditions can only be described as atrocious for a large part of the population.

All too often graft is discovered in our political and industrial systems and industry. The legal system needs much repairing and overhauling. The “connections” between criminals, crooked law-

⁷ See Clinch, Calkins. *Some Folks Won't Work*. New York: Harcourt, Brace Co., 1930. Entire book.

yers, police and politicians, which prevent the apprehension and conviction of the notorious criminal, the "copping" of pleas (pleading guilty to a lesser crime than that stated in the indictment), inconsistency of sentences, and the emphasis on legal technicalities all tend to vitiate the effectiveness of law and the respect for governments and law. Cantor points out that leading lawyers are urging that the law take more account of progress in social sciences, and give more attention to basic issues and consequences involved and less to technicalities and precedents.

This is the setting in which the correctional institution is placed. This is the complex environment from which inmates come and to which they will return. Education in correctional institutions cannot improve the social scene. It has a definite responsibility for aiding the inmate to interpret the industrial and social environment. The viewpoint in such teaching must be both realistic and optimistic. The only rational position which correctional teaching in these fields can adopt is to accept conditions as they are, admit injustices and maladjustments where they exist, interpret causes as accurately and objectively as possible, stressing continually opportunities which do exist and efforts which are being made to correct bad conditions. Education in correctional institutions has the responsibility of modifying warped ideas concerning the economic and social structure as well as developing vocational and academic skills and knowledges.

Aims and Objectives of Education in Correctional Institutions

The basic and ultimate aim of the correctional institution may be stated to be "the social and economic rehabilitation of inmates." This is certainly the major objective of education in correctional institutions. Delinquents and criminals are socially and vocationally maladjusted. They represent a definite and special problem for adjustment. The maladjustments result from many causes, some of which operated before incarceration and some of which are involved in confinement away from a normal social environment.

As a result of a recommendation by the Commission, that portion of the law relating to education in prisons (section 136 of Article VI) was changed to read:

"§ 136. Prison education. The objective of prison education in its broadest sense should be the socialization of the inmates through various impressional and expressional activities, with emphasis on individual inmate needs. The objective of this program shall be the return of these inmates to society with a more wholesome attitude toward living, with a desire to conduct themselves as good citizens and with the skill and knowledge which will give them a reasonable chance to maintain themselves and their dependents through honest labor. To this end each prisoner shall be given a program of education which, on the basis of available data, seems most likely to further the process of socialization and rehabilitation."

Education in correctional institutions aims first, to see that as large a percentage of inmates as possible do not repeat criminal acts, and second, to enable the individual to live efficiently, and with sufficient interest so that he will adjust and contribute to the welfare of society.

This defines the task of correctional education: To provide a series of interesting worth while experiences which will lead to desirable changes in the attitudes and behavior patterns of the inmate so that he will be willing and able to live efficiently in society.

The process involved in achieving this objective is most accurately called "socialization." The term is more widely used than understood. According to Park and Burgess, "socialization sets up as the goal of social effort a world in which conflict, competition, . . . if they do not disappear altogether, will be so diminished that all men may live together as members of one family."⁸ Furthermore, it is indicated that "socialization is thus the process by means of which individuals on the basis of interests, grow together into a unity within which these interests come to realization."

As a goal of education in correctional institutions, socialization sets up the task of bringing offenders against society to identify themselves and their interests with those of ordinary society and to discard certain emotional and mental patterns already built up through the influence of poor contacts and environment; it also aims at the development of new sets of values and new character patterns. It equips them with the skills required for successful living in a free society.

Socialization is a continuous process of change and development within an individual which is to render him more and more willing and able to fill an acceptable place in society and to contribute to its betterment. Apparently this process is essentially one of social interaction and the expression of desirable interests and activities.

Ideally, and for most individuals, such development goes on more or less steadily and appears in the proper proportion from infancy to adulthood. In this development, differences between the individual and society are resolved early, and there is avoidance of too incessant conflict between the interests and desires of society and the individual. One is led to believe that in the case of the delinquent or criminal, particularly if he be a frequent offender, the process has been faulty and erratic due to insufficient assimilation of social understanding in combination with individual weaknesses. These individual weaknesses many time are emotional in character or in some manner deeply rooted in the personality make-up of individuals. Again, a criminal career may be the natural outcome of concepts formed under the stresses of an unsatisfactory economic environment. The outcome is anti-

⁸ Park, R. E., and Burgess, E. W. Introduction to the Science of Sociology. University of Chicago Press, 1921. P. 496.

social attitudes and interests. It appears then that correctional education should be, basically, a process involving modification of attitudes, a sublimation of interests, and the development of the necessary skills for acceptable living.

In order to accomplish the desired socialization of the inmate the educational program must have the following objectives:

To develop a well-rounded, integrated program of activities which will enlist the sincere interest and effort of inmates, modify their attitudes and behavior patterns, and provide them with the techniques, knowledges, and understandings necessary for the maintenance of a desirable standard of self-sustaining economic and social living upon release. The attainment of this socialization and rehabilitation objective involves the following types of activities:

1. Vocational education activities which will enable the individual to become a self-maintaining member of society.
2. Activities leading to clearer understandings of modern social and economic problems in order to bring about revision of undesirable attitudes toward social institutions.
3. Activities to develop acceptable proficiency in essential academic skills.
4. Activities leading to the stimulation and development of interest and skill in worth while leisure-time activities.
5. Activities leading to the ability to get along with people and live cooperatively as members of approved social groups.

These objectives cannot be reached separately because they are inseparably involved with one another and must be reached through paths that cross and recross. We cannot depend upon discrete methods of training. Vocational training, religious training, academic work, physical education and the like are not necessarily social in their nature. Only as these, together with many other activities, influences and contacts in the institutions, are consciously co-ordinated and as each institutional worker has understanding of the social point of view, can the program be effective. The first basic objective involves arousing the desire to make good—the will to make correct adjustment to environment—and can be circumscribed by the two words “attitudes” and “interests.” The next objective involves the development of those skills which will enable the individual to make good.

When one considers some of the attitudes and interests which must be sublimated, or for which others must be substituted in order to achieve socialization, the difficulty of the task in the correctional institution becomes apparent. The desire to develop habits of industry and methodical living must be substituted for the desire to loaf, to get by, to drift. How can the good of the group be made more important than the self-interests of individuals? How can we sublimate the desire for adventure? How can a sense of satisfaction in slow and steady achievement be made

more attractive than “easy money” and rapid advancements? How can antagonism toward social regulation and law enforcement officials be overcome? How can the person who recognizes the rottenness in our social body be made to understand that vigorous efforts are being made to remedy conditions; that time will be required for that orderly change which is the true American tradition and that adjustment to present conditions, pending change, is necessary?

The individual in the correctional institution acquired his behaviour pattern, his character and personality traits, his interests and attitudes, by the same natural process through which the most socially adjusted person in the land acquired his. The delinquent boy learned to pick up oranges from the pushcart as naturally as other boys learned to play ball or get their lessons. Many delinquents were encouraged by their parents to steal. Some had to desert disagreeable homes. Others were subjected to the influences of bad neighborhoods. Those from whom the developing delinquent desired favor and approbation knew only anti-social activities. Sex and crime were the natural and predominant topics of conversation and motivated action in the same way that school activities and sports engross the major part of the time and attention of non-delinquent boys and girls. The delinquent has been borne down by a preponderance of group pressure toward participation in anti-social activities.

Types of Educational Activities through Which Desirable Changes in Inmates May Be Achieved

In a broad sense all education is social or has social implications. MacCormick states that “the result hoped for from all the types of education which we offer the prisoner is social education; this is, in fact, what is hoped for from the whole program of the penal institution. The final result we look for is what we call the socialization of the individual.”⁹ In other words, all educational activities should constantly and consciously attempt to bring about desirable modifications in inmate attitudes and behavior patterns.

However, in order to organize a practical program of education in correctional institutions, some distinction must be made between major types of education in which immediate objectives differ. Effective vocational education should make a conscious effort to improve the attitudes of inmates but its major immediate objective is to develop skills and knowledges which will enable the individual to be self-sustaining and to support his dependents in a manner acceptable to society. Social education contributes to the vocational success of the individual but its major objective has to do more specifically with the changing of attitudes and the development of social skills.

⁹ MacCormick, Austin H. *The Education of Adult Prisoners*. National Society of Penal Information, 1931. P. 204.

Social Education

Social education is here taken to mean those educational activities, direct or indirect, which have as their major objective the development of skills, understandings, and attitudes which will increase the individual's ability to live acceptably in his social environment.

Objectives of Social Education

Social education in correctional institutions should attempt to attain the following major objectives:

1. To bring the inmate to adopt goals and attitudes which are in accord with those of society, and which will further the improvement of society.
2. To show the inmate the desirability of furthering the interests and standards of worthwhile social groups. Present evidence indicates that many of the desires of prisoners are social but they take anti-social means of satisfying them. They attach themselves to anti-social groups and adopt as their patterns those individuals who seem to be strong enough and ruthless enough to get them what they want. Correctional education must bring about a gradual transfer of allegiance from anti-social groups and methods to socially desirable ways of achieving desired goals.
3. To develop points of view which will make apparent to the prisoner the futility of committing criminal acts, and the advantages of law-abiding post-institutional living.
4. To stimulate and develop desirable interests which will enable the individual to live a worthwhile and yet an interesting life. Many inmates have never had an opportunity to develop interests and skills for leisure time which satisfied their desire for achievement and adventure. Prison education should provide these opportunities.
5. To stimulate and make possible sustained interest and effort toward self-improvement. This can only be done if and when the inmate feels that the institution is sincere in its efforts to provide valid and worth while forms of education for him.
6. To develop skills, understandings, and knowledges which will enable the individual to perform the ordinary duties of every efficient citizen. This applies specifically to those skills and knowledges which enable the ordinary man to carry on social intercourse with those about him.

Types of Activities Included in Social Education

In order to achieve the foregoing objectives the following types of educational activities should be carried on:

1. Activities designed to develop the techniques of desirable living in a social group. Many of these activities will con-

sist of making the institutional program more normal and developing a morale which will enlist the loyalty and energy of the inmate toward social ends. Men learn to do by doing. Only through some practice of social attitudes and behavior can the individual develop the patterns which will enable him to carry on in socially acceptable activities after release.

2. Activities designed to assist the individual toward a better understanding of his own mental and emotional reactions in order that he may begin to develop an integrated personality. Very little experimentation has been done in this field, but there is a definite need for such classes and many individual inmates have expressed a desire to understand themselves and other people better.

3. Activities to develop better understandings of, and attitudes toward, social institutions and modern social and economic problems. Many inmates have seen only the seamy side of our social and economic life. Their concepts are limited and often twisted. Government is a hazy concept meaning mainly graft and favors. Society means the "Four Hundred." Education in correctional institutions should interpret society realistically and yet optimistically.

4. Activities designed to develop desirable health knowledge and health habits. Such activities must be vitalized and functional. The concepts and techniques of clean living are the important goals in such a course; detailed facts of formal physiology have little place except insofar as they are necessary in developing these concepts and habits.

5. Activities leading to the attainment of acceptable standards of speaking and writing English, and some appreciations of good literature.

6. Activities leading to the attainment of acceptable standards of dealing with mathematical concepts and processes.

7. Activities leading to an appreciation and understanding of the accomplishments of science.

8. Activities designed to develop worth while leisure-time interests and skills.

9. Pre-parole courses designed to prepare the inmate to make an adequate adjustment to the environment into which he is going.

Vocational Education

Successful rehabilitation demands that the released prisoner be equipped to earn a living in a manner acceptable to a free society. This involves a program of training leading to the development of tangible and marketable vocational skills which will enable him to exchange his labor for a sufficient wage to live with reasonable comfort.

All educational activities contribute in varying degrees to the vocational objective. The ability to speak correct English, write

a well-worded application for a job, manifest an intelligent and unbiased attitude towards the problem of capital and labor, all contribute to vocational preparedness.

In turn vocational education has a definite contribution to make towards the development of desirable social attitudes. The social recognition which results from acceptance into the ranks of skilled craftsmen provides a possible substitute for pride in being recognized as a member of a tough gang. A new alignment of interests may result from the ability to perform the operations of a recognized vocation efficiently. Good intentions frequently fall by the wayside when poverty and hunger face the released inmate if he has no desirable vocational skills to market.

Moreover, during long periods of imprisonment, interests focused on worth while activities leading towards self-maintenance, are good antidotes for the morbidity resulting from the hopeless viewpoint of nothing ahead to plan for but future crimes and imprisonment.

Objectives of Vocational Education

Specifically, vocational education deals with those activities which are organized primarily:

1. To develop skills required for successful participation in a socially acceptable occupation.
2. To teach that related information which develops a comprehensive knowledge of a given trade including trade science, blue print reading, drafting and shop sketching, trade mathematics and trade terms.
3. To make available adequate information relative to the requirements and working conditions of each occupation with the objective of effective placement and vocational guidance.
4. To make available exploratory courses in a number of occupations for determining the inherent capacities and aptitudes of individuals.
5. To prepare those of limited capacity for the frequent technological and economic shifts which the semi-skilled worker must face by training them in a variety of occupations up to individual limitations of skill.

In the prison situation an additional objective, for those who have long sentences to serve, may also be included:

6. To develop skills applicable to more efficient service in industrial or maintenance work within the prison and to create improved attitudes toward that work through teaching the fundamental skills and related sciences essential to interest and pride of workmanship.

The term vocational education implies the development of marketable skills upon the part of the inmate. The sum total of skills attained will depend upon a number of factors including his

capacity, his interest, his willingness to learn, the time available for training, and above all else upon the teaching effectiveness of the organization under which he works.

The fact that an inmate works throughout the day in a prison industry does not indicate that he is receiving vocational training. He may serve many years and learn little more than one simple operation. Prison industry is organized basically for production and not for training. Although a man may attend classes in trade theory he still may lack the essential skills for successful placement. Vocational training is frequently impossible under the present system of administering prison industries.

We therefore conceive of vocational education in terms of organized training which includes: the making of trade analyses; the careful preparation of job and related information instruction sheets; definite periods for the instruction of the worker; rotation of the worker through every fundamental job and operation; accurate records of learner progress in mastering the skills and operations of his occupation; and instructors who are not only skilled craftsmen but who are also trained in the fundamental techniques of "getting across" their knowledge to the inmate.

Vocational training facilities in the prison situation, unfortunately, are usually limited to existing industries and construction or maintenance jobs. These must be utilized to the maximum for their training possibilities. Considerable research is necessary, however, to determine the extent to which training in these fields is applicable to the successful placement of ex-convicts. The factors of employer and organized labor attitudes must be considered and the requirements and working conditions of the trade are also important. Many other factors such as technological trends, employment opportunities in specific localities, and the like, have a definite bearing on the worthwhileness of each vocation from a training standpoint.

It is very evident that there are many new fields of employment developing with greater possibilities for placement than those offered by existing prison industrial and maintenance training facilities. These new fields should be surveyed and eventually included if placement is to be the real objective of the program.

Correspondence courses, particularly those in technical fields, are useful in cell study. Courses of this nature must be well organized and should be personally supervised by a competent teacher. The organization of supervised study groups is justified for teaching related vocational information in subjects where there is not sufficient demand to warrant separate classes. Specialists in particular fields should be called in to assist when specific technical information is required.

Vocational training offers little incentive without organized placement facilities. The inmate should know that his success in preparing for acceptable placement will affect his date of parole. A close tie-up between training and the work of the parole board is a fundamental necessity. Vocational instructors must have

their work sufficiently well organized to make available accurate data on inmate training progress.

Not only should instructors receive adequate teacher training but the entire prison staff should become informed relative to the objectives of the vocational rehabilitation program. The attitude of the inmate towards training is definitely influenced by every individual with whom he comes in contact.

The successful participation of the inmate in acceptable gainful employment involves training which will develop his capacity to "get along with people." The vocational shop situation offers many natural opportunities for the promotion of this phase of the rehabilitation program. Instructors must be trained in the techniques of utilizing each daily situation for the development of desirable social attitudes.

The vocational training program must be entirely practical in content and procedure. The learning experiences of the trainee should approximate as nearly as possible those that he will experience on the job in free society.

Careful research into inmate employment histories should be undertaken, both as a basis for individual guidance and also as a method of discovering common failure factors which may be rectified through training.

A careful follow-up of the vocational employment successes and failures of each inmate should be maintained, both as a check upon the efficiency of the training program and as a device for determining necessary revisions in it.

Intelligent counselling throughout parole is another fundamental factor in assuring successful outcomes of the training program.

It is recognized that many men without criminal records have difficulty in securing employment under present conditions. It is therefore more important than ever before that the released prisoner be trained to the extent that he has a very definite service to offer society in exchange for food, shelter and security. The alternative is crime rampant or continued incarceration. Either of the latter outcomes will prove much more costly to the taxpayer than an adequate program of vocational education within the prison situation.

RECOMMENDATIONS OF THE COMMISSION FOR THE
FUTURE DEVELOPMENT OF THE EDUCATIONAL
PROGRAM IN CORRECTIONAL INSTITUTIONS

SECTION V

Recommendations of the commission for the future development of the educational program in correctional institutions

[77]

RECOMMENDATIONS OF THE COMMISSION FOR THE FUTURE DEVELOPMENT OF THE EDUCATIONAL PROGRAM IN CORRECTIONAL INSTITUTIONS

Institutional Administration and Education

The custodial element and the punitive objective have so dominated many institutions in the past that little effective education was possible. The day-to-day maintenance of the institution also often assumes such major proportions that there is room for little constructive effort. Prison administrations have dismissed education as impractical and the inmate as a hopeless incorrigible. As a result of these factors educational activities have been subjugated and subordinated. They have been relegated to such a minor position that little value resulted. Much of the attitude of prison administrators undoubtedly resulted frequently from the inadequacy and ineffectiveness of the educational personnel and activities provided. With the recent encouraging advances in organizing and carrying on educational activities a change in attitude is taking place and education is attaining a more prominent position in institutional programs.

In contrast with the traditional attitude of prison administrators, the State of New York is fortunate in having a number of men in charge of its correctional institutions who have sought to promote, in spite of many obstacles, rehabilitative programs in their respective institutions. In order to enable education to function effectively, institutions must be so administered that social and economic rehabilitation can permeate the entire program. Without weakening custody, education should be supported by administrative officers and all inmates should be given the opportunity to participate in the educational program. The institution should be considered educational in the broadest sense of that term. The classification bureau, medical unit, psychiatric service, maintenance and production, and all other services should contribute to the objective of social and vocational rehabilitation. Coordination and integration of effort must be achieved if all services are to be effectively brought to bear on the individual. The institutional program should be flexible enough to permit educational processes to function not only in formal activities but in maintenance and production activities as well.

It is recommended that:

1. Institutional administrators should be constantly impressed with the fact security, good management of business affairs, inmate diet, housing, personnel, and so on, represent only one part of the administrative responsibility. Just as important is the responsibility for constructive effort directed toward prisoner rehabilitation.

2. Every effort should be made to give education its proper place as an integral part of the general administrative program of the institution.

3. Institutional objectives and administrative policy should be clearly defined in order that administrative articulation of services may be attained.

Educational Administration and Supervision

No program of education in correctional institutions can function effectively without centralized supervision and co-ordination. Institutions are isolated from outside contacts. The Division of Education will supply necessary stimulation for continuous improvement, make possible an efficient exchange of materials and ideas between institutions, and bring new materials and techniques from specialists in related fields outside correctional institutions. The same principle applies within each institution. It is recommended that:

1. A line of responsibility should be established and educational directors and head teachers should be given the opportunity to function and then be held accountable for results. They should effect a working organization and provide necessary supervision and materials for the educational staff.

2. A director of education should be employed to administer the educational program in each institution. All phases of education or training should be under his administration. The director should be a person with a background of training and experience sufficiently broad to warrant giving him important rank in the institutional staff. His rank probably should be equivalent to that of an assistant warden or superintendent. He should be responsible to the central office of the Department of Correction through the warden and the director of the Division of Education.

3. The question of whether enrollment should be compulsory or entirely voluntary is best resolved by a co-operative plan whereby a program is worked out for and with the individual inmate. A functioning classification and guidance system helps to solve this problem. This procedure, once established, becomes accepted by inmates as a part of the prison program. Thus enrollment is neither flatly compulsory, nor entirely voluntary in the sense that the man makes up his mind alone and without any type of help from anyone.

Parole and Placement

The Integration of Parole and the Educational Program

Parole and rehabilitative education are interdependent and inseparable in their basic objectives. Education aims at the social and economic rehabilitation of the inmate in order that he

may successfully return to society and function in a manner acceptable to that group. Parole is the process through which the released inmate's co-operation in the rehabilitative program is evaluated and through which his introduction into free society operates. It is, therefore, evident that successful parole depends upon the degree to which the rehabilitative programs of the institution and the activities of the Parole Board are integrated and upon the ability of parole officers to guide men into the vocations for which they have been trained and adjust them to their social environment.

The following recommendations are made:

1. That institutions keep the Parole Board supplied with complete data covering each inmate's success in co-operating with the effort of the institution towards his social and vocational rehabilitation.

2. That the Parole Board give full consideration to these data in determining a man's fitness for parole and that inmates be informed of this fact. Good time should be granted in proportion to the inmate's success in rehabilitating himself and not on a basis of merely serving time and keeping out of trouble.

3. That the social and economic history and training of inmates be given full consideration in making social and family adjustments.

4. That every effort be made to place inmates in the vocations for which they have been trained.

5. That the institution be supplied with a record of the social and vocational failures and successes of inmates in order that training programs may be improved in the light of such information.

6. That the parole officers emphasize social and vocational guidance in their work.

7. That enough parole officers be employed to reduce case loads to limits permitting more effective work than is possible at present.

Obstacles to the Employment of Ex-convicts

Society has the obligation of providing opportunities for making good after release to the man who honestly desires to reform and who has training which will enable him to render service to society. At present all prisoners are discriminated against, not only by individual employers, but by certain business and legal customs and rulings. Among these may be mentioned especially the refusal of bonding companies to bond ex-convicts, the prohibition against the employment of ex-convicts by the State and other governmental units, and the use made of finger-prints by private corpo-

rations. These precautions undoubtedly protect society in many cases, but it is recommended that:

1. Procedures be worked out to enable a deserving ex-convict, upon recommendation by the Department of Correction, to qualify for positions for which he is trained.

Physical Facilities

Prison buildings should be better planned to provide for treatment and training needs. Important units have frequently been omitted from new institutional buildings, including those constructed recently. Wallkill Prison, for example, was constructed with very limited provisions for shops, and only three small classrooms were included, although the objective in establishing this institution was rehabilitation through education. It should be pointed out that although buildings, classrooms, and shops are sometimes provided at considerable cost, no provision is made for supplies and equipment to enable these educational units to function effectively. The new school building at Sing Sing is an illustration of this situation.

It is recommended that:

1. When new buildings are projected, the educational units should be planned by the Educational Division of the Department of Correction. This applies not only to school buildings and classrooms, but also to planning industrial and shop units in order that they may be suitable for training as well as for production or maintenance.
2. Prison buildings should be planned so that less money will be expended in making them ornate and ornamental without sacrificing safety, sanitation, or attractiveness. The money saved in this way should be spent for additional and better personnel.
3. Whenever new educational units are constructed funds should also be made available for equipment and supplies.

Educational Budget

Effective education is impossible of accomplishment when educational activities depend upon charity and the generosity of other departments. Objectives and aims remain paper concepts when the necessary personnel and equipment for their realization are not available. The savings accomplished through decreased recidivism will defray the cost of an effective rehabilitative program.

It is recommended that:

1. Adequate funds should be budgeted for educational supplies, equipment and personnel in each institution.
2. The budget form should be changed so that it is possible to earmark funds for educational uses.
3. Educational budgets should be planned in terms of training need and not by arbitrary allocation of lump sums.

Personnel

The most important element in education is the teacher. Frequent contact with men and women who possess intelligence, a background of broad and efficient training in worthwhile skills and knowledges, and properly integrated personalities, is the surest way to bring the development of those concepts and skills which will make the individual inmate an asset to society after release.

Persons of the type depicted can only be recruited to prison service if the salaries and working status are such as to attract high-grade men and women. Prisons have too long made the life and work of prison teachers a treadmill of unimportant and static drudgery. Persons with little skill, training or qualifications for the task have too often been placed in educational positions in institutions. Some have become superannuated through lack of contact with the outside world. The number of teachers employed in many institutions is insufficient to promote an effective program. Salaries paid at present are too low to attract sufficiently capable teachers.

Selection

In order to secure a more adequately trained and higher type of educational staff in correctional institutions, better selection techniques must be employed. The Commission appreciates the co-operation that has been extended by the Civil Service Commission in working towards this goal. To further approach this objective the following recommendations are made:

1. There is necessity for wider publicity to the call for potential candidates and to the announcement of Civil Service examinations for positions in State correctional institutions. The "market" is not being adequately tapped and the State Civil Service Commission should adopt more extensive advertising procedures in order to reach qualified candidates in specialized fields.
2. It is recommended that an improved competitive examination technique be devised. Teacher personality is a vital element in penal education. Greater flexibility in selection must be attained if efficient personnel are to be secured. Selections should not be limited to the first three persons listed. Employing officers should be allowed to choose any person from a given list.
3. The Educational Division of the Department of Correction should participate in the formulation of eligibility requirements for specific jobs.
4. Someone conversant with the problems of the correctional institution should have a voice in the rating of candidates. This representative should be selected with the approval of the Commissioner of Correction.

5. High rating on written examinations, or long experience ranking, should not be permitted to compensate for low personality qualifications. Minimum standards should be set for each item—experience, health, personality and written examination—and the candidate should be expected to reach at least this minimum rating in each of the divisions of the total examination. Failure in any one division should signify failure in the total examination.

6. Examinations should be conducted by physicians of the Civil Service Department as part of the total examinations to check the physical and mental health of the candidates.

7. The Civil Service Commission should promulgate shorter lists than it has heretofore done. Through conferences with the correctional authorities, the possible needs of three years should be anticipated, and passing ratings should be set and examinations be so conducted as to secure limited lists of eligibles.

8. Such procedure should be established whereby appointments may be made within the limits of the teacher eligible list on the basis of the specialized needs of vacancies—mathematics, social sciences, handicraft arts, natural sciences, etc. The correctional officials should be given the privilege of selecting eligibles from the list with requisite specialized training and experience. Otherwise, it will become necessary to establish numerous lists even of academic teachers.

9. In the announcements of examinations, the attention of candidates should be drawn to the fact that vacancies will probably occur in the fields indicated and that applicants from these fields are especially invited to file their applications.

10. Whenever vacancies occur in specialized fields, such as commercial and vocational subjects, a special examination should be held and a separate list promulgated. Special eligibility requirements should be formulated for such examinations with the co-operation of the Department of Correction.

11. The following requirements are recommended for eligibility for teachers of academic subjects:

a. Minimum age—25 years.

b. Teaching experience—two years of service, each year to embrace 180 days of teaching. Reliable evidence of such service shall be presented to the Civil Service authorities.

c. Training—graduation from a recognized college or university or its equivalent, plus a minimum of twenty credit hours of work (graduate or undergraduate) in the field of education.

d. Health—sound, physical and mental health as revealed by complete medical examination.

e. Personality—emotionally stable; agreeable; ability to get along with others; likeable; mature; comparatively free from prejudice, possessing self-control and ability to adapt readily to environment and new situations; good moral character; honest and straightforward; regular habits; willing and quick response to reasonable requests; good judgment; reliable; alert; good effort and perseverance; good analytical ability; initiative; capacity for growth; good bearing and poise.

12. The correctional institution should be able to compete in all respects with public schools in the employment of teachers by offering comparable inducements in salary, vacations, opportunities for study and self-improvement. There are at present in the Department numerous teachers who receive less compensation than guards. The personal risk is as great in one case as in the other. Educational requirements are considerably higher for teachers than for guards. In view of these considerations, in addition to the fact that teachers have a great deal of money invested in their education, it is obviously absurd to pay guards more than teachers.

Teacher Training

The present educational personnel includes few well-trained individuals. Others now teaching in institutions, although not adequately trained prior to assuming their positions, have native capacity of a high order and have acquired considerable understanding of inmates and skill in dealing with them. All these assets should be capitalized.

One of the most effective ways of improving educational work in institutions is to provide in-service training which will keep the teacher and, through him, the teaching up-to-date. One of the most conspicuous and disheartening facts which emerge from a study of the history of education in correctional institutions is its tendency to become routinized, fixed and formal. Improvements have been made occasionally in the past but, with few exceptions, they soon lost their vigor and were retained because of tradition long after their usefulness had passed. Education in correctional institutions must be kept dynamic and must be constantly improving if it is to remain effective. No procedures or materials can be devised which will continue to be the best over a period of years.

Thus, teacher training serves several ends; it keeps teachers alert and growing, it improves teaching procedures, and it assists in the construction of better teaching materials. At present it would appear that some phases of the teacher training program should be centered in selected institutions. In many cases, however, it will be necessary to conduct classes in each institution. These classes should result in the devising of better educational procedures and the producing of better teaching materials. They should not be limited to lectures on theory and method but should show tangible results.

It is recommended that:

1. There should be a program of in-service training for civilian teachers, some of which will be conducted in institutions to which they are assigned, supplemented by special training courses at a central point.

2. In-service training classes should not be limited to lectures on educational theory and method, but should produce tangible results in better teaching procedures and materials.

3. In addition to training conducted by the Division of Education within the Department, a limited number of the educational personnel should receive leaves of absence each year for study at recognized educational institutions of teacher training, social work, and the like.

Inmate Teachers

The Commission has repeatedly stressed the need for the right type of educational personnel. It believes that an educational program dependent on inmate teachers cannot be effective to any great degree.

There are inmate teachers who take a real interest in their work and who attempt to improve their efficiency in it. There are a few inmate teachers who have had high school and college training. Some civilian teachers would no doubt occasionally be less efficient than some inmate teachers who have the advantage of an intimate knowledge of their students which is difficult for civilians to acquire.

All of these points may be advanced to justify inmate teachers, but the arguments against their use are much more impressive. In the first place, very few inmates are available with adequate background and training. One head teacher in a New York institution, in his annual report just received, writes:

"In twenty-two years' experience as Head Teacher, the present incumbent has but one recorded instance of a licensed teacher having appeared among the inmate body. If there be, or if there have been others, thus trained, they have not revealed the fact during the Head Teacher's interview. Although many of the men selected as teachers have had considerable academic and commercial training, and an occasional man has had teaching experience in another institution on this or previous sentences, none with the one exception noted has received any normal school or other previous teacher training."

The major purpose of education in prisons is not the teaching of a few facts, or how to spell difficult words. The aim is the re-socialization of men. This necessitates a realignment of personality and seldom is accomplished by inmate teachers. When untrained inmates teach it is a case of the blind leading the blind. One inmate cannot successfully direct the activities of other inmates

without training and supervision. "He's just another con," they say.

Inmate teachers are subject to pressure from other inmates and inmate groups. The grading of inmate work, and the class teaching, are conditioned and limited by many factors not apparent to the casual observer. Among these are personal jealousies and group antagonisms.

There is little incentive for inmate teachers to take a real interest and put forth sincere effort in their teaching. They do not intend, nor indeed would it be possible for them, to teach when released. Compensation of inmate teachers is low compared with other institutional positions. The job has few aspects which make it attractive to inmates.

Inmate teachers often ride some hobby of their own rather than carry on efficient organized teaching. They may have some special knowledge of law, literature, spelling, and the like, which they enjoy talking about at great length. They have little or no appreciation of educational psychology and method. Instances are not difficult to find in which inmate teachers let the class take almost any direction with no attempt to attain real educational outcomes.

It is recommended that:

1. Inmate teachers be replaced as rapidly as possible by the employment of civilian teachers trained in teaching techniques and in specialized fields.

2. Where it is still impossible to secure civilian teachers, and inmates must be employed, the compensation paid them should be equal to the maximum paid to inmates for any other work in the institution. Only in this way can the inmates best fitted for teaching be attracted to the positions. At present teachers are among the lowest paid workers in institutions. Few men will choose to teach at five or ten cents a day when they can get twenty or thirty cents working in an industrial shop or as clerk in an office.

3. Organized training should be instituted to increase the efficiency of inmate teachers.

Needed Legislation Pertaining to Educational Personnel

An effective program of training is impossible of accomplishment without an adequately trained educational staff. Salaries, hours of employment and vacation periods should be compatible with those offered by competitive employers of professional educators.

It is recommended that legislation be enacted to accomplish the following objectives:

1. That the titles of all educational employees be standardized.

2. That maximum and minimum salaries for each title be established. These salaries should be sufficiently high to

attract competent persons. Salaries now paid to educational workers in the Department of Correction are entirely too low.

3. That a salary schedule be legislated involving automatic salary increases for satisfactory service.

4. That the duties involved under each title be clearly defined.

5. That hours of service, duration and frequency of leaves of absence and vacation periods be definitely stated.

Classification and Guidance

It is the function of classification to see that each man who comes to prison is incarcerated under conditions most likely to result in his rehabilitation. Such classification has been discussed for years and attempts have been made to set up classification clinics. However, to date, no system has been devised or applied which has achieved very good results. Inmates have been classified into groups but procedure from there on has been weak.

At present classification of prisoners in New York State is not fulfilling the function here defined. Its work is focused largely upon psychiatric diagnosis. Such diagnoses are not altogether useful in the training program. Many pertinent facts are omitted. Some of the specialized services which should contribute to diagnosis and treatment are not considered. Their findings remain separate from classification and hence are not often utilized in institutional treatment. Practically the only outcome, then, which results from classification as at present administered is that inmates are labeled. Once "tagged," the prisoner is more or less forgotten. Perhaps the most serious shortcoming of the present classification system is its failure to suggest a practical rehabilitation program for a prisoner. Furthermore, the diagnosis is often phrased in such technical language that no agency other than the psychiatric department can understand or make use of it.

In behalf of the efforts of classification staffs, it should be said that generally, when recommendations are made, little attention is paid to them by the administration and other institutional departments. Consequently, existing institutional agencies often work at cross purposes with each other and with administrative officers. There is lack of integration of effort between the Department of Correction, institutional administration and classification clinics to an extent which prevents definite results in rehabilitated men, and negates the work of classification clinics to the point of rendering it practically useless.

State-Wide Classification and Segregation

The New York State Department of Correction has accepted the idea of a State-wide classification of prison inmates as is evidenced by such institutions as Wallkill, Elmira and Woodbourne. These institutions cannot function efficiently, however, unless a State-wide classification system is developed which will insure assign-

ment of only those men to each institution who are adapted to its organization and objectives. The classification system of the State requires further integration and organization. It is neither efficient nor economical to duplicate specialized personnel and equipment in each prison. Institutions must be classified and definitely functional in their operation and objectives. Woodbourne is a good illustration at the present time of an undesirable mixture of normal and feeble-minded inmates. The men transferred to Wallkill have not been as carefully selected as they should have been. Elmira receives many who should be in prisons and the prisons have many who should be in Elmira. Provision must be made for an effective system which will facilitate the transfer and retransfer of inmates in accordance with their individual treatment needs.

To make an effective program of rehabilitative training possible the following classifications are suggested:

1. Insane prisoners should be segregated in separate institutions.

2. Feeble-minded prisoners should be segregated in separate institutions.

3. Those prisoners who lack the ability to make satisfactory institutional adjustments, either because of extreme personality deviations, or because of habits and attitudes built up through years of criminal behavior, should be segregated either in separate institutions or in separate blocks as is possible in such an institution as Attica Prison. This group might well be placed in an institutional situation where work would be provided and mental and physical health would be maintained.

4. All other inmates constitute a trainable group for whom a program of rehabilitative education can be prescribed and administered.

How a Good Classification System Should Operate

In order to fulfill its function of developing a workable training program for each inmate, the classification committee should determine as accurately as possible all of his assets and liabilities.

Once having summarized the assets and liabilities of the individual inmate, a program should be developed for him with the viewpoint of capitalizing his assets and correcting his deficiencies. This program should indicate the institution which is best fitted to provide those opportunities and influences which will enable the inmate to make the most of his incarceration and prepare him for return to society. It should also indicate at least the major elements of the program which should be developed for the man.

The diagnosis and program thus developed should be sent to the Central Office at Albany, with recommendations for the disposition of the man. When assignment has been made, either to the receiving prison or to some other institution, that institution to which the man is assigned should, on the basis of the original

diagnosis and program combined with supplementary facts disclosed by further interviews and investigations of the classification committee, plan in detail with the man the program which he will follow. Provision should be made for frequent review of each man's case to determine individual progress and to make those adjustments which appear desirable from time to time. This procedure will necessitate a classification and guidance committee, or clinic, in each institution.

In order to make the program of training function effectively, provision should be made whereby good time is really earned rather than given, as at present, simply for staying in an institution without getting into any serious difficulty. This can be done by interpreting industry and good behavior to mean the attainment of minimum standards of work, study and effort in the tasks or programs which are worked out for and with the individual inmates.

Opportunity for transfer should be provided so that a man may be shifted to another situation when his attitude and behavior warrant. All trainable inmates for whom such a program is feasible should "taper off" their imprisonment at such an institution as Wallkill in order that they may be enabled to make pre-release adjustment in a situation which more nearly approximates free society.

When prisoners are paroled a differentiation in treatment should still be made. Those who have proved themselves incorrigibles while in prison should be under police supervision when released; the trainable should be released under capable parole officers who can provide guidance and counsel during parole; and the group of inmates who offer few problems of adjustment when released should be placed under the supervision of parole officers also, but this supervision should be tapered off as an adequate adjustment has been effected.

The entire philosophy of social and economic rehabilitation must be developed around the objective of inmate guidance. The average prisoner stands as a first-rate example of what can happen to an individual in the absence of guidance. An adequate program of social and vocational guidance in turn cannot function effectively without an organized program of classification and education, all of which involves a situation organized and integrated towards a goal of eventual placement in free society. To improve the entire system of classification, the following recommendations are made:

1. Effective economic and social rehabilitation treatment must be provided and administered upon an individualized basis.
2. Individualized treatment demands an adequate staff of competent men qualified to render the variety of specialized services necessary to the organization of an effective classification board and a functioning guidance program.

3. The classification committee could include the following personnel: the guiding director, chief physician, chief psychologist, superintendent of industries, director of education, chaplains, record clerk and the principal keeper or officer responsible for making assignments, and such other key officials as it may be feasible to include.

4. The chairman of the classification committee should be that staff member who proves most capable in interviewing, assembling and digesting facts, and in interpreting and utilizing them to indicate a practical program for the individual.

5. All possible data pertinent to each individual case should be made available to the classification board and guidance department. These data should be briefed and summarized and submitted to each member of the classification board preceding each meeting.

6. The activities of the classification board, the guidance department, and the parole board should be closely integrated.

7. The findings of social investigators must be made available to the classification board at the time of the inmate's incarceration to be of any value in planning individual treatment programs.

8. A competent guidance director should be appointed in each institution with sufficient staff to operate a functioning and continuous counseling service throughout the period of each inmate's incarceration.

9. The guidance director should have available all possible data relative to the working conditions and requirements of every subject and vocation taught in his institution.

10. The guidance procedure should be such that each inmate gains a complete picture of all the factors, both personal and external, which will govern his success in preparing himself for successful living in free society.

11. The guidance director should function as a coordinating agent between the classification clinic, the individual inmate, and the various social and vocational training officers of the institution.

12. The guidance process must never become mechanized but rather become increasingly humanized—a man-to-man relationship.

13. The assignment of each inmate should be made from the guidance standpoint and not purely on a basis of service and industrial convenience. The concept of social and economic rehabilitation must motivate every consideration of the board.

14. Classification should be considered an administrative function which employs all available diagnostic services in order to plan a workable program of social and vocational

rehabilitation for each man committed to an institution in contrast with the classification procedure now in vogue in the Department of Correction which has been concerned almost wholly with the factor of personality treated from the psychiatric viewpoint. Although a psychiatric classification is a significant factor in rehabilitative treatment, it is only one of a number of vital elements in program planning and purposeful training.

15. The reception procedure is a most important element in the induction of inmates into the training program. The Commission believes that the reception procedure developed at Elmira Reformatory has great promise as a method of educational diagnosis and guidance. The Federal Bureau of Prisons has also developed an excellent classification procedure.

16. Diagnoses and recommended programs should be phrased in non-technical language which can be understood and utilized by all institutional officers.

17. The Department of Correction office files should contain adequate data from all sources to assist the institution to which a man is assigned in planning his program in detail.

Curriculum

In developing a program of education decisions must be made as to what shall be taught and how the material shall be presented. By curriculum is meant all the experiences and materials which are utilized in achieving the economic and social rehabilitation of inmates, the organization of these experiences and materials into usable patterns, and the procedures and techniques by which learning and individual development are guided.

Such a concept implies that the curriculum of correctional institutions can no longer mean the teaching of a few formal academic school subjects. The curriculum must be extended to include all those activities which involve elements of potential rehabilitative value.

The first principle of education in correctional institutions is that its curriculum can never be finally fixed. It is dynamic rather than static. It must be constantly revised, tested, and vitalized if it is to be continuously effective. An important corollary of this principle is that such education cannot be reduced to a formal or fixed system through which all individuals are propelled to come out new at the far end. A continuous program of curriculum development must be carried on.

In order to be effective and to have meaning for those who put a curriculum into effect, its development must be a co-operative effort. The entire teaching staff, as well as other portions of the institutional personnel, must work together to produce materials and procedures which will improve the program. In addition, the co-operation of experts in such fields as public education and social work should be secured. Only so can the

curriculum be a development which includes the best thought of leaders in all fields and at the same time keeps close to the inmate and prison situation.

The curriculum must continuously take into account outside social and economic conditions. Too many programs in the past have failed to do this, and losing touch with society outside the program has become of little value. Labor conditions, housing, technological changes, governmental shifts, and the like all hold important implications for education in correctional institutions. On the other hand, the problems of crime and delinquency impinge upon many aspects of free society. The Wallkill project has developed a series of units in this field.

While it may seem axiomatic to state that materials and procedures of the institutional curriculum must be those which fit the prison situation, considerable evidence can be presented to indicate that past institutional teaching has not made this adaptation. Only through competent research and experimentation can this goal be achieved. Much work is necessary to isolate the factors, the institutional situations, and inmate attitudes and behavior which must be considered in formulating educational policies and programs. There is at present too great a tendency to continue traditional practices such as "academic standards," and to copy the formal type of public school procedure instead of analyzing the situation and building a program for it.

The curriculum must be based on inmate needs as related to the problems which he will meet upon release. Activities and procedures will produce results only in so far as they meet this criterion. There has been far too little study of just what skills, attitudes and understandings the inmate needs in order to cope successfully with his environment.

The modification of attitudes and the development of skills depend upon many types of activities. Dependence upon a single text book and the answering of a few questions in academic subjects, or upon the incidental learning to be picked up through institutional duties for vocational training, do not constitute an effective educational curriculum. The individual must be approached through many different types of stimuli and carry on a variety of activities, both mental and physical, if rounded individual development is to be achieved.

Effective education for social and economic living cannot depend entirely upon individual instruction. Group work has many values which are needed in socializing the individual. As a matter of fact, there is no one best method for all teaching situations. All educational methods rather than one must be employed in institutional education.

The curriculum must make possible maximum individual progress. This means that the courses and conduct of classes must be flexible enough to enable each individual to work to his maximum capacity.

The methods and techniques employed in institutional teaching must be based upon a sound psychology of learning. An outstanding authority has stated that to date little use has been made in correctional education of what is known about the educative process. Teaching should be based upon the following principles:

1. Education must be thought of as growth and development of personality. A test of the educational program is the extent to which it creates a desire for continued growth and supplies means for making the desire effective in fact. Desirable development of education in correctional institutions must mean growth of inmate personality in other directions than that which has already taken place.

2. Learning goes on within the individual and "depends upon the pupil trying to learn rather than upon the teacher trying to teach." Education cannot be a process of giving something to an inmate. With such a viewpoint a teacher can no longer hand out certain facts or demonstrate certain skills and disregard the reaction of the student. Neither the "take it or leave it" nor the "here it is—you learn or else" technique has place in education in correctional institutions.

3. Learning goes on constantly. The delinquent learned his way into the institution. The various institutional influences which impinge upon the life of the inmate are constantly "educating" him. The guards who direct his movements teach him hatred of or respect for authority. The methods of discipline, other inmates, food, the architecture, the teachers, the rules and regulations, and hundreds of other elements are influencing his habits and attitudes twenty-four hours a day. This principle applies equally to classroom and shop. It means that the teacher must see to it that all the learnings which take place are desirable.

4. The best data available on modern psychology indicates that the individual learns best when he reacts as a whole to any situation and that he responds primarily to an entire situation rather than to separate parts. This means in simple terms that learning is basically the understanding and appreciation of meanings and relationships rather than the memorizing of many discrete facts with little regard as to whether or not those facts are vital to the learner.

5. One of the most important principles in education is that no effective learning is possible without interest, drive, purpose, or motive. The individual inmate must have sufficient interest and purpose in the program which he is carrying on to put forth real effort in achieving his purpose. Otherwise, classes are merely worthless treadmills. This calls for the organization of educational procedures on a problem basis. That is, instead of taking up such a subject as geography by means of a formal outline, the work will have much more meaning for the inmate and he will put forth

much more effort if he is working on a problem vital to himself, such as, for example, "Where can I get a job when I get out?" When education is organized on a problem basis many of the subject matter lines will disappear or be rearranged. All the necessary facts, whether they be in the fields of geography, history, civics, or mathematics, will be utilized in solving a problem significant to the inmate. It appears, too, that only as institutions make rehabilitation in fact the basis for release will they capitalize the greatest possible goal in stimulating interest and effort on the part of the inmate.

In a program governed by the psychological principles just stated, the teacher is the stimulator of interests and effort through the experiences and materials which he presents to the learner, and he is then the guide in helping the learner to progress.

Considerable progress has been made in reorganizing and improving the curriculum, particularly at Elmira, Wallkill, Clinton, and the New York State Vocational School. Great Meadow Prison and Westfield State Farm have also made promising beginnings in reorganizing and expanding their curriculum. For detailed descriptions of progress made in curriculum development, see sections describing these institutions. Many suggestions relative to curriculum are also made elsewhere in this report under such headings as "Philosophy and Objectives," "Recent Progress and Present Status," and "Social and Vocational Education."

In order to provide for progress in curriculum development, it is recommended that a program, such as the following, be carried on by those directing the work of education in correctional institutions in New York State.

1. Experiments should be carried on constantly in the various institutions to determine the best methods of teaching and to develop materials suited to the prison situation.

2. Means should be provided for the continuous exchange of materials and methods as they are shown to be effective in various institutions.

3. A circulating collection of curriculum materials should be organized which would enable the institutional teacher in any subject to get the best which has been produced to date in developing his own course. It should be strongly emphasized, however, that no course, however excellent in itself, should be taken over in its entirety and used blindly from beginning to end in any teaching situation. Adaptations must be made in any set course of study in order to properly develop the work of a class. It should be further stated that no teacher can depend upon one book or course of study in his teaching. He must have available as large a collection as possible of all types of materials, books, pictures, charts, graphs, demonstra-

tions, and the like in order to make his work effective. In fact any progressive teacher will be constantly remaking his own course in the light of his own added experience and new procedures and materials which have been developed by others.

4. The development of new classes and activities, new teaching materials, and new procedures and techniques should be carried on in close co-operation with educational and social work experts. Such an outstanding institution as the Curriculum Laboratory at Teachers College, Columbia University, has already made real contributions and can aid invaluable in further development of programs.

5. The curriculum should be extended to include activities which involve elements of rehabilitative value.

6. Curriculum development must be continuous and progressive and represent a cooperative effort so far as the institutional staff is concerned.

7. The curriculum must always take into account outside social and economic conditions as they change from day to day.

8. Progressive curriculum development depends upon competent research and experimentation which should be basically a part of the method that is being recommended. With research and experimentation the tendency to continue traditional practices, such as academic "standards" and to copy the formal type of school procedure will be overcome.

9. Curricula must be based upon the actual training needs of inmates as they may be determined.

10. Since modification of attitudes is the keynote of method, developed curriculum should lend itself to teaching methods and techniques which are based upon a sound psychology of learning for the prison inmate.

11. The curriculum should be organized into meaningful teaching units which will permit maximum individual progress.

12. Curriculum units must consist of information vital to the learner since learning in education in correctional institutions is basically the understanding and appreciation of meanings and relationships rather than the memorizing of many facts.

13. To be consistent with requirements for greatest progress in learning curriculum units must be developed on a problem basis.

14. Institutional teachers must select for each situation those teaching methods which will produce the best results.

Educational Methods

Developing techniques to be used in the social and economic rehabilitation of inmates constitutes perhaps the most important and complex problem in education in correctional institutions. Organization, teaching materials, personnel, equipment, and supplies are provided so that education in the broadest sense may be carried on. Under the heading "Curriculum" the production of suitable materials and a psychology of learning were discussed. Discovering ways of presenting materials, and turning a sound psychology of learning to functional use which will arouse the interest and effort of inmates, are the basic problems of education in correctional institutions.

The prison situation engenders certain inmate attitudes toward training which must be overcome. Inmates and officers, in the ordinary prison, form two camps—each trying to outwit the other. Traditional prison attitudes cause the inmate to distrust the motives back of any prison innovation.

A foreman of a prison industry shop is forced to look upon his job as one of economic production, and the maintenance shops are always filled with emergency jobs. Training may retard output and in turn reflect upon the speed and efficiency of the shop administrators. The educational director is dependent upon all of these individuals for the success of his program.

A prejudiced guard may kill with a few words the work of many weeks in building up desired attitudes upon the part of the inmate. The educational program is dependent upon the good will of the maintenance and industries heads for the use of shops, equipment and materials, and of the instructors most of whom have other duties for which they are held responsible.

Environment, both within and without the prison, has definitely conditioned the thinking of the average inmate. "Life is hard—life is unfair—self-protection involves certain procedures which make it possible to do time and survive"—such is the tradition of the group. Consider some attitudes which have been expressed by the inmate group at Walkill:

"1. I want to be left alone. I keep out of a crowd, that's the way to do time.

"2. I have too long to serve yet. I can't concentrate on anything until I see my way out. When I get to the last six months, I will be glad to take some kind of training.

"3. You can't teach me nothing about government, I know the racket.

"4. I never did like school and I'm not going to school now.

"5. There is no use for me to spend time and energy when I know that there will be no opportunity for me to get work when I get out.

"6. What's the use, the parole boys will tip them off that you are an ex-con the first job you get.

"7. I can't learn. It always seemed to come hard to me and there is no use for me to try.

"8. I know my trade, I got a dollar an hour outside, why should I work for the state for five cents a day.

"9. I'd just as soon take some training but I've a good job in the institution and don't want to lose it.

"10. I can get work, I don't need no damned theory. I've earned more than the college boys outside."

Like the pacing lion in a cage at the zoo, the inmate is a captive and very conscious of the fact. He is suspicious of all who enter his cage for he suspects that they may ask him to jump through a hoop. He may become either restless or apathetic. It is difficult for him to concentrate or to take interest in that which is going on in class for his mind is focused on getting out or else he is day-dreaming in a far-away world. "I'd go nuts if I didn't" admits one candid inmate. Occasionally he faces the facts and the future is sufficiently discouraging to cause him to have the well-known "bug on," which is nothing more than a temporary "boiling over" of pent-up emotions.

The average inmate does his best to "wise up" on the best jobs in each institution he enters. He tries to do his "bit" with the least effort and the least possible friction. He hesitates to enter class discussion for he fears that what he says may be carried by some "rat" to the administration and retard the date of his release.

Basically his thoughts all converge on his "hard luck" and on "getting out." The necessity of preparing for the eventual day is undoubtedly the best approach to the gaining of his interest. He demands, however, tangible evidences that the education offered is truly significant and practical, and that it has a definite "tie in" with his immediate needs. It must contribute specifically to the biggest problem of his prison life—the obtaining and the maintaining of freedom.

The educational program must first secure co-operation from inmates inasmuch as interest is preliminary to effort. This can best be done by presenting materials and activities which seem vital to inmates in dealing with their own problems. Secondly, methods must be employed which demonstrate efficiency and stimulate interest and effort. No one method will suffice. Individual treatment does not necessarily imply individualized instruction although this is an excellent technique in many teaching situations. Group work and discussions have many values not provided by individualized instruction. Lectures are economical and effective in some situations. Visual aids often produce best results in developing concepts. Individual and class projects, student reports, mimeographed materials, a variety of books, magazines, demonstrations, and the like are all valuable aids. Experience at

Elmira, Wallkill, Clinton, Coxsackie, and Westfield State Farm indicates that a combination of methods must be employed by every prison teacher.

Social Education in Action

The objectives of social education were discussed in Section III. In order to improve the program of social education, it is recommended that the following changes should be effected:

1. The morale and relationship between individuals in institutions must be made as conducive to normal social living as is possible without relaxing necessary provisions for custody.

2. The entire institutional personnel should be acquainted with the elements of the program and should understand the objectives in order that their co-operation may be secured. Without such co-operation no effective social education can be carried on.

3. Opportunities should be provided for the exercise of more initiative and purposeful activity on the part of inmates in organizing and developing their own programs. This takes consummate skill on the part of the administrative and educational staff, but would probably yield high dividends to society if properly handled.

4. The modification of undesirable attitude and the development of new points of view should be made the core of every subject, class, and activity. Changes in attitude cannot be brought about by preachment or exhortation. Nevertheless, every teacher, guard, and other member of the personnel has a responsibility for bringing the inmate to develop a social viewpoint.

5. Each inmate should be carrying on a program which has been developed for him and with his co-operation.

6. The traditional "standards" or grades now forming the basis for organization in most academic prison schools should be abolished and the work reorganized on a broader base. There is no justification for organizing the education for youths and adults on a school-grade basis. Three or four groups are sufficient, such as the illiterates, preparatory, intermediate and advanced divisions.

7. Many of the subject matter lines should be abandoned for more integrated and vital work. For example: history, geography, civics, have much more meaning when taught as phases of large social problems. Instead of teaching these as separate subjects, they should be combined into social studies classes.

8. A corollary of Recommendation No. 8 is that all teaching should be organized around vital life problems rather than on a logical outline or single textbook basis.

9. All material taught and activities organized must be based upon an understanding of inmates and their psychology and interests. Much research is necessary to determine just what interests can be used to enlist the effort of inmates, what attitudes should be revised, and how this can best be done.

10. Outmoded and useless material and subjects should be replaced with studies and materials which are important today in social living. Grammar courses can be found in New York State prisons which teach numerous and varied uses of the participle and gerund. Mathematics courses are often too involved and technical. There is sufficient material of a live, vital nature to make it imperative that prison education be kept free from useless subject-matter.

11. The important objectives in most academic classes should be that of developing concepts and points of view, and stimulating interests. In order to do this, drill, memorizing, and repetition should become means to ends rather than ends in themselves. Facts are important only when they can be used in solving a problem for an individual,—they have no value in and of themselves. For example, it is more important in English to stimulate the individual to read, write, and speak, than it is to spend most of the time doing one drill after the other. Drill is absolutely necessary to fix skills, but it only takes on significance for the learner when he sees it as a needed skill in order to accomplish an end which he desires to reach.

12. Group discussion should be introduced in most classes to some degree and should be the main activity in others. Discussions are a necessity where changed attitudes and points of view are the objectives. While each individual should be pursuing his own program and should cover ground as rapidly as he can, there is no justification for completely individualized instruction in all classes and subjects. Group activity may be precisely the thing which many inmates need in order to acquire a more social point of view.

13. Such activities as debates, discussions, lectures, and the like should be encouraged.

14. Activities such as classes in modern social and economic problems, functional psychology, public speaking, health, and pre-parole preparation should be organized and emphasized in each institution. Such activities have more vital connection with the life of the inmate than many regular academic subjects and should give him much better preparation for social living after release through practice in social living within the institution.

Vocational Education in Action

The objectives of vocational education are discussed in Section III. To develop an effective vocational training program, the following recommendations are made:

1. Definite research should be undertaken to determine the placement opportunities available to ex-convicts in the vocations now offered.

2. Definite research should be undertaken to determine the training requirements and working conditions of each vocation now offered, including hours, wages, licensing requirements, union regulations, health hazards, promotional opportunities, technological trends, regional concentration of workers, required skills, and other factors pertinent to successful guidance, training and placement.

3. Definite research should be undertaken to determine new and expanding fields of vocational placements open to ex-convicts.

4. All individuals offering shop instruction should be enrolled in teacher training classes and trained in the techniques of "putting over" their information to the inmate.

5. Training should be based upon trade analyses and conducted with the aid of well-organized job instruction sheets, adequate records of learner progress, a definite schedule of classes for the teaching of related subjects by competent craftsmen, and utilization of all modern instruction aids including working demonstrations, charts, models, strip film and motion pictures.

6. Every effort should be made to conduct the training situation in a manner which will as nearly as possible reproduce the conditions under which the inmate will work upon release. The training experiences of the inmate must be strictly practical.

7. The trainee must receive an adequate foundation in the fundamental related factors of his trade which are essential to the development of a thinking worker, a man who knows the "why" as well as the "how" and who is equipped to adapt himself to the rapid technological changes of modern industry.

8. The vocational training program should have sufficient elasticity to meet the interests, needs, and capacities of the individual inmate. One individual may have the capacity for intensive training to a high degree of skill in one vocation, and another may require parallel experiences in a number of vocations up to lower levels of semi-skilled achievement, thus enabling him to keep employed under the ever-changing economic and technological shifts of industry. This provision for individual requirements should be achieved without sacri-

ficing the social values to be derived from cooperative group activity.

9. Custodial factors will limit the vocational training content for some inmates to correspondence, cell study and supervised study courses. These should be organized in such a manner that the learner works under the direct supervision of a competent counsellor and instructor.

10. Inmates at all times should have the guidance of a competent vocational counsellor. He should have available all data concerning the inmate including his previous employment, prison history, and other factors pertinent to understanding the inmate's attitudes and judging his capacities. He should have available all data necessary to inform the inmate relative to the requirements and possibilities of each vocational training course offered by the institution.

11. Vocational instructors should be trained to utilize every available situation in the teaching process to assist in the ultimate socialization of each inmate. They must "put over" the necessary concept of "getting along with one's fellow workers."

12. Training without placement lacks incentive. A close integration of the training activities of the institution and the placement work of the parole board should be effected. The institutional educational department should have available at all times adequate data covering inmate progress for the information of the Parole Board. The inmate should know that his efforts towards vocationally rehabilitating himself will affect the considerations of that board.

13. Many inmates will be forced by their criminal records to enter new occupations. Retraining will be necessary in these cases and must be based upon adequate research and counseling.

Libraries

The prison library function represents a special type of service which operates in a unique environment where distractions and competitions from the outside world are almost entirely absent. In this setting, incentives to self-improvement inspired by reading should be unusually strong. Next to the school itself, the library in the prison is a strong educational force, and as such it reaches some men whom the school cannot reach. Through the library, education often comes close to taking the form of recreation. And, then, recreational reading is absolutely necessary in the prison. Without a good supply of books and adequate library facilities, it is impossible to develop cultural and vocational insight properly. It is recommended that:

1. A unit of library service be established in the Division of Education of the Department of Correction.

2. This unit should be directed by a head librarian, charged with the administration of all prison libraries, the work to be

carried on in cooperation with the State Library and the Library Extension Division of the New York State Department of Education.

3. The methods of adult education should be applied in a prison library. Each prisoner should be regarded as a special problem, and study courses, educational programs, and reading outlines should all be formulated on the basis of the needs of the individual prisoner.

4. Two types of library technique should be applied in the prison library. There is need for the formal library service, such as is rendered by the modern school library and also, and in much greater degree, for informal service based on the interests and activities of adults which, without any formal program, attempts to enable the user to continue his education throughout his life—such as the service rendered by our best public libraries. This latter service should aim to put the entire resources of the library at the disposal of the prisoners and develop devices for increasing the general interest of prisoners in the library, including such measures as the library letter in the prison journal, the formation of library clubs, the promotion of discussion groups, radio listeners' groups, and so forth.

5. The State Department of Correction should include in its budget requests an item to provide the following library services: a supervisor of prison libraries in the Division of Education; a trained librarian and an adequate library in each of the penal institutions; a central collection of books for the prison libraries; a music reference library; a collection of educational films; the equipment for recording radio and virola material; and the necessary cost of administration for the prison libraries.

6. An arrangement should be made in each institution to provide opportunities to visit and use the library during regular hours each week for all prisoners who are mentally and physically fit and who are not disciplinary cases.

7. An examination of all existing book collections should be made and valueless, antiquated, and harmful books discarded.

8. The New York State Library should be requested to revise the 1916 "List of Books for Prison Libraries" (Bibliography Bulletin No. 57) and, in addition to an annotated list of recreational reading, prepare an annotated list of specialized reading. The list of 2,500 books for the prison library prepared by Perrie Jones, Supervisor of Institution Libraries, State of Minnesota, might be suggestive. The State Comptroller should continue the practice of refusing payment for book bills without the approval of the State Library as the committee believes the State Library could render valuable service in this connection.

9. Library routine should be examined with the purpose of formulating a simple, effective method of recording the use of books and the efficient administration of the library.

10. The actual use of library facilities by prisoners should be checked to determine their educational, vocational and reading interests.

11. The relationship of the library to educational courses brought into the prison should be considered to determine whether or not the library offers the maximum contribution to education and to suggest better use of the library in this respect.

12. Library service should provide for the unusual demands of special students or highly educated prisoners through extension of the system of loans from the State Library, which for years has made such loans on request. The State Library will co-operate in extending such privileges to the correctional institutions of the State, with no cost other than for transportation. These traveling libraries include a large collection of popular books in foreign languages, also popular technical books.

13. The departmental library should include such educational films as the Yale Chronicles of America, the films produced by the Society for Visual Instruction (Chicago), and scientific films as those sponsored by the University of Chicago. It should also include the reference books necessary for courses in the appreciation of music and for other musical activities of inmates.

14. The radio and victrola service should include electrical recordings of educational talks given on the radio; news bulletins, and descriptions of important public events which could be used at any prison at any time of the day as the educational program requires. The preparation of radio service is feasible and not too costly to be practical.

15. The new invention known as "The Talking Book" should be included in the library service. This is a combination of radio and new type victrola, serviced by a special library of records on which are recorded masterpieces of literature, oratory, etc., which are electrically cut to run for approximately one-half hour.

16. As many prisoners with active interest in the library as can be effectively employed should serve as library assistants.

17. The library service should extend to the prisoner on parole, giving him proper introductions and interesting him in a library in the community to which he returns. This can be done through the Library Extension Division of the State Department of Education which has contacts with all the local libraries.

18. The facilities and services of the State Library should be fully utilized.

Correspondence and Cell Study

Although direct instruction is the most effective teaching procedure, it is recognized that there are many definite educational values to be derived from correspondence and cell study courses, particularly in cases where the objective of maximum security dominates the situation. It is recommended that:

1. Correspondence and cell study courses should be administered in co-ordination with a carefully organized program of educational and vocational guidance with the objective of assuring instruction adapted to the needs, capacities, and interests of each inmate.

2. Where possible, correspondence courses should be edited by the educational staff to meet the requirements of the prison situation and the individual inmate.

3. All study courses, wherever possible, be organized and operated within the institution under the direct supervision of the educational director.

4. That inmates enrolled in correspondence and cell study courses receive as much personal help from the educational department as possible through direct contact, either through staff visits to the cells or inmate visits to the educational office.

5. That funds be provided for the purchase of suitable cell study courses.

Health, Physical Education, and Recreation

The organization of modern society renders it impossible for the individual, particularly in our large cities, to find legitimate outlets for the normal urge of adventure. Little opportunity is provided for the youth of today to develop interests in worthwhile leisure-time activities. As a result, many of the inmates of our correctional institutions are egotists who have spent their leisure time in anti-social activities. A good recreational program in an institution serves to stimulate interests in socially acceptable activities which may provide a basis for leisure time living after release which will be satisfying to the individual and acceptable to society. This program should include hobby shops, recreational reading and music, in addition to quiet and active games and sports.

The healthy man seeks releases from emotional disturbances through activity. Normal emotional urges are intensified when men are confined in prisons and often the result is a violent outbreak or degenerate practices. Supervised recreational activities serve to promote sound, healthy nerves while providing acceptable emotional outlets. Health education in conjunction with the recreational program indicates why men behave like they do and serves to promote better physical and mental health.

Considerable evidence is available to indicate that properly supervised and organized recreational activities develop certain

desirable phases of character. When one must function as a part of a group and work together with that group for a socially desirable end, such as the winning of a game, one must subordinate some of his own feelings and actions for the good of the group. Many inmates are extreme egotists and have never developed the ability to submit to the judgment and direction of someone else. Recreational activities tend to develop the ability to abide by the decision of a referee and to admit that in some instances the other fellow is right.

Recreational workers at times have perhaps been too sure of the amount of character development along the lines indicated. Nevertheless, numerous illustrations are available in our institutions in which the development of an individual from hot-headed, anti-social action to well-co-ordinated, emotionally controlled behavior can be traced.

On the basis of the role which health, physical education, and recreation should play in penal and correctional institutions, the following recommendations are made:

Recommendations

A. Personnel

1. In every penal and correctional institution in New York State a trained and professionally qualified person in charge of physical education and recreation who will work under a State supervisor on the staff of the State Director of education.

2. Sufficient instructors on the staff who are qualified to assist in conducting the program.

B. Equipment and Facilities

3. A gymnasium, athletic fields, and play areas to provide space for activities of the entire prison population daily.

4. Equipment of an athletic, sport and recreational kind to make possible the carrying out of the program indicated below.

5. Showers and sanitary equipment to provide for a practical hygiene after vigorous exercise.

C. Program

6. A program of athletic games, sports, and play organized to secure general participation.

7. Opportunity for teams to be formed and to participate in intramural tournaments and in extramural competitions as conditions warrant.

8. Regular instruction given and the game skills taught. (The program is not to be conducted as activity merely.)

9. The program combining indoor and outdoor activities, favoring the latter as weather permits, but so organized as not to be dependent upon changes in the weather.

10. Special programs for individuals in need of corrective exercises as determined by the medical examination and prescribed individually.

11. Quiet games indoors, such as chess, checkers, and cards available at certain hours.

12. Musical activities sponsored by staff members who can give leadership in organization and teaching. Musical interest in Glee Clubs, chorus and community singing, bands, and orchestras, as well as individual performances promoted.

13. Dramatic activities of worthwhile kind developed preferably by groups known as dramatic clubs. Help from outside the institution may be secured.

14. Hand activity or "hobby" work with wood, metals, synthetic resins and other suitable materials.

15. Stress in all recreational programs placed upon active participation rather than passive amusements.

16. Motion pictures, lectures, and other performances used but recognized as not calling for active participation and hence of less constructive value.

D. Medical

17. A medical examination at entrance to determine presence or absence of disease, defect, or functional abnormality.

18. Prescription of treatment required by the results of the examination.

19. Provision of treatment for all cases in need of treatment.

E. Instruction

20. Instruction of prisoners with reference to the findings of the medical examination.

21. Regular class instruction in the essentials of hygiene to secure formation of hygienic habits, to provide knowledge about diet, disease, activity, work, and rest of hygienic import, and to promote wholesome mental attitudes toward life.

22. A division of opinion exists in the Commission on the subject of military training. Apparently its value or merit depends upon whatever relationship it has to other phases of the program for the purpose of developing the initiative, resourcefulness, or pride of the inmate.

Religious Education

There are more men in prisons and reformatories whose recent contacts with the church have been infrequent or weak than those who have never had any contacts. This, according to the

chaplains, seems to be true with respect to all faiths. From the evidence coming to its attention, this Commission believes that there is real need for religious instruction as an integral part of the institutional program. To this end, institutional chaplains should receive encouragement and material assistance. There is ample reason for believing that the strengthening of religious faith not only exerts a strong influence in upgrading moral conduct, but also in stabilizing emotions and eliminating mental conflict.

Without meaning to suggest to chaplains how they should perform their work, or to indicate any lack of respect for the manner in which it is performed at present, the Commission makes the following specific recommendations:

1. That there be adequate provision for religious instruction, to be conducted as a part of the institutional program, under the supervision of the chaplains of the respective faiths but, of course, free from proselytism.
2. That instruction in ritual and dogma should not overshadow the development of appreciations in ethical conduct and interpretations of the faith in relationship to personal and social problems.
3. That modern educational methods be used in teaching religion without dependence upon sermonizing and exhortation.
4. That religious groups should be urged to select men of the right personality and train them specifically for this work. There is no system at present for the adequate training and selection of prison chaplains.

Musical Education

Music is conceived to be an implement of social education in the treatment of inmates in correctional institutions. It is, therefore, to be used as a specialized form of individual and group activity which will promote socially constructive relationships and develop cultural insight and appreciations. It will serve a valuable purpose in recreation and entertainment. When not intended as a means of producing tone of more or less musical value, it may serve as a means of personality approach, or the nucleus of group formation for purposes of education and social treatment.

Objectively, music activities in correctional institutions are educational, recreational, and work projects—that

1. Prepare for and habituate the prisoner to socially constructive leisure-time occupation.
2. Make occupation with music an individual creative resource which enables the inmate to function emotionally and socially on higher levels of adjustment that he had attained before.

It is recommended that:

1. Objectively, music activities in correctional institutions are to serve primarily as a means for the social development of inmates. A situation must be created which will assist in training the inmate to develop his constructive tendencies and to control or compensate for his negative ones. The inmate must be taught furthermore where to find acceptable compensations, not only in the institutional life but in his future life in the community. The music worker must create, through the musical activities, certain types of group experience for the inmate and help him to interpret these in constructive ways.
2. A competent staff of music supervisors and teachers should be employed in each institution and that instruments and music be provided. The personnel should be trained to recognize the social and cultural values in music and have ability to utilize these values in their instruction.

Prison Industries

Prison industries as now organized operate with the basic objective of production. The educational departments have no jurisdiction over the operation of these shops. If training is attempted within the shop, it is accomplished only through the charity and good will of the industrial officers. They are charged with the job of a maximum output and are therefore frequently prone to look upon training as interfering with the efficiency of their plant. Any plant organized on a modern production basis utilizes its workers on a specialized piece-work basis. The rotation of workers through all of the fundamental trade operations has a definite tendency to slow down output. It is difficult for them to realize that training ultimately leads to increased production. Again, the worker is frequently penalized in pay for any time taken out for class instruction. This entire procedure and attitude is demoralizing to the inmate and discourages any interests which might lead towards vocational rehabilitation.

Merely repeating the same operation day after day is not vocational training. Vocational training demands an organized instruction process by means of which the inmate advances through all of the fundamental trade operations and skills as rapidly as he is capable of progressing. It implies organized teaching procedures and instruction sheets. It implies the acquisition of all of the fundamental related information essential to an understanding of the principles underlying each trade operation. It implies trained instructors and definite schedules of hours for the teaching of basic related trade information. It implies accurate records of inmate progress and skills acquired. The educational law pertaining to prison education is impossible of fulfillment until some changes are made in the present prison industries administrative set-up.

It is recommended that:

1. Prison industries be studied with the object of discovering ways and means for making them purposeful in vocational training.

The Establishment of an Educational Journal

A further device for achieving coordination of effort and an interchange of ideas is the establishment of an educational journal which would be of interest to correctional workers throughout the country. The nature of the publication would be dominantly professional. It would carry articles by teachers and other institutional personnel and by outside specialists. New developments in the educational programs of the various institutions would be described.

It is recommended that:

1. Such publication should be established and sponsored by an organization of national prominence which is interested in prison problems.

Guard Training

No effective educational program can be carried on unless the entire institutional personnel understand the basic objectives and procedures of the rehabilitative program and cooperate in it. Guards have more frequent and extended contacts with inmates than any other institutional employees. For this reason, guards should be carefully selected and trained.

This training should not be limited to the element of custody but should include all major elements of the work of guards. Guard training is an educational process requiring expert supervision and direction if it is to be developed effectively. It is such a basically vital element in correction work that real care should be given to planning and supervising guard training.

Progress has been made by the New York State Department of Correction in developing a training course for guards. A committee consisting of Walter M. Wallack (Chairman), Director of Education for the Department of Correction, William J. Leonard, Deputy Commissioner of Correction, Earl R. Miller, Director of Personnel for the Department of Correction, Dr. Paul Klapper, Chairman of the Education Department, College of the City of New York, Dr. Leo J. Palmer, Superintendent of Wallkill State Prison, Major Philip Roosa, Assistant Commissioner of Correction, and Mr. John F. Tremain, Secretary, Commission of Correction, has developed plans for a State Guard School. This committee carefully planned a program of guard training which was approved by Edward P. Mulrooney, Commissioner of Correction. The first session of the New York State Central Guard School opened at Wallkill State Prison on November 5, 1936.

The work of the Central Guard School is based on a syllabus entitled "A Training Course for the Personnel of Correctional Institutions" which was prepared by the personnel training committee, with the assistance of Glenn M. Kendall, Assistant Director of Education, and Earl R. Miller, Supervisor of Personnel Training. This syllabus is a comprehensive document covering all phases of the training. In it are delineated the importance of the guard in the institutional program, the lack of adequate training, and the need for a guard training program. The general and specific objectives of guard training are set forth. The syllabus also discusses the scope of training, general teaching principles to be followed, and the plan of organization and operation of the Central Guard School. The program of training includes ten courses which are mapped out in considerable detail in the syllabus. The following outline, indicating the scope of the program, presents the main headings only of each course. Each course is analyzed in detail in the syllabus.

Curriculum for the Central School for Training Institutional Personnel

COURSE I—FUNCTIONS AND DUTIES OF THE PRISON OFFICER

- A. Functions and responsibilities of prison officers.
- B. Environment in which the prison officer carries on his work; effects of reaction of guard to this environment.
- C. Types of work to which the prison guard may expect to be assigned. The basic duties involved in each.
- D. Maintaining and improving the morale of the department and the institution to which guard is assigned.
- E. Maintaining discipline and enforcing rules and regulations.
- F. Techniques of maintaining custody—intelligence and judgment are important.
- G. Procedures to be followed in major emergencies.
- H. Making reports.
- I. Duties of prison guards as peace officers outside the institution.

COURSE II—INMATE CHARACTERISTICS—AN ANALYSIS OF THE POPULATION OF CORRECTIONAL INSTITUTIONS

- A. Statistical analysis of inmate characteristics.
- B. The attitudes of inmates.

COURSE III—INFLUENCING INMATE BEHAVIOR

- A. Behavior situations and inmate attitudes which are frequently encountered by the prison guard.
- B. Why human beings behave as they do.

- C. How institutional life affects the expression of human wants of inmates.
- D. How to utilize psychological principles to shape the expression of human wants of inmates toward desirable social outcomes.

COURSE IV—MODERN SOCIAL AND ECONOMICAL PROBLEMS

- A. What are the major problems which the average man faces in modern living?
- B. Why do we have depression?
- C. What machines do to and for men.
- D. How efficient is our system of producing and distributing goods?
- E. Unemployment.
- F. Labor and capital.
- G. The place of government in solving social and economic problems.
- H. Crime, the correctional institution and modern society.

COURSE V—THE CRIME PROBLEM AND PENAL TREATMENT

- A. Causes of crime.
- B. Extent, cost and effects of crime.
- C. The history and development of penology; principles of modern penal treatment.
- D. Modern penal treatment as embodied in the work of the various departments of correctional institutions.

COURSE VI—HOW NEW YORK STATE ADMINISTERS INSTITUTIONAL CARE

- A. The functions, organization, and operation of the New York State Department of Correction.
- B. The responsibility of New York State to its employees.

COURSE VII—PAROLE—AN IMPORTANT PHASE OF CORRECTIONAL TREATMENT

- A. Parole and the correctional institution.
- B. New York State's parole system.

COURSE VIII—PHASES OF CRIMINAL LAW AND COURT PROCEDURE

- A. Laws affecting inmates of correctional institutions.
- B. Testifying in court.
- C. Functions and procedures of the various criminal courts.
- D. Crime and crime classification.
- E. Police system—its correlation with the Department of Correction.

COURSE IX—PHYSICAL FITNESS, MILITARY TRAINING, AND FIRST AID

- A. Jiu-jitsu.
- B. First-aid and artificial respiration.
- C. Calisthenics.
- D. Military drill.

COURSE X—TECHNIQUES IN THE USE OF FIREARMS AND TEAR GAS

- A. Use of firearms.
- B. Use of tear gas.

The syllabus was prepared primarily for the assistance of instructors and the following points are worked out for each course:

1. An overview of the course.
2. The major objectives of the course.
3. A detailed outline of the course content.
4. Illustrative generalizations or points of view which should eventuate from the teaching of the course.
5. Suggested activities and assignments for students.
6. Suggested teaching procedures.
7. Selected references and source materials.

The courses vary in length from six to fourteen class periods of one and one-half hours each, according to the relative importance of the courses in the training of guards. The courses were reviewed by correctional and educational authorities and revised repeatedly. On the basis of experience in the first school session the courses have proved to be well-balanced, practical and sound. Every phase of the training is related to the actual work the guard will do.

The Central Guard School is under the general direction of Mr. Walter M. Wallack, Director of Education. Mr. Glenn M. Kendall, Assistant Director of Education, is in charge of the non-physical courses, and Mr. Earl R. Miller, Supervisor of Personnel Training, is in charge of the physical, fire-arms, and gas instruction.

Instructors were carefully selected from the staffs of institutions in the Department of Correction. The group comprises the heads of the divisions of the Department of Correction, the executive director of parole, wardens and superintendents, assistant superintendents, psychiatrists, principals, and teachers. In the following list of instructors the instructor whose name appears first in each course is now conducting classes; the others are held in reserve for emergencies and future service.

Course Number	Title	Instructors	Institution
I	Functions and Duties of the Prison Officer.	J. L. Hoffman, Superintendent...	Institution for Male Defective Delinquents (Napanoch)
		T. J. Hanlon, Assistant Superintendent.....	Elmira Reformatory
		W. E. Snider, Assistant Principal Keeper.....	Clinton State Prison
II	Inmate Characteristics	N. J. Henzel, Director of Vocational Education.....	Walkill State Prison
		D. D. Scarborough, Assistant Superintendent.....	N. Y. State Vocational Institution (West Coxsackie)
		J. E. LaVallee, Guard.....	Sing Sing State Prison
III	Influencing Inmate Behavior	Dr. R. Brancale, Psychiatrist... Dr. W. B. Martin, Superintendent.	Attica State Prison Albion State Training School
IV	Modern Social and Economic Problems	P. Calabrese, Teacher.....	Elmira Reformatory
V	Crime Problem and Penal Treatments	C. J. Kane, Superintendent..... R. Murphy, Principal of School... J. Law, Recreation Director.....	Westfield State Farm Elmira Reformatory Woodbourne Institution for Defective Delinquents
VI	How New York State Administers Institutional Care (Org. and work of N. Y. State Dept.)	W. E. Leonard, Deputy Commissioner.....	State Office (Albany)
		W. M. Wallack, Director of Education.....	State Office (Albany)
		G. R. Wadsworth, Division of Industries, First Assistant Commissioner.....	State Office (Albany)
		W. E. Cashin, Director of Criminal Identification.....	State Office (Albany)
		F. H. Densler, Director of Civil Service Department.....	State Office (Albany)
		J. F. Tremain, Secretary, State Commission of Correction.....	State Office (Albany)
		E. J. Taylor, Director, Division of Probation.....	State Office (Albany)
VII	Parole as a Phase of Correctional Treatment	F. Moran, Executive Director, Division of Parole.....	State Office (Albany)
VIII	Phases of Criminal Law and Court Procedure	H. P. Ross, Assistant Superintendent.....	Walkill State Prison
		D. Downing, Secretary to Warden.	Clinton State Prison
IX	Physical Fitness, Military Training, etc.	M. C. Hayes, Guard.....	Elmira Reformatory
		L. Weaver, Chief Guard.....	Elmira Reformatory
		R. Wilkins, Guard.....	Walkill State Prison
		Wilkins, Guard.....	Elmira Reformatory
X	Use of Firearms and Tear Gas	L. Weaver, Chief Guard.....	Elmira Reformatory
		R. Wilkins, Guard.....	Walkill State Prison
	Psychologist.....	C. E. Martin.....	Institution for Male Defective Delinquents
	Psychiatrist.....	R. Brancale.....	Attica State Prison
	School Secretary.....	W. E. Byrnes.....	Sing Sing State Prison

In addition to the courses given by the regular instructors, the following men, each distinguished in his own field, deliver special lectures to the recruits:

Special Lectures—Department of Correction

The Function of the Guard in Maintaining Prison Discipline. Joseph H. Brophy, Warden, Auburn State Prison.

What Can the Guard Contribute to the Treatment Program of the Institution? Dr. Frank L. Christian, Superintendent, Elmira Reformatory.

The Guard's Responsibility in the Maintenance of Custody. William Hunt, Warden, Attica State Prison.

The Guard's Function in the Social Guidance of Prisoners. Thomas H. Murphy, Warden, Clinton State Prison.

The Guard's Relationship to Prison Construction Program, Institutional Maintenance, and Prison Industries. Joseph H. Wilson, Warden, Great Meadow State Prison.

Proper Guard Attitudes and Relationships to Young Offenders. F. C. Helbing, Superintendent, New York State Vocational Institution (West Coxsackie).

The Relationship of the Guard to Psychiatric Work. Dr. Walter B. Martin, Superintendent, Albion Training School.

The Attitude and Relationship of the Guard to the Defective Delinquent in Contrast to the Non-Defective. Dr. V. C. Branham, Superintendent, Woodbourne Institution for Defective Delinquents.

The Guard's Relationship to Institutional Morale. Lewis E. Lawes, Warden, Sing Sing Prison.

The Guard, the Inmate, and Prison Environment. Dr. Leo J. Palmer, Superintendent, Walkill State Prison.

Special Lectures—Non-Departmental

What Does the Policeman Expect of the Prison? John J. O'Connell, Inspector, New York City Police Department.

The Guard's Relationship to the Scientific Aspect of Modern Penal Treatment. Dr. Nathaniel Cantor, University of Buffalo.

Justice—Its Relationships to Institutional Treatment. Cleon B. Murray, District Attorney, Ulster County.

Education, Crime, and Correctional Institutions. Dr. N. L. Engelhardt, Professor of Education, Teachers College, Columbia University, New York City.

What Does the Public Expect of the Prison? Dr. Wm. E. Grady, Associate Superintendent of Schools, New York City.

Trends in Correctional Treatment. Austin H. MacCormick, Commissioner of Correction, New York City.

A total of 430 new guards must be trained before July 1, 1937, in order to carry out the mandate of the 1936 Legislature to inaugurate an eight-hour day for guards on that date. This necessitates four training periods, or sessions, of eight weeks each. All sessions will be held at Walkill State Prison. Eighty recruits will attend the first session, 120 men will be trained in the second session, 120 in the third session, and 110 will be trained in the last session. They are on probation for three months, two of which are devoted to training at the Central Guard School; the last month of probation will be spent on the job in one of the State correctional

institutions. The recruits are placed on the payroll at the salary of a beginning guard, \$1,800 per year, as soon as they report to the Central School for training.

The recruits are quartered in the prison. Six hours per day are spent in training activities—three hours in physical training and firearms courses and three hours in the eight-class courses. Semi-military discipline is maintained. Trips to maximum security prisons familiarize the group with the atmosphere and procedures in that type of institution.

Each class of recruits is selected by Civil Service mental and physical examinations. After coming to the Central Guard School, the men are given a rigid physical examination, psychological and educational examinations, and a psychiatric interview. Complete and detailed records are kept of the work of each recruit, which will form permanent files to be kept in the office of the Department of Correction and in the institution to which each man is assigned.

Due to the excellent entrance requirements worked out by the Commissioner of Correction and the Civil Service Department, the first group of recruits proves very promising. The average age is 28 years. Seventeen have had college training; five are college graduates. The majority of the entire group rank as high school graduates on educational tests.

The Department of Correction has signified its intention to continue the Central Guard School training indefinitely. Guards now in service will be sent to the school as soon as a sufficient number of recruits is trained to fill the immediate needs of the institutions. Future recruits will likewise receive training as they enter the Department.

The Commission heartily endorses the program of guard training as developed by the Department of Correction and will continue to assist in its development. It feels that this is distinctly a valuable pioneering step in penology. The careful planning which has gone into the organization and operation of the New York State Central Guard School is resulting in a training program worthy of commendation.

To insure the further development of prison personnel training on a sound basis, the Commission recommends that:

1. Personnel training should be made a function of and placed under the administrative authority of the Division of Education of the Department of Correction. The education of guards is a professional job and should be done by professional educators.
2. Particular care should be taken not to over-emphasize the physical element in guard training. Guards should be physically fit, but this phase of the training, because of its spectacular nature, may be so stressed as to exclude many other important elements. The balanced program outlined in the Training Course for the Personnel of Correctional Institutions rightly includes, in addition to custodial and physical training,

such subjects as principles and techniques of dealing with human beings, the cause, extent and effects of crime, the basic elements in a modern penal program, and the like.

3. The program of guard training as now organized and carried on has already demonstrated its value to a degree which justifies the State in making adequate financial provision for maintaining and developing personnel training. An effective program is possible only when a sufficient number of competent instructors and needed equipment and supplies are available.

Temporary Workers

Considerable experience has been gained in the Department of Correction during the past four years from which an evaluation of the services of temporary workers may be made.

At Elmira an average of twenty-seven teaching internes were maintained through a period of three years. In maintaining this average the services of nearly one hundred different persons were employed for some period of time. Internes were selected as carefully as possible from among recent graduates of colleges and universities who desired to serve without cash compensation in order to gain experience in preference to remaining idle during the period of depression and scarcity of paid employment. The Elmira internes received food, shelter, and laundry service within the institution. A small amount of money was donated by an interested person, which was used to some extent in caring for internes' emergency requirements for cash. Later a selected number of internes were paid from forty to sixty dollars per month in addition to maintenance from a fund supplied by the New York Foundation. We offer the following conclusions with reference to the services of internes:

1. They served valuably to demonstrate need for some of the activities in which they were engaged as a permanent part of the program.
2. Internes must be selected with extreme care and closely supervised.
3. Interne service can be made very valuable as a device for selecting, testing, and training future employees. As a training device it should be related to a college or university.
4. Regulation of internships should be such as will not create a tendency to use trainees in work most properly performed by regular employees.

When educational projects were organized under the W.P.A., the Department of Correction requested projects in five institutions. The total grant approximated \$100,000 with no provision for supervising service, administration, supplies or equipment. Only three projects were organized, due to unavailability of persons who were or could qualify for the work planned. Even in these three projects

it was impossible to secure full quotas of personnel in line with the project requirements. Almost without exception all persons employed under the W.P.A. have attempted to render the very best service of which they were capable. There has been no lack of willingness on their part, and in some instances individual contributions have been exceedingly worthwhile. However, W.P.A. employees seem to be constantly in a state of unrest, and at best they can only be given assignments which are temporary in nature and which can be discontinued at any time without disruption of the general program of an institution. This, coupled with the fact that administrative requirements of projects are quite complicated, leads to serious doubt as to whether or not the effort and time required to organize and administer projects are worth the outcome.

Interneships

The Commission believes that it would be profitable for the Department of Correction to set up and maintain a number of interneships for training purposes in the several institutions. These should be in the professional fields such as education, psychology, sociology, and the like. The number of interneships should be limited and carefully planned for purposeful training. Successful internes should be given preference in filling vacancies when they occur. Internes should be selected carefully and should be closely supervised in training through co-operation with the college or university from which they have graduated or in which they are being trained. They should be given full maintenance within the limitations of institutions, and paid a small sum in cash monthly.

University Training Courses

One of the first activities of the Commission was assistance in the establishment of a course for training employees and prospective employees of correctional institutions. This course was made a part of the curriculum of Teachers College, Columbia University, and thus the facilities of the University were made available in developing the course. It has been offered during the past two years by Mr. Walter M. Wallack, Director of Education of the Department of Correction. Sixty-five persons have been trained. Nearly all of these have been in institutional work or contemplated entering it at the first opportunity. There is evidence that there is considerable need for specialized training courses for correctional workers in university and college curriculums where students may have an opportunity under guidance to study their problems with university facilities for research close at hand.

The Commission believes that the course given by Mr. Wallack should be continued and that other institutions should be encouraged to offer similar courses.

Tests and Measurements

The Commission recognizes the values to be derived from the use of standardized psychometric tests. However, there seems to be a tendency to place too much reliance upon the objective values to be derived from the testing program. These values form but one element in achieving an understanding of the subject and planning a program for him. Tests are at present used too generally for the purpose of labeling the inmate and pigeonholing him. This too often acts as a bar to a real humanized study of the individual. Care should be taken to prevent the testing procedure from mechanizing the guidance process.

SECTION VI

Summary of the Experimental Projects Sponsored by the Commission

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The Commission recognizes the value to be derived from the use of standardized psychometric tests. However, there seems to be a tendency to place too much reliance upon the objective values to be derived from the testing program. These values, however, are but one aspect in the evaluation of the subject and planning a program for him. There are at present used too generally for the purpose of labeling the inmate and misguiding him. This too often sets a bar to a rehabilitation study of the individual. Care should be taken to prevent the testing procedure from overshadowing the guidance process.

Institutions

The Commission believes it will be found that the job of the Department of Correction is to set up and maintain a minimum standard of behavior for all persons in the several institutions. These standards should be based upon the knowledge of the inmate in the fields of psychology, sociology, and the like. The number of inmates to be held in each institution should be determined by the physical conditions of the institution. Inmates should be selected carefully and should be supervised in training through co-operation with the college or university from which they have graduated or in which they are being trained. They should be given full maintenance within the limitations of institutions and paid a small sum in each month.

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EXPERIMENTAL PROJECTS OF THE COMMISSION

As stated elsewhere in this report, the Commission has been actively one of several in the State in determining the needs of the institutions and the end the Commission has been working through the American Psychometric Society to have a program of research in the field of correctional psychology at Washington, D. C. Three research projects have been developed by Mr. Wallack and Mr. L. Briggs and Mr. M. J. McGuire to develop and evaluate materials. Mr. Wallack has developed a program of

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EXPERIMENTAL PROJECTS OF THE COMMISSION¹

As stated elsewhere the Commission conceived its task as primarily one of service to the correctional institutions of New York State in determining the procedures and programs best adapted to the institutions needs and in developing teaching materials. To this end the Commission secured grants from the Carnegie Corporation through the American Association for Adult Education to be used in experimentation. These grants totaled \$25,000. The major portion of this amount has been expended in experimental programs at Wallkill State Prison and at Clinton Prison.

Three research workers were appointed April 1, 1935. Mr. Howard L. Briggs and Mr. Glenn Kendall were appointed to Wallkill to develop both vocational and social education techniques and materials. Mr. Walter C. Voll was sent to Clinton Prison to develop a program of vocational education. Those experiments have been referred to elsewhere in this report. The results seem sufficiently significant, however, to warrant including here a summary of the specific achievements of these two experiments together with the recommendations resulting from them.

Certain fundamental differences affect to varying degrees the objectives, procedures, and outcomes of the two experiments. Clinton is a maximum security prison. It was erected with the primary idea of effective custody. Wallkill is a medium security prison. It has no walls; its primary objective is rehabilitation. The median period of incarceration at Clinton Prison, according to their report, is a little over ten years and may be there for life. The Wallkill median is approximately nineteen months. Clinton training in some cases may be based upon employment needs within the institution. Wallkill training must, in every case, be based upon immediate placement needs in a free society. The median mental age of the Clinton group, as given in their report, is eleven and one-half years. The median mental age of the Wallkill group is fourteen years. Clinton utilizes inmate and work relief instructors in addition to its regular staff. Wallkill has devoted its entire energies to the building up of its permanent training staff. Clinton has an approximate population of eighteen hundred. Wallkill has an inmate population of a little over four hundred. Clinton must take the run of the mill. The Wallkill inmate group is, at least theoretically, a selected group. The Clinton program is extensive, while at Wallkill it is intensive. The Clinton problem is that of developing a program for a typical Maximum Security Prison. The Wallkill problem involves the development of a program for a modern prison evolved around the concepts of classification and rehabilitation.

¹ The Elmira project which preceded the Wallkill and Clinton experiments was inaugurated by the Lewisohn Commission and is therefore not covered in this section although it is described in some detail in a preceding division of this report. The present Commission has, however, heartily endorsed and actively co-operated in the further development of the Elmira project, recommending needed additional personnel, the requests for which were granted.

The Wallkill Experimental Projects

Aims and Objectives

Wallkill State Prison had made an excellent start toward the development of an educational program prior to the initiation of the project. The Commission project directors have co-operated with Dr. Leo J. Palmer, N. J. Henzel, F. E. Averill, and the Wallkill prison staff in directing the educational program toward the following basic objectives:

1. To develop a well-rounded, integrated program of activities which will enlist the sincere interest and effort of inmates, modify their attitudes and behavior patterns, and provide them with the techniques, knowledges, and understandings necessary for the maintenance of a desirable standard of self-sustaining economic and social living upon release. The attainment of this socialization and rehabilitation objective involves the following types of activities:

- a. Vocational education activities which will enable the individual to become a self-maintaining member of society.

- b. Activities leading to clearer understandings of modern social and economic problems and to the revision of undesirable attitudes toward social institutions.

- c. Activities to develop acceptable proficiency in needed life skills.

- d. Activities leading to the stimulation and development of interest and skill in worth while leisuretime activities.

2. To develop materials and procedures which will be applicable in other correctional institutions.

3. To discover facts concerning such underlying problems of education in correctional institutions as the basic concepts and attitudes of inmates, and the elements of the institutional situation which aid or limit the development of an effective educational program.

Techniques and Procedures

The development of techniques and procedures which would lead to the desired outcomes was the next basic step in the projection of the Wallkill program. Twelve specific projects, essential to the establishment of an integrated functioning program, were created. Working sub-committees were appointed to whom the responsibility for the development and carrying out of each project was assigned.

These sub-committees in turn reported their progress to the weekly meetings of an educational planning committee for discussion, approval, suggestion and inter-correlation with other projects.

The first objective of this procedure was to insure the co-operative effort of the entire prison staff and to assist them in the working out of their own problems.

The result was a clarification of concept and an integration of effort upon the part of the entire personnel. This procedure served also as a most effective medium for joint research, experimentation and personnel training.

Outcomes and Accomplishments

The outcomes of the work of the various committees were many and varied. They may be summarized as follows:

1. A survey of the working hours of each inmate resulted in an adjustment of time schedules which made possible an effective training program with definite hours of instruction for all subjects.

2. A procedure was established for the teaching of specifically related vocational subjects by shop teachers during definitely assigned periods. Related content common to a number of trades was offered in separate classes.

3. Experimentation with social and economic problem study classes, which included ninety-six inmates, resulted in frank discussions with inmates, an analysis of inmate attitudes towards society, some modifications of their attitudes, the production of four volumes of basic materials for teachers, eleven teaching units, a teacher's manual, and a detailed report of classes.

4. Courses for institutional personnel led to the further training of both guards and teachers resulting in improved concepts of the rehabilitation problem together with the acquiring of better teaching techniques.

5. Trade analyses have been undertaken for fifteen trades. Over five hundred mimeographed vocational instruction sheets have been completed.

6. An avocational activity shop was established to insure a more desirable use of leisure hours and to arouse worthwhile spare time interests which would persist after release. Practically forty per cent of the inmates voluntarily enrolled in this shop. Non-manipulative spare time activities were also promoted, including evening discussion groups, a Spanish class, an English class, and a public speaking class.

7. A reorganization of the library was accomplished which resulted in additional furniture, new shelving, an increase in the number of available books, the discard of undesirable literature and improved service.

8. Eleven trades are now on an organized vocational training basis. Experimentation with new types of vocational activities resulted in the establishment of a class in electrical refrigeration maintenance. Definite plans for the future pro-

jection of the vocational training program have been formulated.

9. A program of vocational guidance research resulted in surveys of inmate employment histories, employer attitudes towards ex-convicts, licensing requirements, union attitudes and other data pertinent to the formulating of a program of vocational training and placement. The survey includes ten volumes and involves three hundred personal interviews with employers.

10. Experimentation with visual aids included the use of strip film, charts, models, motion pictures and a quantity of samples and illustrative materials furnished by various manufacturers. Educational exhibits were prepared to stimulate interest in further training.

11. Definite educational outcomes were attained from an effort to co-ordinate construction and maintenance work with education, and made it possible for the carpentry and brick-laying classes to construct a complete house under ideal training conditions.

12. Fifty-six per cent of the Wallkill population were enrolled in training courses during the past year on a voluntary basis, an increase of 167 per cent over the previous year.

Future Trends and Development

The major phases of the Wallkill program have been brought almost as far as possible with the personnel and facilities available. Future development should proceed along the following lines:

1. A guidance service should be developed in order that individual programs may be planned on the basis of all pertinent factors, individual possibilities, institutional facilities, and pre- and post-prison environment.

2. An effective placement service is necessary if the educational program is to function.

3. An integration of the work of the institution and that of the parole division must be effected.

4. All institutional activities should be organized on a vocational education basis, and new types of training should be added as research indicates their value.

5. A supervised study program should be developed.

6. Additional educational personnel are needed to permit the development of the program. Most important of these are: director of guidance, librarian, psychologist, vocational teachers, social studies teacher, assistant in recreation.

7. Increased emphasis must be placed on the analysis and revision of inmate attitudes in all activities.

8. Further training of institutional personnel is necessary.

9. Additional teaching materials and teacher's manuals are necessary to stimulate a more vital content and method.

10. The evening program at Wallkill must be developed and revised so as to enlist the interests of a larger group in worthwhile activities.

11. Definite funds must be provided for educational supplies, equipment, and personnel. Education is at present too dependent on donations from outside agencies and from other departments within the institution.

12. Only those men should be transferred to Wallkill who can and will participate in a training program.

13. Salaries of teachers in service prior to the establishment of the new salary schedule should be raised in cases where the old teachers can meet the new requirements.

14. The educational year should be extended.

15. Added research is needed in many areas to determine the activities which should be organized and those which are effective.

NOTE.—Some of the above recommendations are now in process of development at Wallkill.

The Clinton Project

The Commission established the experiment at Clinton to determine the type of vocational education program best adapted to a typical prison situation. The first-stated objectives of the project were:

1. To set up in Clinton Prison within existing limits a practical institution wide program of vocational education.

2. To analyze existing limitations for the purpose of suggesting how they may be overcome if at all and the trend which should be taken in the further development of the program.

3. To analyze all of the facilities of the institution for vocational training and to suggest how they might be properly exploited for that purpose.

4. To conduct research and objective demonstrations which will serve to illustrate the feasibility and doubtful elements of a vocational education program in a prison.

Clinton Prison was selected as the location of the project because of the social vision and co-operative spirit of Warden Thomas H. Murphy. Many years of dealing with criminals before and after incarceration, which have made other men calloused and cynical, have developed in Warden Murphy an appreciation of the need for educational influences in helping men to make for themselves a better place in society. He has brought a new spirit and philosophy into the administration of Clinton Prison. Without his interest and co-operation the project would not have been possible.

Clinton Prison is no longer the "Siberia" it once was as far as harsh disciplinary measures are concerned. Nevertheless the inmate population includes men who have been sent to Clinton because they were considered risks in other institutions. Many long term men are incarcerated in Clinton. The security element must still receive important consideration and close surveillance is necessary. The industries at Clinton are insufficient to provide employment for the entire population. In spite of the fact that Warden Murphy has made administrative arrangements which keep many more men employed than formerly there is still a considerable amount of idleness.

Under these circumstances the development of education at Clinton Prison is a difficult, complex task. The situation requires concentrated study and careful planning before changes are made in developing a better educational program. Procedures must be devised which will enable the educational program to expand without endangering the security and order of the institution. One function of education should be to combat those factors in a prison situation which tend to harden inmate attitudes and develop bitterness toward society.

Progress has been made at Clinton in the direction of achieving the objectives stated above. Among the accomplishments may be noted the following:

1. An educational council composed of representatives of the warden, principal keeper, classification clinic and the school, has been set up to direct the administration of educational affairs within the institution. It appears that this council has effected an increased spirit of co-operation between the respective departments of the institution in regard to educational matters, and has brought about some coordination of the various phases of rehabilitative effort.

2. Several thousand volumes have been added to the school and institutional libraries. While some of these are too technical or unsuited to prisoners, a definite improvement in library facilities is noted.

3. Inmate teachers have received some training through lectures given by members of the staff at Plattsburg Normal school.

This material was somewhat advanced for prison teachers and needs follow-up work to make it effective.

4. The following subjects and activities have been introduced or re-organized:

- a. The academic work has been partially reorganized, particularly in the fourth, fifth and sixth standards which have been departmentalized utilizing in part W.P.A. teachers.

- b. The mechanical drawing class has been made more practical in its outcomes.

- c. A carpentry class has been developed which makes use of practical projects built by the institution in teaching the trade.

- d. A similar group has been organized in masonry.

- e. The agricultural work has been brought under the educational division, and work and training are being co-ordinated.

- f. The forestry class which has been organized has to date been somewhat too theoretical in its approach. It should be more closely tied up with the teaching of theory in connection with the actual work in the forestry camp.

5. Loom maintenance and repair is a new class and represents one way in which the industries are being used for training. This class is taught by a shop foreman who volunteered his services.

- h. A tailoring and garment design class is another instance of a close tie-up between industries and education. This class has been made possible through the donation of six power sewing machines by a large sewing machine manufacturer and the loan of two machines by the industrial department.

- i. The barbering class has proved one of the best vocational projects in the institution. Its quarters have been enlarged and the class seems to be developing considerably as a training possibility.

- j. The cooking and baking class is in process of organization although somewhat handicapped by lack of equipment. Its major objective is to aid members of the class in operating small businesses of their own.

- k. The music activities of the institution have been reorganized and plans are now under way to expand them.

- l. A pony cylinder press with automatic feed and a monotype machine has been donated to the school and it is hoped the printing class will start soon.

- m. The class in navigation is not as technical as most classes in navigation usually are. It is intended as a practical aid to seamen. An inmate teacher is doing good work with this class.

- n. A fairly extensive program of visual education has been instituted including vocational films, social studies films, and stereopticon slides.

5. A short course of lectures for guards was carried on to acquaint the personnel with the aims and objectives of the program in order to secure their co-operation.

6. A mimeographed institutional paper called the Tabograph was started and is now well established. It has enlisted

inmate interest and has proved helpful in popularizing educational activities.

7. The administration has co-operated in making it possible for all men in shops to attend school by closing the shops from 11 to 12 each day.

8. An improved system of records and reports has been devised.

9. Enrollment in educational activities has increased to include about 65 per cent of the population.

The Clinton project has not yet developed to the point where its results can be evaluated. False starts have been made in certain instances, due probably to the short time available for the orientation of the director of the project. There is still an immense amount of work to be done in making the program purposeful. Education does not consist simply of organizing new groups and activities. All work must be purposeful and co-ordinated. There is at present a marked lack of co-ordination between the classification clinic and the treatment program.

Out of the Clinton project the Commission feels that the following experiences have been gained which will be helpful in future projects:

1. In a traditional, maximum security prison, progress must be based on a fundamental understanding of all the factors involved.

2. Such an understanding can be gained only by living in the situation for a period sufficiently long to make sure that changes planned will meet the needs of the inmates in this particular situation. One cannot step in and institute changes at once without having to back track, a procedure which carries with it the attendant evil of having lost cast with inmates and institutional personnel. The individual responsible for re-organization, in other words, must be seasoned and oriented before attempting revisions and innovations.

3. Changes should be made gradually after careful study and preparation of all factors involved,—materials, personnel, and organization. This must not be construed, however, as an excuse for lack of progress.

4. New projects should be based on the best experience which has been developed in other correctional institutions.

The next step in the Clinton project should involve a thorough and careful study of the Elmira and Wallkill programs. There is much in these institutions that will apply to Clinton and development at that institution should be guided by their experiences. There is also need for additional personnel to make the program effective at Clinton. The future must determine how much of the progress made at Clinton Prison is temporary and how much can be consolidated into a co-ordinated, functioning educational program.

The projects carried on at Wallkill and Clinton have had definite effect in improving the educational programs in each institution.

While Mr. Kendall and Mr. Briggs who were formerly in charge of the Wallkill project have since become assistant directors of education in the Department of Correction, they still maintain contact with the work begun under their direction. It is now being carried on by the Wallkill staff. Regular teachers are being trained to use the materials and methods developed in the project. The materials are to be printed and will be adapted to other programs in the Department as time goes on. The range of subject matter is being expanded for wider usefulness.

The director of the Clinton project has recently resigned to take up other work elsewhere. However, the work begun at Clinton prison is going forward under the regular staff and a new director will be employed on a permanent basis very soon.

The Commission for the Study of Educational Problems in Penal Institutions for Youth closes this report with the belief that significant progress is being made in the field of education in correctional institutions in New York State. It has attempted to employ throughout its work the procedures of trained observation and scientific investigation. Its attitude has been one of objectivity in which neither personal prejudices nor preconceived ideas have any place. Prisons and reformatories can serve society better than they have through reduced recidivism. But to accomplish this end tradition must yield to experimentation and courageous action. Changes should be made only as careful planning and experimentation prove their worth, but progress should be constant. There is no one final answer in the field of education in correctional institutions. The situation calls for co-operative and co-ordinated effort toward an always improved solution.

The projects carried on at Wallkill and Clinton have had definite effect in improving the educational programs in each institution. While Mr. Kendall and Mr. Briggs who were formerly in charge of the Wallkill project have become assistant directors of education in the Department of Correction, they still maintain contact with the work begun under their direction. It is now being carried on by the Wallkill staff. Regular teachers are being trained to use the materials and methods developed in the project. The materials now to be printed will be adapted to other programs in the Department as time goes on. The range of subjects mentioned being expanded for wider usefulness.

The director of the Clinton project has recently returned to take up other work elsewhere. However, the work begun at Clinton is being carried forward under the direction of a new director who will be employed on a permanent basis very soon.

The Commission for the Study of Educational Problems in Penal Institutions for Correctional Institutions reports with the belief that significant progress is being made in the field of education in correctional institutions in New York State. It has attempted to employ throughout its work the procedure of trained observation and scientific investigation. Its attitude has been one of objectivity in which neither personal prejudices nor preconceived ideas have any place. Progress and reformations can come only when they have through scientific investigation. But to accomplish this end, the student should be made only an expert planning and execution prove their worth, but progress should be constant. There is no one final answer in the field of education in correctional institutions. The situation calls for co-operative and co-ordinated effort toward an always improved solution.

The Commission for the Study of Educational Problems in Penal Institutions for Correctional Institutions has been organized as an advisory body to the Department of Correction.

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The next step in the Clinton project should involve a thoroughgoing development of the Wallkill and Clinton projects. There is a need for a more complete study of the educational needs of the inmates of each institution. It should be possible to have a more complete study of the educational needs of the inmates of each institution. It should be possible to have a more complete study of the educational needs of the inmates of each institution.

APPENDIX A
Education Law



AN ACT to amend the Education Law in relation to the Department of Correction, to read as follows: ENACTED BY THE SENATE AND ASSEMBLY, MAY 2, 1935.

APPENDIX A
Education Law

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§ 133. Section one hundred and thirty-one of such chapter of the laws of the State, entitled "Department of Correction", shall be amended to read as follows: "The director of the Department of Correction shall be a person whose education, training and experience shall be such as to entitle him to the position of director of a State institution of higher learning. He shall have the authority to visit and inspect all institutions of the Department of Correction, to observe, study, organize and develop the educational activities of such institutions in harmony with the general educational program of the Department. He shall be responsible to the Commissioner and deputy commissioner of correction."

§ 134. Section one hundred and thirty-two of such chapter of the laws of the State, entitled "Department of Correction", shall be amended to read as follows: "The director of the Department of Correction shall have the authority to appoint and remove all persons who shall be employed in the Department of Correction, and to determine the compensation of such persons."

§ 135. Section one hundred and thirty-three of such chapter of the laws of the State, entitled "Department of Correction", shall be amended to read as follows: "The director of the Department of Correction shall have the authority to appoint and remove all persons who shall be employed in the Department of Correction, and to determine the compensation of such persons."



APPENDIX A
Education Law

[133]

APPENDIX A
Education Law

LAWS OF NEW YORK—By Authority

CHAPTER 670

AN ACT to amend the correction law, in relation to education of inmates of state correctional institutions in the department of correction

Became a law May 3, 1935, with the approval of the Governor. Passed, three-fifths being present

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

Section 1. Section seven of chapter forty-seven of the laws of nineteen hundred nine, re-entitled by chapter two hundred and forty-three of the laws of nineteen hundred twenty nine "An act in relation to the correction and detention of persons in state correctional institutions, constituting chapter forty-three of the consolidated laws," such section having been added by such chapter two hundred and forty-three of the laws of nineteen hundred twenty-nine and amended by chapter eight hundred and twenty-four of the laws of nineteen hundred thirty, is hereby amended by inserting therein, after section fifteen-a, a new section, to read as follows:

§ 15-b. Education. The present director of vocational education shall be the director of education with the powers and duties of the director of education and hereafter shall be appointed by the commissioner. The director of education, at any time appointed, shall be a person whose education, training and experience shall cover fields of penology and of professional education. The educational qualifications shall include the satisfactory completion of three years of graduate work in education, penology, and allied fields. The head of the division of education shall have the direct supervision of all educational work in the department of correction and shall have full authority to visit and inspect all institutions of the department to observe, study, organize, and develop the educational activities of such institutions in harmony with the general educational program of the department. He shall be responsible to the commissioner and deputy commissioner of correction.

§ 3. Section one hundred and thirty-six of such chapter, as thus renumbered and last amended by chapter two hundred and forty-three of the laws of nineteen hundred twenty-nine, is hereby repealed, and such chapter is hereby amended by inserting therein a new section one hundred and thirty-six, to read as follows:

§ 136. Prison education. The objective of prison education in its broadest sense should be the socialization of the inmates through varied impressional and expressional activities, with emphasis on

individual inmate needs. The objective of this program shall be the return of these inmates to society with a more wholesome attitude toward living, with a desire to conduct themselves as good citizens and with the skill and knowledge which will give them a reasonable chance to maintain themselves and their dependents through honest labor. To this end each prisoner shall be given a program of education which, on the basis of available data, seems most likely to further the process of socialization and rehabilitation. The time daily devoted to such education shall be such as is required for meeting the above objectives. The director of education, subject to the direction of the commissioner of correction and after consultation by such commissioner with the state commissioner of education, shall develop the curricula and the education programs that are required to meet the special needs of each prison and reformatory in the department. The state commissioner of education, in cooperation with the commissioner of correction and the director of education, shall set up the educational requirements for the certification of teachers in all such prisons and reformatories. Such educational requirements shall be sufficiently broad and comprehensive to include training in penology, sociology, psychology, philosophy, in the special subjects to be taught, and in any other professional courses as may be deemed necessary by the responsible officers. No certificates for teaching service in the state institutions shall be issued unless a minimum of four years of training beyond the high school has been secured, or an acceptable equivalent. Existing requirements for the certification of teachers in the institutions shall continue in force until changed pursuant to the provisions of this section.

§ 4. This act shall take effect July first, nineteen hundred thirty-five.

STATE OF NEW YORK, }
Department of State, } ss.:

I have compared the preceding with the original law on file in this office, and do hereby certify that the same is a correct transcript therefrom and of the whole of said original law.

EDWARD J. FLYNN,
Secretary of State

DESCRIPTION OF INSTITUTIONS
NEW YORK STATE DEPARTMENT OF CORRECTION
DIVISION OF ADMINISTRATION

EDWARD J. FLYNN, Commissioner
FRANK E. LEWIS, Deputy Commissioner
PAUL G. ROSS, Administrative Assistant, Commissioner
WALTER T. FAY, Administrative Assistant, Office
HARRY D. ROBERTSON, Chief Comptroller, Clerk
NORMAN A. STANLEY, Administrative Assistant

APPENDIX B

Description of Institutions
New York State Department of Correction

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DIVISION OF GENERAL INVESTIGATION, RECORDS AND STATISTICS

DESCRIPTION OF INSTITUTIONS

NEW YORK STATE DEPARTMENT OF CORRECTION

DIVISION OF ADMINISTRATION

- EDWARD P. MULROONEY, *Commissioner*
- WILLIAM E. LEONARD, *Deputy Commissioner*
- PHILIP G. ROOSA, *Administrative Assistant Commissioner*
- WILLIAM T. FEALAY, *Administrative Finance Officer*
- HARRY L. BONESTEEL, *Chief Commutation Clerk*
- NORA A. KEARNEY, *Administrative Assistant*

The Division of Administration has the general supervision over the custody and discipline of all prisoners and over the maintenance of all the institutions under the department. This includes determination of all questions of policy, legal interpretation, financial transactions, legislation, etc.

DIVISION OF INDUSTRIES

- GEORGE R. WADSWORTH, *First Assistant Commissioner*
- THOMAS F. DOUGHERTY, *Chief of Bureau*
- J. STEWART BURTON, *Accountant*

This division has supervision over the classification of industries and assignments to the various prisons.

It has direct charge of all production shops in prisons and farm work where assigned to industries, and of the development and improvement of manufacturing methods and upkeep of machinery and equipment.

It has direct charge of all sales, sales contact and general education of potential customers in the benefits to be derived from the necessity of purchasing prison manufactured goods. Subject to the approval of the Superintendent of Standards and Purchase, it fixes the prices for articles manufactured in the industries of the State prisons.

It has direct charge of the establishment and maintenance of a uniform system of accounting for the recording of all manufacturing transactions, billing and collection of all accounts receivable, and reporting of all industrial results.

DIVISION OF CRIMINAL IDENTIFICATION, RECORDS AND STATISTICS

WILLIAM E. CASHIN, *Director of Criminal Identification*

FRANK A. LEONARD, *Senior Statistician*

SHERIDAN TUFFS, *Identification Analyst*

The Division of Criminal Identification, Records and Statistics was originally established in September, 1896. It is for the purpose of collecting, compiling and filing criminal statistical information of persons arrested and charged with crime, and convictions in this State and from all other sources obtainable as set forth in sections 940 and 949 of the Code of Criminal Procedure.

The division maintains three systems of identification: the Bertillon System, the Finger Print System and Modus Operandi or criminal specialty.

The division co-operates with the courts, district attorneys, police departments and other law enforcement agencies in the investigation and the prosecution of the criminal for the interests of public safety and welfare. Reports of criminal records and information are sent out daily as a result of finger print research and in answer to legitimate inquiries. There are approximately 700,000 records on file.

All records received are researched and filed in accordance with the latest identification methods as prescribed by law. Interchange of records and information is maintained with the United States Department of Justice in Washington and elsewhere.

Criminal statistical information is gathered from the courts and police agencies of the State, of which there are approximately nine thousand reporting to the division.

This division directs and prescribes the forms, schedules and particular information necessary to furnish comparative criminal data as reported by the various departments and agencies directly affected by this law, which are tabulated and classified into statistical tables and graphs for the Legislature, the criminologist, the police and the public in general to assist in the study of crime and the criminal in New York State.

DIVISION OF PROBATION

EDWARD J. TAYLOR, *Director*

The State Probation Commission consists of seven members, four to be appointed by the Governor, to hold office during the term of the Governor and until their successors are appointed. The State Commissioner of Correction and the State Director of Probation are members of the Commission and each year the State Commissioner of Correction designates a member to act.

The Division of Probation exercises general supervision over the administration of probation throughout the State, including probation in children's courts. It collects statistical and other information

and makes recommendations regarding the administration of probation in children's courts and tabulates and classifies the same and such other information as may be received regarding the administration of children's courts. It endeavors to secure the effective application of the probation system and the enforcement of the probation laws and the laws relating to children's courts throughout the State. It formulates rules which regulate methods and procedure in the administration of probation, including investigation, supervision, case work, record keeping and accounting. It has authority to investigate the work of probation bureaus and probation officers.

STATE COMMISSION OF CORRECTION

JOHN F. TREMAIN, *Secretary*

The State Commission of Correction, formerly the State Commission of Prisons, was organized by constitutional enactment in 1895. When the State government was reorganized in 1927, it became part of the State Department of Correction with seven members, appointed by the Governor for terms of four years, together with the Commissioner of Correction who was made its chairman by amendment to the Constitution. Their compensation is ten dollars per day, not to exceed \$1,000 per year and expenses.

The Commission is authorized to visit and inspect all institutions used for the detention of sane adults, charged with or convicted of crime or detained as witnesses or debtors. These include 6 State prisons, 3 reformatories and 3 institutions for defective delinquents, all administered by the State Department of Correction; 14 institutions, 54 police stations and 37 court pens in New York City; 4 county penitentiaries, 71 county jails, 86 city jails outside of New York City; 6 hospital detention wards; and 213 county, town and village lockups. The law further prescribes that the Commission shall:

Aid in securing the just, humane and economic administration of all institutions subject to its supervision and advise the officers of such institutions in the performance of their official duties:

Aid in securing the erection of suitable buildings for the inmates of such institutions, and approve or reject plans for their construction or improvement;

Investigate the management of institutions and the conduct and efficiency of those charged with their management;

Secure the best sanitary conditions of the buildings and grounds of all such institutions and protect and preserve the health of the inmates;

Collect statistical information relative to institutions and inmates.

The Commission has authority to close any county jail, city jail or police station, town or village jail or lockup which is unsafe, unsanitary or inadequate to provide for the separation and classification of prisoners required by law.

DIVISION OF EDUCATION

WALTER M. WALLACK, *Director of Education*

GLENN M. KENDALL, *Assistant Director of Education*

HOWARD L. BRIGGS, *Assistant Director of Education*

The Division of Education was established by a legislative act, chapter 670, entitled "An act to amend the Correction Law, in relation to education of inmates of State Correctional Institutions in the Department of Correction," taking effect July 1, 1935.

It is the duty of the head of the Division of Education to have direct supervision of all educational work in the Department of Correction, with full authority to visit and inspect all institutions of the Department; observe, study, organize, and develop the educational activities of such institutions, in harmony with the general educational program of the Department. He is responsible to the Commissioner and Deputy Commissioner of Correction. Assistant directors are responsible to the Director of Education.

As stated in the law, the objective of prison education in its broadest sense should be the socialization of the inmates of the institutions through varied impressional and expressional activities, with emphasis on individual inmate needs. The objective of the educational program shall be the return of inmates to society with a more wholesome attitude toward living, with a desire to conduct themselves as good citizens, and with the skill and knowledge which will give them a reasonable chance to maintain themselves and their dependents through honest labor. To this end each prisoner is to be given a program of education which, on the basis of available data, seems most likely to further the process of socialization and rehabilitation. The time daily devoted to such education shall be such as is required for meeting the above objectives. The Director of Education, subject to the direction of the Commissioner of Education, shall develop the curricula and the educational programs that are required to meet the special needs of each prison and reformatory in the Department. The State Commissioner of Education, in co-operation with the Commissioner of Correction and the Director of Education, shall set up the educational requirements for the certification of teachers in all such prisons and reformatories. Such educational requirements shall be sufficiently broad and comprehensive to include training in penology, sociology, psychology, philosophy, in the special subjects to be taught, and in any other professional courses as may be deemed necessary by the responsible officers. No certificates for teaching service in the State institutions shall be issued unless a minimum of four years of training beyond the high school has been secured, or an acceptable equivalent.

The development of education in prisons and reformatories, to conform to the objective set forth by law, began on July 1, 1935, under the direction of the Director of Education. On July 1, 1936, two assistant directors were employed. During the short period of

time since the establishment of the division, considerable progress has been made in providing the ways and means for reaching objectives. In addition, a Central Training School for recruit guards has been established at Wallkill Prison and is under the direction of the Division of Education. Four hundred and thirty recruits will be under training during the first half of the year 1937. Plans are now being considered for the development of a Central Training School in which guards in the employ of the Department, prior to the establishment of the school for recruits, are to be trained. The Department has established and is in charge of a system of personnel records for employees in the educational divisions of the various institutions and the custodial force.

The Division of Education has been assisted in the development of its plans by the Commission for the Study of the Educational Problems of Penal Institutions for Youth. This Commission, the chairman of which is Dr. N. L. Engelhardt of Teachers College, Columbia University, was appointed by Governor Lehman, and serves without compensation.

ELMIRA REFORMATORY

Elmira, Chemung County

DR. FRANK L. CHRISTIAN, *Superintendent*

THOMAS J. HANLON, *Assistant Superintendent*

The law authorizing the establishment of the reformatory was enacted in 1869. The institution is for the reception of male felons between the ages of sixteen and thirty who have not been previously convicted of a crime punishable by imprisonment in a state prison.

The purpose of the reformatory is to reform and restore to society young offenders within the age limits stated above; and to conduce to their moral, mental and physical improvement. Religious instruction is furnished, a school of letters is maintained, military and physical training is given, and a trades school established in which the following trades are taught:

Barber	House-painter	Shoemaker
Bookbinder	Iron forger	Sign-painter
Brass-smith	Machine woodworker	Steamfitter
Bricklayer	Machinist	Stenographer and Typist
Cabinetmaker	Moulder	Tailor
Carpenter	Paint-mixer	Tinsmith
Clothing-cutter	Plasterer	Upholsterer
Electrician	Plumber	Acetylene Welder
Hardwood-finisher	Auto Mechanic	
Horseshoer	Printer	

Industries: Coffee-roasting, printing and bookbinding, trades school. Approximate value of yearly output, \$40,000.

Capacity, 1,020. Population, 1,303.

NEW YORK STATE VOCATIONAL INSTITUTION

West Coxsackie, Greene County

FREDERICK C. HELBING, *Superintendent*DONALD D. SCARBOROUGH, *Assistant Superintendent*

Located on the main highway (Route 9W) approximately 2 miles southwest of Coxsackie.

The Institution provides accommodations for approximately 500 male inmates. Persons over the age of sixteen and under the age of nineteen years may be committed from any court in the State for any offense except that punishable by death or life imprisonment.

Population: 445.

WESTFIELD STATE FARM—REFORMATORY FOR WOMEN

Bedford Hills, Westchester County

CARL J. KANE, *Superintendent*LOUISE C. ENGLE, *First Assistant Superintendent*

This institution is located at Bedford Hills, New York, on the Harlem division of the New York Central Railroad, 40 miles north of New York City.

It is for females between the ages of 16 and 30 convicted of petit larceny, vagrancy under subdivision three or four of section eighteen hundred and eighty-seven of the code of criminal procedure, habitual drunkenness, of being a common prostitute, or frequenting disorderly houses or houses of prostitution, or of a misdemeanor, or a female convicted under the provisions of title seven-a of part six of the code of criminal procedure, and who is not insane, or mentally or physically incapable of being substantially benefited by the discipline of either of such institutions, also felons who are first offenders may be committed in the discretion of the committing court. Commitments are on the basis of an indeterminate sentence with a three-year maximum. An arbitrary minimum of one year is in effect. All paroles and discharges are subject to the action of the Board of Visitors of the institution, who act in the capacity of a Parole Board.

Industries: The manufacture of hospital and institutional supplies from textiles.

Special Features: The educational work carried on at the institution consists of ungraded class work, a commercial class teaching shorthand and typewriting, bookkeeping, beauty culture, child care, complete instruction in domestic sciences, including housework, hand and commercial laundering and dressmaking. There is also maintained a full time recreation staff for the purpose of directing group and individual employment of spare and recreational time, similar in conduct to that maintained by the larger municipalities. The

institution has a completely equipped gymnasium for the purpose of posture training, calisthenics, floor and apparatus work, and maintains a full time physical education department. It also conducts a large library which functions according to the latest approved methods of library management.

The institution has its own department of occupational therapy, which is used in the treatment of inmates, with marked psychopathic trend, and, as well, for the occupation of patients who are hospitalized for physical reasons.

Capacity: 369. Population: 240.

WESTFIELD STATE FARM—STATE PRISON FOR WOMEN

Bedford Hills, Westchester County

CARL J. KANE, *Superintendent*LOUISE C. ENGLE, *First Assistant Superintendent*

The State Prison for Women was transferred from Auburn to Bedford Hills on July 1, 1933.

Capacity: 144. Population: 166.

WALLKILL PRISON

Wallkill, Ulster County

DR. LEO J. PALMER, *Superintendent*HAROLD P. ROSS, *Assistant Superintendent*

The institution was opened as a prison in November, 1932. The prison site contains approximately 1,000 acres. The prison is located on Route 208, approximately 12 miles northwest of the city of Newburgh. It is two miles north of the village of Wallkill, on the Wallkill Valley Railroad, between Kingston and Montgomery, which railroad at the latter place connects with a branch of the Erie Railroad. The institution can also be reached by bus from Newburgh and from New York City. Prisoners are received only by transfer, after having been selected by a Classification Clinic.

Capacity: 508. Population: 410.

ATTICA PRISON

Attica, Wyoming County

WILLIAM HUNT, *Warden.*ROBERT J. KIRBY, *Principal Keeper*

This prison is located 31 miles east of Buffalo on the Erie Railroad and 12 miles south of Batavia. In 1927 appropriation was made for purchase of site, and in 1929 the Legislature appropriated \$3,500,000 for the acquisition of land and construction of the new

prison, and contract for initial construction was awarded in September, 1929.

The institution was opened as a prison on June 1, 1931, and prisoners were received as conditions warranted. On October 1, 1933, the institution was completed and became a receiving prison for Western and Central New York State, covering four judicial districts, viz., Fifth, Sixth, Seventh and Eighth. Prisoners are entered in the Classification Clinic, and through study of the inmate it is determined as to which unit of the prison system he is best adapted for his treatment and training.

The prison site contains about 1,000 acres, of which 54 acres are within wall enclosure.

Industries: At present there is an average of about 500 prisoners employed in the industrial department in the various shops: textile, metal, machine. The rest of the population is employed in the maintenance department, in the State shop, shoemaker, tin, tailor, plumbing and carpenter shops. Those men who are not employed in the kitchen, hospital, etc., are assigned to do grading work in and around the institution, as there still remains a great deal of grading to do.

Capacity: 1,612. *Population:* 1,548.

AUBURN PRISON

Auburn, Cayuga County

JOSEPH H. BROPHY, *Warden*

ROBERT R. WESTOVER, *Principal Keeper*

Auburn Prison is located in the heart of the city of Auburn and is reached through the Auburn branch of the New York Central Railroad and a branch of the Lehigh Valley Railroad. It is the oldest penal institution in the State, having been started in 1815, with practically no modernization until 1929 when appropriations were made to start replacement of the antiquated cell blocks, administration buildings, shop buildings, etc. Since the start of new construction, a power house, industrial storehouse, new shop building, mess halls and kitchens and three cell blocks have been completed. Now under construction are a commissary, root cellar, cold storage building and bakery. Contemplated new construction consists of a new wall along the Owasco River. The site contains approximately twenty-one acres all enclosed by wall. A farm of 225 acres, situated about three miles from the prison is conducted by inmate labor.

Industries: Broom and basket; bed and brass; cloth (blankets, suiting, overcoating); auto license plates, signs, furniture, and steel pressing plant. Approximate value of yearly output: \$650,000.

Capacity: 1,580. *Population:* 1,329.

CLINTON PRISON

Dannemora, Clinton County

THOMAS H. MURPHY, *Warden*

WILLIAM A. O'BRIEN, *Principal Keeper*

The construction of Clinton Prison was started in 1845 and its location was determined upon to permit the working of the iron mines by convicts. This industry was found to be unprofitable and has long since been abandoned.

In connection with the prison, a hospital for tubercular inmates has been constructed on the mountain overlooking the prison proper, to which tubercular inmates from the various institutions are transferred.

The prison is located at Dannemora, Clinton county, New York, on the Chateaugay branch of the Delaware and Hudson Railroad, nineteen miles from Plattsburg, and is fourteen miles from Plattsburg via State Route No. 374

Industries: Yarn and cloth (denims, ticking, toweling, twill, muslins, shirting, yarns, mops, cotton suiting); shirt and clothing (suits overcoats overalls, shirts, caps, handkerchiefs, underwear). Approximate value of yearly output: \$365,000.

Capacity: 1,190. *Population:* 1,824.

GREAT MEADOW PRISON

Comstock, Washington County

JOSEPH H. WILSON, *Warden*

VERNON A. MORHOUS, *Principal Keeper*

The construction of Great Meadow Prison was started primarily as a farm prison in 1909. It contains about 1,100 acres, of which twenty-one acres are enclosed within a wall. It is located on the Delaware and Hudson Railroad.

Industries: Furniture (chairs, stools, settees), mats, quarry for crushed stone, farming.

Approximate value of yearly output: \$90,000.

Capacity: 1,198. *Population:* 1,158.

SING SING PRISON

Ossining, Westchester County

LEWIS E. LAWES, *Warden*

JOHN J. SHEEHY, *Principal Keeper*

Sing Sing Prison is located on the Hudson River in the village of Ossining, Westchester county, thirty-five miles north of New York City. It is the main receiving prison of the State. Construction of the prison was started in 1825, the location being selected

on account of the quarries and to provide work for inmates quarrying stone. This is now done for institutional requirements only, other industries having been added from time to time.

Sing Sing is the receiving prison for the southeastern part of the State, particularly New York City and environs, and receives over 72 per cent of the State prison population. A Classification Clinic is established at Sing Sing and through study of the inmate it is determined as to which unit of the prison system is best adapted for his treatment and training.

The death house is located within the walls of Sing Sing Prison and all death sentences are carried out at this institution.

The prison covers about forty-five acres entirely enclosed within the walls. It is an all male institution. Women can only be confined in the death house when under sentence of execution.

Industries: Shoes and slippers; brush and mattresses; sheet metal (metal cans, can carriers, scrapers); knit goods (underwear, hosiery, sheets, pillow cases, gowns, bathrobes); printing (reports and forms). Approximate value of yearly output: \$600,000.

Capacity: 2,739. *Population:* 2,374.

DANNEMORA STATE HOSPITAL

Dannemora, Clinton County

DR. BLAKELY R. WEBSTER, *Superintendent*

DR. HAROLD E. CONNELLY, *First Assistant Physician*

This institution is located at Dannemora, New York, twenty miles from Plattsburgh, on the Chateaugay Branch of the Delaware and Hudson Railroad.

It is for male convicts declared insane while serving a sentence for a felony in a state prison.

Capacity: 816. *Population:* 942.

MATTEAWAN STATE HOSPITAL

Beacon, Dutchess County

DR. RAYMOND F. C. KIEB, *Superintendent*

DR. JOHN F. McNIELL, *Assistant Superintendent*

This institution is located fifty-eight miles from New York City on the New York Central Railroad and can also be reached by ferry from Newburgh.

It is maintained for such insane persons held under any other than a civil process as may be committed by courts of criminal jurisdiction, or transferred thereto by the Commissioner, Department of Mental Hygiene, and for such convicted persons as may be declared insane while undergoing sentence of one year or less for a misdemeanor at any of the various penal institutions of the state and for all female convicts becoming insane while serving sentence.

Capacity: 1,421. *Population:* 1,361.

ALBION STATE TRAINING SCHOOL

Albion, Orleans County

DR. WALTER B. MARTIN, *Superintendent*

ANNA M. LANGLEY, *Assistant Superintendent*

This institution is located at Albion in Orleans county, thirty-two miles west of Rochester on the Falls Road, a branch of the New York Central Railroad. It is also on State Highway No. 31.

Under chapter 456, Laws of 1931, and chapter 111, Laws of 1935, the institution is charged with accepting direct commitments from the courts of female mental defectives over sixteen years of age, provided they have been convicted of a criminal offense. The law also provides for the transfer of the same type of inmate from other penal and correctional institutions of the State on order of the Commissioner of Correction. Commitments are for an indefinite period and parole is granted at the discretion of the superintendent when endorsed by the Commissioner of Correction.

The institution is designed to provide custodial care, medical treatment, and to educate and train mentally defective criminally inclined women. Domestic pursuits are taught in cottages, sewing classes, a cooking class, and a general laundry. Inmates capable of profiting by academic education are taught by methods particularly adapted to mental defectives in several classes of school work. Occupational therapy is used extensively for the more handicapped and those with psychopathic complications. Physical education, choral work, dramatics, and various types of recreation are used in an effort to increase the feeling of group and social responsibility.

The institution has a large and fertile farm, much of which is devoted to the growing of fruit, berries and truck. A considerable portion of the inmates is employed in healthful outdoor occupation, doing the lighter tasks in the cultivation of those crops during the growing season.

The morale of the inmates is sustained by a full program of useful training and educational activities, supplemented by healthful, supervised recreation and amusements.

Capacity: 560. *Population:* 284.

INSTITUTION FOR MALE DEFECTIVE DELINQUENTS

Napanoch, Ulster County

JOHN L. HOFFMAN, *Superintendent*

ROBERT WAGER, *Assistant Superintendent*

This institution is located at Napanoch, Ulster county, New York, twenty-five miles southwest of Kingston. It can be reached by bus from the Dixie Hotel Terminal, West 42nd Street near Eighth Avenue, New York City, or Ellenville Bus from Kingston. It receives male mentally defective delinquents over the age of sixteen years, convicted of a criminal offense, by direct commitment from the

courts of the State or by transfer from other penal or correctional institutions. Inmates are confined at the institution subject to discretion of the superintendent.

Industries: Aluminum ware, road signs, galvanized iron pails, baskets, rubber floor mats and runners, brooms and mop handles. Approximate value of yearly output: \$40,000.

Capacity: 988. *Population:* 988.

WOODBOURNE INSTITUTION FOR DEFECTIVE DELINQUENTS

Woodbourne, Ulster County

DR. VERNON C. BRANHAM, *Superintendent*

EDWARD M. FAY, *Assistant Superintendent*

This institution, entirely new, is located in Sullivan county, four miles distant from the nearest railroad station, the Ontario and Western Railroad at South Fallsburg, New York. The construction of the institution is of a medium security type without walls and its arrangement of dormitories and cell blocks is such as to secure the most modern method of housing. The institution grounds comprise 760 acres, which afford excellent opportunities for farming and the employment of a number of inmates in farm activities. This institution received its first draft of inmates on November 21, 1935. Prison industries have not yet been established, but a few maintenance shops are in operation to take care of the necessary activities of the institution, such as laundry, woodworking, tailoring, shoe repairing, and so forth.

Capacity: 858. *Population:* 414.