Current Notes
CURRENT NOTES

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[Editor's Note: This issue of "Current Notes" is devoted to the recent American Prison Congress. Those of our readers who attended will be glad to find excerpts from many of the speeches made and a summing up of the Congress. They could not hear each address, nor could they attend each session. The readers who did not attend will find the materials presented in the following pages rich in ideas and ideals—modern penology owes much to this great national organization, The American Prison Association. The Journal is happy to salute the prison people and by reporting in some detail the work of their meeting we hope to make a small contribution to their continued success. We acknowledge the gracious cooperation of the General Secretary, E. R. Cass, and the efficient service of Roberts J. Wright, Assistant Secretary, who prepared the materials printed here.]

Sixty-Ninth Prison Congress—

"The Best Yet" would appear to be the most appropriate three word phrase describing the 69th Annual Congress of the American Prison Association held in New York City from October 16th to 20th, inclusive. With headquarters at the Hotel New Yorker, the Congress witnessed more registrations than ever before. Over 1100 persons from forty-two states, the District of Columbia and Canada, England and Greece contributed toward the marking of the 69th Congress as the most outstanding from the point of view of both attendance and subject matter presented and discussed. Reports received from delegates following their departure from New York substantiate the opinion that this Congress will go down in the annals of penology as one of the most influential and most effective gatherings of its kind ever convened.

It would be difficult to point out any one aspect of the field emphasized above all others but many participants stressed particularly prevention, medical services, educational programs, parole and institutional administration. Other highlights of the Congress included all-day trips to the Penitentiary of the City of New York, the New York World's Fair, and Sing Sing Prison, where according to a welcoming sign erected by Warden Lawes the delegates enjoyed a "busman's holiday."

The Congress keynote address, delivered at the banquet session by Austin H. MacCormick, Commissioner of the New York City Department of Correction, and President of the American Prison Association, stressed the "Four Horsemen of Penology" riding against the correction of the criminal and reduction of crime. According to President MacCormick, the
leader of the quartette is Ignorance,

"... and that figure riding double behind him, clutching Ignorance around the middle and staring over his shoulder with terror-stricken eyes, is Fear. They ride together and because they ride our victory will be long delayed."

Striking at the root of much of the lawman's misunderstanding of the problem of crime, the Commissioner stated that,

"Because of ignorance in the whole subject of crime and especially ignorance of what the criminal is really like, fear and hysteria have characterized the public's approach to the problem more often than rational thinking and constructive action."

continuing, President MacCormick emphasized that,

"Ignorance and muddled thinking keep us from operating prisons that would serve and protect the public with full effectiveness. It cripples parole and leaves it at the mercy of the politicians. It postpones the day when a really effective attack on crime will be made intelligently, not hysterically; steady, not sporadically, by the utilization of all our social forces, not alone by our armed forces.

"Another of the four horsemen of the Apocalypse was Famine, and that horseman is in the saddle still. By Famine in our field I mean starvation appropriations for probation, for parole, for those parts of our institutional program that are absolutely essential if we are to accomplish the task of rehabilitation, and especially pinch-penny appropriations for personnel."

The third of the original four horsemen was Pestilence and the speaker added that,

"We, too, have our Pestilence, and that Pestilence is politics... the most destructive and corrosive force in our American system of law-enforcement today is politics, and this force is particularly destructive in the penal and correctional field because the harm it does there is not generally understood. It is certain that we shall never accomplish the things we are trying to do until the politicians are forced to take their clumsy and sticky hands off our jails, our prisons and parole systems... Favoritism, incompetence, injustice, inhumanity, wastage of public funds and wastage of human lives—these are the fruits of politics in our field."

The last of the four Horsemen was Death, and, in the words of the speaker,

"Death rides against us in the form of Defeatism, as a symbol of the philosophy of futility, the belief that when men and women have got into prison it is too late to do anything for them, that parole is a humane but useless gesture, that prisons and parole are 'dead end streets.' Defeatism is Death indeed."

Closing his spirited Presidential address, Mr. MacCormick reiterated that

"... if we stand shoulder to shoulder, we who are engaged in a common cause, if we not only hold our ground but advance with courage and determination,
we shall see the Four Horsemen —Ignorance, Famine, Pestilence, and Death—break ranks and put spurs to their steeds in flight."

Among the distinguished guests present was Mrs. Franklin D. Roosevelt who addressed a luncheon under the joint auspices of the National Prisoners’ Aid Association and the National Probation Association. Over 700 persons thronged the Grand Ballroom to hear Mrs. Roosevelt’s address on the subject of crime prevention. Speaking “as a plain citizen” she stressed the fact that “crime prevention has to do with almost everything that touches social questions, either in the city or in the country. . . . You (prison workers) need more understanding on the part of the public and on the part of the legislatures and governors.” Continuing to point out the need for improved understanding the first lady said “we must do something about the education of the public” to the plight of the discharged prisoner.

Manifesting her genuine interest in the affairs of the Congress, the pleasure of Mrs. Roosevelt’s company was enjoyed by the delegates when she joined them for the trip to Sing Sing Prison the following day.

The annual business meeting resulted in the election of the Hon. James V. Bennett, Director of the Federal Bureau of Prisons as President for 1940. E. R. Cass was re-elected General Secretary and George C. Erskine re-elected Treasurer.

The sentiment of the Association’s most noteworthy congress can probably best be summed up by referral to the following resolutions which were adopted in addition to the resolutions of thanks and appreciation.

These resolutions are as follows:

Resolutions, 1939—The American Prison Association has for many years stood for the development of all services such as educational, psychiatric, vocational, medical, religious and social work, to the end that prison discipline may be rehabilitative. The Association again records its belief that these services, when intelligently administered to those prisoners who indicate capability of reform, may in large measure obviate the necessity of the construction of prisons of the bastile type.

In view of the above the Association deplores recent developments in New York State and elsewhere, where huge sums of money have been spent in the construction of an unnecessary number of steel cells, and at the same time in the name of economy legislators and others have reduced or eliminated appropriations for such fundamentally necessary prison services, both educational and psychiatric, as are needed for an effective study and treatment of prisoners. In the judgment of the American Prison Association the public would be better protected if the attempt were made to rehabilitate a larger number of prisoners rather than to house them all in costly steel cells.

Be It Resolved, That the above statement of prison policy be called to the attention of governors, legislators, and prison administrators, to the end that proper emphasis be given in the future to the question of prison reform, and that economies, if necessary, be made in other and less important directions.
Civilian Conservation Corps Camps

The Association reaffirms its endorsement of the resolution passed at the 1938 Congress with reference to the enrollment of parolees and probationers in the Civilian Conservation Corps Camps.

Civil Service Restrictions

Whereas, it has become increasingly difficult to obtain employment for parolees and discharged prisoners; and

Whereas, The American Prison Association has repeatedly urged upon private employers the obligation to assist in the rehabilitation of the offender; and

Whereas, it further appears that there are arbitrary and unreasonable restrictions in many civil service laws and regulations forbidding employment of ex-prisoners;

Now, Therefore, Be It Resolved, That Civil Service Commissions be urged to reconsider the justice of such absolute restrictions and to provide a procedure whereby in suitable cases penal and correctional departments and institutions may qualify ex-prisoners through the Civil Service.

Correctional Institution Administrators

For many years the American Prison Association has insisted that the administration of correctional institutions is a career, and that preference in appointments of officials to those positions should be given to those especially qualified by training, experience, and intelligence.

Therefore, the Association expresses its disapproval of many recent departures from this principle in the appointment of officials to penal departments, institutions and allied agencies. In spite of certain of its restrictions and disadvantages the classified Civil Service, as applicable to the above mentioned services, presents the most reliable defense against the political control and manipulation of this important governmental activity.

Reiteration of Resolutions of Other Years

The Resolutions Committee has attempted to submit important resolutions containing new and timely matters. It seems no particular purpose in reiterating certain principles that are recognized as fundamental in the Association, and it calls particular attention to the splendid set of resolutions adopted previously, especially in the years 1933, 1937, and 1936, which relate to such subjects as parole; institution libraries; personnel; prison chaplains; medical services; prison labor; county jails and local institutions; unemployed prisoners; probation; crime prevention; education; and reaffirms its approval of these resolutions.

National Parole Conference

Whereas, The National Parole Conference called by the Attorney General of the United States, with the interest of the President of the United States, developed Principles of Parole; and

Whereas, these principles give expression to practical and generally acceptable objectives and methods of procedure in parole work; and

Whereas, a committee for further action was authorized to carry forward the work of the National Conference;
Be It Resolved, That the American Prison Association endorse the work of the National Parole Conference and urges strong and uninterrupted activity to carry out in practice the Principles there adopted.

Training Courses for Prison Officers

Since 1870 adequate training of prison officers had been a cardinal objective of the Association. The great changes wrought in prison procedure during recent years emphasize the need for such training as never before.

The United States Office of Education has recognized this need by including the training of prison officers in its program of vocational education for public service, under the terms of the George-Dean Act. Therefore, Be It Resolved, That the American Prison Association commends the action of the Commissioner of Education, Dr. John W. Studebaker, and the Assistant Commissioner for Vocational Education, Dr. J. C. Wright, in taking the preliminary steps to provide such training courses for prison officers; and

We urge that the Federal Government cooperate with the States to establish such courses in penal and correctional institutions to the end that there shall be set up a permanent service of this character.

Excerpts—In order that the readers of the Journal may be informed of the remarks of the speakers there follow excerpts of some of the addresses presented at the various general sessions. Unfortunately, space does not permit the inclusion of the remarks of all discussants and those presented are not in order of importance. The addresses have been summarized solely for the benefit of those interested in obtaining a cross-section of the sentiment of the Congress.

Parol—Joseph J. Canavan, Chairman, New York State Parole Board: “I am going to present to you today the histories of those released in the most unfavorable year we could have chosen—1934. We deliberately chose an unfavorable year for our study. We were looking for truth, not propaganda. The releases of that year came as a result of what some of the opponents of parole have described as a legislative jail delivery. The minimum terms of those with indeterminate sentences were drastically cut by changes in time allowances for good behavior in prison. They came out in 1934 with pre-parole investigations hurriedly and sketchily made. They came out under the supervision of parole officers already taxed beyond the limit of their capacity. 1934 was far from a favorable year in which to begin a study of parole—but what did we find? What happened to these men and women while they were on parole?

“The record was far better than the most careful and cautious parole administrators could prophesy.

“Only nine and four-tenths per cent of all these parolees were convicted of new felonies, the degree of crime for which they were originally sentenced.

“Only another eight and one-tenths per cent were convicted of the lesser degree of crime, misdemeanors.

“Sixty-four and two-tenths per cent were not convicted of any crime, nor did their actions require that they be disciplined by the State Parole Board and be returned to prison. Up to the present, then, this sixty-four and two-tenths per cent made good on parole.

“As a matter of public safety, a final 18 and three-tenths per cent were returned to prison by the State Parole Board, either to complete their sentences or to wait until they were better prepared to meet their parole obligations. This 18 and three-tenths per cent represented parole alertness in detecting a probable
lapse into criminal behavior of those under supervision, but these parolees, too, were not convicted of new crimes.

"Thus, the record of five years shows a total of 82 1/2 per cent who were not convicted of any crime of any degree whatsoever while they were on parole."

"This 18 and three-tenths per cent returned to prison by the State Parole Board—not returned by the courts, mind you—includes about 4 per cent who were arrested while on parole but whose charges were dismissed. If they had not been on parole but had concluded their sentences, no power in the land could have returned them to prison, but parole did.

"But the parolees were different from those who were not paroled only in the greater degree to which they showed promise of rehabilitation. They, too, in large measure came from the petilential, overcrowded, sore spots of our civilization where crime has its best breeding place. They, too, found or made numerous interruptions of their schooling and waited only for the minimum required by law to start their immature efforts at making a living. They, too, largely went from school to dead end jobs.

"Social service agencies were no mystery to them either. Most of their families had to receive the help of those agencies to exist. They needed no introduction to the crime fighting agencies which precede prison. The truant officer had reported them—the Juvenile Courts had treated them—the penitentiary had housed them.

"We on the Parole Board had to remember an all-important fact as we studied the histories of these men and interviewed them. They were coming out again. If not today when their resolution was good and they were ready to cooperate with their parole officer, then tomorrow, when the termination of their sentences guaranteed them their freedom.

"As we look at this human balance sheet of the successes and failures on parole, we are fully aware that much more must be done to improve the administration of parole. We believe, too, that with more adequate financial support, and with a changing attitude on the part of the public towards parolees we may in the future bring even higher the ratio of apparent successes on parole. For nearly 10 years, parole in New York State has been guided by principles given nation-wide attention at the First National Parole Conference. But adequate financial support and a public attitude which will promote rehabilitation, not block it, advance by a gradual and difficult progress.

"Parole—effective, adequately financed parole, can reduce crime, we know that. As parole takes its true place nationally as the best method yet devised of handling the return of offenders to a community, let us claim for it no miracles. Parole can be good but not divine."

How England Handles the Young Offender—Alexander Paterson, His Majesty's Commissioner of Prisons for England and Wales, London: "To be true to life, we must enlarge the scope of this subject to include all problems of youth, for every boy born into this world alive is a young offender. If he is not, he will more likely grow up to be a milksop than a man. Those who deal with him in a boy's club and those who later may deal with him on leaving the court all belong to one common service.

"The first necessity is to take the right attitude to youth. We look forward not back, saying to him 'when you are my age,' for that suggests hope, never saying 'when I was your age,' which only suggests disappointment. The foolish father's most cherished ambition is that his son should grow to be as much like him as is possible. But God is not a cheap photographer issuing mechanically countless copies of the same impressions. Expect youth to grow but not to conform to the prescribed pattern of his forebears.

"Next comes the need to appreciate the human boy. Yours and ours are still the finest human material in the world, though sometimes they may be a bit raw. Impatient of conventional conduct and belief, hating hypocrisy more than any suffering, they want a reason for what they are told is right or wrong. Above all they ask for life, a more abundant life than their environment can offer them. The life they demand involves pace, movement, effort, and excitement.

"In our country a number of alternatives exist, between which the magistrate can choose, and we contend that the choice of treatment is at least as important
and requires as much time as the ascertainment of guilt. He may be assigned to the care of a probation officer, for a period not exceeding three years. In such a case the whole pivot on which success or failure rests, is the personality of the probation officer. He must be a man of kindliness and courage, with an understanding heart, and a faith that knows no conquest. Those on probation to him are just his family, and he should never have a family of more than fifty at one time.

"Probation is a form of training that can be exercised without removing the offender from his home. It happens, however, not infrequently that while the offender does not require a term of institutional training, his home environment is such that the probation officer has but a poor chance to exert his influence against such adverse conditions. It is then within the power of the court to order the young offender to live in a hostel, the expenses of which are born by the State. He goes freely to work in the town each day, paying a proportion of his wages to the hostel, but must return to the hostel by a certain hour each evening, and will be under the constant care and influence of the officer in charge. This method is far less expensive than full institutional training and does not divorce the boy from the ordinary life of the community.

"Offenders between 16 and 23 years of age who are unsuitable for probation or for residence in a hostel, or have failed to profit by the opportunities they afford are committed by the court to Borstal institutions for a period of three years to be followed by a further year of parole. Nine of these institutions exist and the offenders sent to them are carefully classified according to degree of criminality and trustworthiness. Some are open camps with a hundred in each, others are walled institutions with usually a maximum of three hundred. They are divided into houses each under the charge of one or two housemasters.

"This is the keynote of the system. Each offender is faced as a separate and distinct individual. He is not drilled into a type but led to develop his individual personality in a social and cooperative direction. It would be of great advantage to our English housemaster if some of them were given the chance to spend a year in an American reformatory and we should be happy to receive a similar number of your Americans as housemasters in our Borstal institutions.

"The care and training of the young offender is a vital and urgent matter. With tragic pace the years of adolescence press on to manhood, when the character is moulded into a cast which is hard to re-form. Many a time seeing an older offender passing to his inexorable fate, I have said to myself, 'once there was a chance to have prevented this but now it is too late.' There are no sadder words than these in the ears of one who loves his fellow men."

Can America Apply England's Methods?—Dr. William Healy, Director, Judge Baker Foundation, Boston: "Those of us who have intimate acquaintance with the public service rendered by the English Borstal system can have no doubt that their achievement is vastly superior to anything that we can show. Their figures for successes and failure—and they follow their cases closely—if not quite the reverse of our statistical findings, certainly show an immense contrast to what we know about the after-careers of those who have been institutional inmates in this country.

"One of our favorite slogans in America is efficiency....Are we not ready to consider greater efficiency and greater success in the treatment of young offenders? It is so easy to show the human wastage and the tremendous cost of continuing along with our present methods.

"With the greater development in this country in the fields of dynamic and social psychiatry and social work it seems clear to me that we might effectively undertake deeper analysis of causations and motivations. And to a much greater extent than the English do we might bring to bear upon the problem our modern development of understandings of abnormal personality types.

"May I tell you," Dr. Healy said, "what I consider the essentials of the methods by which so much is done in England for the individual offender and consequently for the protection of society. This summer I had a third opportunity to learn something, indeed much, of the procedures and spirit of the Borstal system. Once more I came away inspired with ideas of better possibilities for
our own treatment methods. In the first place let me say that not every youth found guilty is sent to the Borstal system. Some, of course, are placed on probation and some are given prison sentences. The new Criminal Justice Bill, I understand, does away with the latter. Evidently a court generally obtains some advice as to whether or not a case is suitable for Borstal. In the last year 2,000 young offenders—16 to 23 years old—were committed to this system. You would realize if I outlined for you all that is done for these lads that this means a large undertaking. I emphasize this because it shows that the Borstal intake is not narrowly selected.

"Every individual goes to a central observation station where he is examined and studied for an average of 30 days and where a case history is worked up. Then at a conference of experienced men—the heads of the Borstal institutions, one of the Governors gather with those who have had the individual under observation—the individual’s case, his needs and desires are considered. Then he is allocated to one of the units. Even before this, however, he is met by a representative, generally the head, of the organization known as the Borstal Associates—an organization which will have charge of him and aid him in many ways after his discharge on parole, or license, as it is termed.

"The period for which the Borstal system has control of the offender is limited to four years; he cannot be held as an inmate without trial on license for a longer period than three years.

"The Borstal units, several of which are hardly to be called institutions, are widely separated and are exceedingly diverse in their surroundings, their equipment, and their occupational training. Last summer there were 10 of them with plans for others. In each of these units a program of work, physical training, education and recreation is carried on that makes the regime of our own institutions seem mighty soft. But the reaction of most of the lads certainly is growth of pride in their bodily development and hardihood."

"Crime and the 'Teen Age'—Hon. Joseph N. Ulman, Judge, Supreme Bench of Baltimore, Baltimore, Maryland: Judge Ulman addressed the Congress as a member of the Committee on Criminal Justice—Youth, of the American Law Institute, which is making an extensive investigation of Youth Crime in America. When the Committee has completed its work it will present a program of action for the approval of the American Law Institute, outlining in a general manner the views of the Committee. Judge Ulman said,

"First of all, we believe that punishment as such must go into the background. 'Let the punishment fit the crime'—that old slogan must be buried and forgotten once and for all. This is not to say that we are soft sentimentalists. We realize as well as anybody that for some cases swift, sharp punishment is the best way to protect society and the only way to impress the criminal. But to speak generally, we stand for the principle that the primary business of the criminal law is not to punish the criminal but to protect society against him and his kind. And we believe that the best of all ways to do this is to rid him of his criminal impulses and habits if this can possibly be done. On the other hand, if he is not susceptible of rehabilitative treatment, then we believe he must be segregated permanently from society, in some cases that his elimination by death is the only sensible way to deal with him.

"We want a system that will make sense, a system that will work. We have seen that punishment as the main-spring of social action does not work. Instead, we emphasize training and treatment—training and treatment based on the individual needs, peculiarities and potentialities of each individual prisoner. We are concerned with him as a human being who either can be fitted into the free life of a free society or can not be. We are concerned only incidentally with the particular crime he has committed, the section of the criminal code he has violated. We want a system in which individualization of treatment will be the keynote, the rehabilitation of the prisoner a primary aim, and the protection of society the ultimate objective.

"Our insistence upon absolute elasticity of treatment is an essential part of the individualization of treatment. Each offender is an individual human being, different from every other human being in the whole world. He must be studied and evaluated and treated for what he is. Nobody can tell in advance
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what form of treatment, what kind of training, what degree of restraint he will respond to. Perhaps he will respond to nothing and must be kept in close confinement all his life. Therefore, it is foolish—yes, it is absurd—to impose upon him a specific sentence to a specific place for a specific time.

“We insist also that no plan is worthy the name of a plan unless it comprehends within itself all the elements I have adverted to. There must be a unification of purpose that can be accomplished only by a unified control. The offender is the same human entity whether he is being studied for diagnosis, held in preliminary detention, released on probation, confined in an institution, or let out on parole. He may be changing, changing for the better or for the worse. But he is always the same person. Therefore we don’t want him shunted about from one control to another. The state-wide board will be compelled to work through subordinate boards or committees. In large and populous states it may have to organize these regionally. But the whole machinery must be operated and bound together by a single administration so that each individual committed to its care may be controlled and treated as the one human being that he is.”

A Business Man’s View of Prison Labor—Sam A. Lewisohn, President, Miami Copper Company, New York: “We spend hundreds of thousands of dollars in apprehension and prosecution and then proceed to neglect the returns of our investment. This investment that I am speaking of is placed in surroundings which are wholly artificial and far removed from those associated with the free man. If we expect a return on this investment, we are faced with the task of providing an institutional program which is designed to return prisoners better equipped to join the free community. We are faced with the task of providing a program within the prison which will help to accomplish this purpose. Prison labor is an important factor in such a treatment program. Life within a prison institution is an artificial life very different from normal living. Within these walls the prisoner is deprived of the outlets and experiences of every day living, and prison labor provides the nearest approach to the activities of the outside world.

“A proper program of prison labor supplies a normal routine which has the great merit of providing a rhythm of work similar to the rhythm of employment in the daily life of men outside of prison. A regime of prison labor activity furnishes a daily atmosphere that is a health pattern for the inmates in preparing for their adjustments outside of prison. It should help to keep the released prisoner out of mischief. It has the effect of providing a normal discipline and routine.

“There is another great virtue that prison labor has as a prisoner activity. In these days of balancing budgets, you prison administrators have no doubt been impressed with the fact that appropriations will be seriously limited. Therefore, insofar as you conduct a prison labor program you not only provide a discipline that is a basic but at the same time an activity that will not burden the ordinary state budget.

“In some jurisdictions operating the State-use system legislators have either furnished the Correctional Department with a capital fund to enable it to operate the State-use system or have permitted these departments to build up a working capital which they have not diverted into the General Fund.

“Thus one can say that a proper State-use system, given a reasonable market, and having once accumulated or been given a capital fund, should provide a wholesome regime of activity which finances itself.

“I am very much encouraged by the change in outlook that has slowly but surely taken place in the last two decades among many prison officials. Instead of regarding the prison as a warehouse within which human material is confined, they are coming to conceive them as rehabilitative centers where the human material can be reconditioned. More and more prison administrators regard it as part of their day’s work to use every facility in prison to make the out-going inmate a better neighbor and citizen. But I must admit that with the facilities at hand and with conditions as they are, it is a heartbreaking job.

“And that is the reason those of us interested in the general problem of the treatment of the wrongdoer feel that it is a part of common-sense to delimit the incarceration within prison walls as far as possible—not out of any maudlin
sympathy for the prisoner himself, but for the protection of society. That is the reason I am in favor of encouraging the development and perfection of an adequate probation and parole system.

"I think it is a great mistake to continue packing our prisons so that they bulge with more inmates than in any other period in the history of the American prison system. It is folly, let alone a sheer waste of money to continue to imprison men and support their families on relief, when all the scientific knowledge indicates that this individual is a good parole or probation risk. I do not see any value in the detention of a man in prison, with all the difficulties and expense involved, when a well-supervised term of probation would be more profitable to society as well as to the individual.

"I believe that our attack on the program at hand should follow two definite paths: First, we need a concerted and common-sense effort to decrease prison idleness through extension of the opportunities afforded by good parole and probation. Secondly, each one of us, as administrators, needs to encourage continued thought on the opportunities to develop self-supporting prison labor activities correlated with the total plan of treatment. It has been done, it is being accomplished now, and it can be done in the future."

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**Is Prison Management a Career?**—Sanford Bates, Executive Director, Boys’ Clubs of America, Formerly: Director of The Federal Bureau of Prisons: "Prison management, whether it be from a desk in the state capitol or while standing in front of an angry mob of prisoners made desperate by a timid parole board, is an interesting job. It demands courage, ability, discrimination, integrity, patience, knowledge of human nature, business acumen and a sense of humor. Because a man is good at garnering votes may, but probably does not, indicate that he will be able to keep order and do justice in a modern penitentiary. Managing a prison is an exciting adventure, and it is a useful public service. It is still in its experimental stages, but in the great majority of states of this union it is not a career. And don’t let anybody tell you different!

"I thought it might be interesting to find out something about the men who are in the prison service in executive positions at this time, so I proceeded to pester some of them with the inevitable questionnaire. We sent out 106 blanks, copy of which is attached to this paper. We received 61 replies; 32 of them were from wardens, 18 from superintendents of reformatories, 9 from prison administrators and 2 from women.

"By making all allowances, here is what the questionnaire indicates. All of those who answered are white. Of the 32 wardens only one is single. All of the superintendents are married and all but one of the commissioners. The average age of the wardens is 51, of the superintendents 52 and of the commissioners 50. The average age of all is 51 and 4 months. Leaving out the State of New York, their average salary is $3,572 in cash, with usually some perquisites or allowances. Including the 5 New York wardens, this figure would be $4,793.

"Of the wardens, 16 had been in service less than 3 years; of the superintendents, 4. Eleven wardens had been on the job from 4 to 10 years inclusive and 9 of the superintendents. Including both classes, 40% had been on the job less than 3 years; 40% had been there from 4 to 10 years, and 20%, 10 years or more. Eleven of the wardens had been in the penal service less than 3 years; 11 from 4 to 10, 6 from 10 to 20, and 4, 20 years and over.

"In rather sharp contrast to these figures, the superintendents of reformatories seem to have been making a career of their job. Two of them had been in the service less than 3 years, 2 from 4 to 10, 3 from 10 to 20 and 11 out of 18 had been in the work 20 years and over.

"Of the 38 states represented in the answers to the questionnaire, 28 had no Civil Service applicable to the penal institutions; 2 have partial coverage and 8 only answered that Civil Service applied. To the question, ‘Have you ever taken Civil Service for any public position?’, 10 wardens answered ‘Yes,’ 21 ‘No,’ and one did not answer; 11 superintendents answered ‘yes,’ and 7, ‘No.’

"In answer to the final question, ‘Do you believe that the prison service should be organized on a career basis?’ all except 2 answered ‘Yes.’ The 2 who answered ‘No’ made no elaboration of their comment.
"If we want our prisons and reformatories to be places of efficiency, of honest and intelligent administration, we should be as mindful of the personnel as the average business corporation or school department. If we insist on treating the prison as a place where those who are unable to obtain employment from somewhere else can be taken care of, we might just as well shut up shop now and stop talking about prison reform.

"It would do no harm for this Association to once more put itself squarely on record in favor of the career system. It will also help if all of us resolve to treat our job as though it were a career job and not a political reward, to act entirely in the interest of those unfortunate people whom we have in our charge, to serve them and the whole people and not the party bosses."

The Problem Child and His Adult Relationships—Charlotte Easby Grave, Ph.D., The Woods Schools, Langhorne, Pennsylvania: "From a practical standpoint we must accept the fact that any family group will have rules, and that the infraction of these rules will be met by punishment. It is not the fact that there are rules or that there is punishment that creates problem children but rather the kind of rules and the way that punishment is administered. Psychiatrists and psycho-analysts have made us familiar with the fact that we often project our own problems on others. Children are especially responsive to the moods and attitudes of adults. Even such details as facial expression, voice pitch and muscular tension may speak more effectively to a child than words. The parent who is irritated by traffic restrictions, loud in voice and laboriously civil when addressed by a police officer, may give lip service to the group need for traffic rules but frequently transmits to his child his own difficulty in accepting authority. Fathers, mothers, and older siblings, insecure or self conscious about their own positions, often make rules and impose punishments which are distinctly sophomoric. Tied up with their own problems, they try to put something over on the child rather than establish an important point of discipline. Engaged with their personal quarrels, they deal out regulations indifferently or inconsistently. These are some of the familiar aggressive reactions of parents against children.

"The success of the institution depends on its success in returning children to the community better adjusted to the demands of group living. In turn, adjustment in the community depends on the possibility of finding satisfying human relationships there. There can be little gain in spending the community's money on institutional placement for the child if he returns to the environment which contributed to his problems and finds that environment unchanged.

"We all know the difficulties of adjusting individual impulses to the requirements of group living. We all know the value of satisfying adult relationships for any child. We all know that these relationships can be built up at home, at school or in the institution. We even know something of how all these things can be accomplished, yet the crop of problem children grows each year. Just as with world peace, it is easier to talk about it than to do something about it. In good Quaker phraseology, each one of us should have a 'concern,' a command from the inner spirit—that concern to be the active and vigorous application of all available knowledge and experience to the creation of environments which foster security and social feeling in every child."

Politics and the Merit System—Hon. Carl A. Hatch, U. S. Senator from New Mexico: "Politics and the Merit System might seem to indicate that there is a closeness or a tie between the two subjects. Such is not the case. Between politics and the merit system, there is a gulf so wide and deep it can and will never be crossed. In saying this, I am not reflecting upon either. Each in its own place and sphere has a perfectly proper part in our system of government. I simply mean that they cannot be united. They cannot work together with that degree of efficiency which the multitude duties of this day require.

"Using the word 'Politics' in the sense in which it is commonly used today, that of the professional, selfish, greedy, machine-building type of politics, I repeat the word so used is absolutely antagonistic to and destructive of the system of filling positions on a basis of merit and fitness for the post. Politics in appointments and tenure of office in the sense in which I am now speaking is best
described by the time-old expression, 'to the victor belong the spoils.' It is the patronage or the spoils system which has done more than anything else to bring politics and politicians into disrepute. The development of the two antagonistic systems in our government covers the period of time beginning with President George Washington's first administration to this day.

"The merit system is designed to provide, first of all, that only policy-making officials, such as chief executives, department heads and others charged with the shaping and formulation of administration policies should change with each change of administration. Positions should be classified on the basis of the duty to be performed by the occupant of the position. Ability, experience, education, training and general fitness for the position should be the test rather than the political requirement of an endorsement from local, country, state or national chairman of political party organization. The continuance and tenure of office should depend upon and be controlled by a continuance of that efficiency and ability which was required in the first instance. As long as the duties of the office are discharged in a capable, honest and efficient manner, the incumbent should have no fear of removal, regardless of what political party is in power.

"Can the evils of the patronage system be abolished and can a real merit system be established? My answer is yes. Not only can it be done, but it will be done. Sooner or later in this government of ours we are going to awaken to the need for a genuine merit system in all government. Sooner or later we shall see what folly it is to have some under a merit system and some under a spoils system. Sooner or later we will do in America what already has been done in some other countries.

"You people who deal with human beings, derelicts and criminals though they may be, know there is no place in your work for the spoils system. You know that merit, efficiency and integrity are the things demanded and required. They are the things that make decent and honest administration possible. As officials, yes, but primarily as citizens should we not strive for that high ideal of government service which makes a 'public office' in truth and in fact a 'public trust.'"

"Free government demands the abolition of the spoils system. The fight against its evils began long ago. Let it be ours to continue the fight with all the ability and courage we possess, confident that in the end victory will come—not to us, but it shall be the victory of good government."

How to Carry Forward Principles Developed at the National Parole Conference—Frederick A. Moran, Member, Board of Parole, State of New York:

"The interest of the general public still seems to be limited to attacks on parole boards because of supposed faulty selections for release, while the concern of academic criminologists appears to be in the development of prediction tables to be utilized by parole boards in selecting prisoners for parole.

"Let us freely admit that the publicity given to the investigations of the operations of parole systems throughout the country indicate that justifiable criticisms have been made not only of the personnel of parole boards in some states but of their methods of selection and the lack of supervision given to parolees. What does not seem fair is that equal publicity has not been accorded to the number of states who, profiting from the criticisms that were made, have during the past two years, completely revolutionized their parole systems.

"If an attempt were made to enumerate the two fundamental changes that have occurred during the past seventy years in our treatment of incarcerated felons, the first mentioned would be that generally speaking, prisons and reformatories no longer are merely places for safe keeping and manufacturing by cheap labor, but they have become educational institutions. The second would be that today prisoners are not mere numbers but at least in progressive institutions, each prisoner is an individual with his own individual problems and his own particular needs.

"In comparison, however, to the changes that have occurred in institutional programs, our concepts of parole have not materially changed. It is still stressed that parole should be granted only to carefully selected prisoners, which obviously means that the other prisoners should remain incarcerated until the expiration
of their full maximum sentences, or that they should be released by some device other than parole. It still seems to be the assumption that all prisoners are young, strong and healthy.

“Practical prison administrators and parole boards who must deal with the problem of release cannot overlook the fact that in practically every institution there are a number of individuals who are not suitable parole material. Their unsuitability is due not to their criminal records or their potential danger to society, but solely because of physical and other defects.

“From a humane point of view what is the responsibility of prison officials and parole boards to the individual without a home or friends, who through no fault of his own, has become blind during the period of his incarceration? At the expiration of this inmate's maximum sentence, is he merely to be given a new suit and handed his release money and a railroad ticket to the community from which he was convicted? Are the physically handicapped, the epileptic, the tubercular, or the aged to be turned back into the community with no plans for their future welfare, due to the fact that they are not suitable parole material? This is exactly what may happen if the existing concept of parole is not changed. As long as parole is to be limited in its use, its value to prison administrators, to the prisoner, and to the community, must also necessarily be limited. Either parole must be extended to care for the physically handicapped, or prisons and correctional institutions in the future must develop effective social service departments of their own.

“Generally speaking, parole supervision must be constructive but it must also be accepted by the parole officer that unlike the case worker in a private social agency whose first responsibility is to the person under the care of the agency, the first responsibility of the parole officer is not to the parolee but to the community. It cannot be forgotten by parole administrators or parole officers that parole is a legislative program of social welfare created by the taxpayers not only in recognition of their responsibility to released prisoners, but for the protection of members of society from further loss of property or physical violence on the part of those whose anti-social conduct has been responsible for their incarceration.

“It should not be overlooked that the real developments of parole have occurred during the past ten years and that some of our defects may be charged to this fact. Naturally we desire to have the best equipped and best trained parole officers that can be secured, but at this stage of parole development, is it sound to expect that the minimum qualifications of newly appointed parole officers should include training equivalent to that represented by graduation from a college or university of recognized standing with major work at the social sciences or closely allied fields, and at least two years of successful social work in a recognized social agency with extra credit for work with delinquents?

“If the proper type of parole officer is secured, he in turn, has the right to expect from the administrators of parole a certain definite thing. First, a sense of security which can only be achieved when it is accepted that the organization is not permeated with politics and that staff turnover will not occur merely for political reasons. Parole officers must also know that honest and conscientious work will be rewarded not only by expressed approval but also by annual increments and that promotions will be made only as a reward for effective honest efficient work.

“The value of centralizing parole authority in a state body makes possible the establishment of uniform procedures to govern release and supervision. By districting the state, unnecessary travel and duplication of work are avoided. Parole records and clerical and stenographic forces may be consolidated. A certain authority is usually in a position not only to unify and coordinate parole work, but usually is in a position to interpret its work to the public and to make known its needs to the proper fiscal authorities.

“If we are to face reality, we must accept that the problem of case recording in parole or in any other branch of social work, will not be solved by providing for additional time for conducting investigation or for recording supervision contacts. It will not be solved by additional stenographic service or dictation schedules. Nor will the printing of a manual for case recording or staff discussions on the virtues or defects of block, summary or chronological recording,
solve this important problem. All of these efforts will, of course, be helpful but what is actually needed is to develop skill in writing and for us to accept and put into practice the point of view and techniques of biographers. Until this is done, case records including investigation and supervision reports will never tell the story of effective parole work.

"The National Parole Conference is ended. But it may be taken both as a symbol of the newly awakened interest in the problem of parole and the interest of parole administrators in making parole an effective agency for social control."

Notes on Parole Selection—Edwin Gill, Commissioner of Paroles, State of North Carolina: "Presuming that the paroling authority has a broad discretion, I would suggest that the pre-parole inquiry be centered upon a satisfactory answer to each of the following questions:

1. Who shall we parole?
2. Where shall we send them?
3. When shall parole action be taken?

"The investigation should proceed on all fronts at the same time and while it may appear that one of the inquiries has been answered a bit in advance of the others, parole action should not be taken, and therefore parole selection should not become a fact, until we arrive at a satisfactory answer to all three questions.

"First, let us take a look at the human being who is to be the subject of our study. If you will examine his fingerprints you will find that they differ in some detail—in some line or whorl—from the millions of prints now on file in the F.B.I. If you will carefully analyze his personality, you will also find that it differs in some particular from the make up of other men. For this reason it is imperative that we place the microscope on the individual involved and that we watch for these unique differences for they will furnish the pivotal point for our study in parole selection.

"I have talked with many men in prison and have yet to find one that did not have a philosophy of life which to him seemed logical. Inherited traits, impressions of infancy, childish experiences, all of these lay the basis for the construction of a creed. Through youth habit gives more authority to these principles until in manhood we find the individual dominated in his thinking and in his whole approach to life by a code that has been fashioned in the light of personal experience.

"If our treatment of the individual offender is to have a fair chance to succeed, we must learn, if possible, the set of principles that govern the life. We must find the false premise upon which reason is developed. We must attack the problem in terms of existing code if we are to demonstrate its lack of logic.

"We cannot hope to find a better place for the paroled offender than that occupied by the average of his fellows on the outside who have never been to prison.

"We cannot expect a state, a city, a town, or even a crossroads to reconstruct its life to fit the problems of the paroled offender, but we can hope to throw around the parole experiment a small but important group of people who will seek in every way to aid the offender to come to terms satisfactorily with the existing social and economic order. And within these limitations, I assure you that modern miracles have been, and will be, accomplished.

"The most propitious moment for parole consideration is the time when the offender and the community approach a reconciliation.

"When our study shows that the man on the inside of prison is ripe for return to society and when it appears that society is ready to receive him upon terms that offer a fair chance for success, then is the psychological moment for parole action.

"If there are laws upon the statute books that prevent action being taken at this psychological moment, then such laws should be repealed in the interest of a scientific and common-sense solution of the parole problem.

"In timing the release of a prisoner, we must consider the temper and the feelings of the public. What a community thinks may not be wise or just, but it is a fact that may mould the parole experiment mightily for success or failure.

"Parole selection is like working the combination of a safe. There are many preliminary moves to the right and to the left and many tumblers fall into their
appointed places, but there is no such a thing as a solution of the combination
until the final move is made and the final tumbler falls. Then, and only then,
may the door be opened. Likewise, there are many preliminary moves in our
investigation but we must not admit that parole selection is a fact until every
essential move has been made in our investigation and we are ready to fit an
individual into a definite niche in society.

"Then, and only then, should the door of the prison swing open."

Democracy and its Prisons—N. L. Engelhardt, Professor of Education,
Teachers College, Columbia University, New York: "The members of the Amer-
ican Prison Association are to be congratulated upon the great progress that this
Association has been able to make in the redevelopment of guiding principles of
correction, in the betterment of physical conditions, in the training of your work-
ing personnel, and in the adaptation of your institutions for meeting the changing
problems of our society. Much pioneer work has been done but no doubt the
future will witness far greater changes than have occurred in the past in man's
understanding of the problems of his fellowman and in man's treatment of his fellowman when he has violated the law. One need only read your most recent
contribution to correctional literature, i.e., that splendidly prepared and enlighten-
ing First Yearbook of your Committee on Education to get a realization of what
the future has in store. Layman and penologist alike will get a great thrill out
of this volume because of its prophetic significance in the lives of thousands of
men and women.

"Over the ages the agencies and methods employed in the processes of im-
prisonment and punishment have slowly changed. The dungeon, the instrument
to torture, and inhumane mental or physical treatment are in the main outmoded
in this country. The conference table, the psychological test, the vocational
tryout, and the educational program have supplanted the devices formerly used.
In today's society the prison is still a place in which man is restrained of liberty.
The prison administration sets the conditions under which that liberty is to be
limited. The prisoner is not allowed to mingle in normal society with his fellow-
men. He must conform to certain other restraints growing out of prison practices.
However, some important forms of liberty promised man under our form of gov-
ernment are, it may be assumed, still reserved even for the prisoner. This, to be
sure, may not be commonly acknowledged in practice, but should a prison sentence
cut a man off from his rights of free speech, his rights for understanding the world
about him, his rights for further education, his rights for becoming thoroughly
enlightened in the areas of his greatest needs, and his rights to go back to a
normal life and to an accepted productive place in the society which has promised
to protect him? Much has been done in the past to conserve something of the
dignity of the human personality when an individual enters upon prison life. At
least the stripes on the uniform have gone. Prison leaders will make further
advance as they continue to interpret the prison sentence in the light of our
basic democratic principles. Members of our society who have broken the law
are, under our American ideals, still entitled to consideration as individuals. They
certainly should be given opportunity for adjustment according to their individual
abilities and capacities. They, above all, have the right to stand before their
fellowmen and their God as human personalities.

"In an enlightened democracy, who should go to prison? Our laws and courts
of justice, to be sure, answer the question but with great variations in interpreta-
tions and in penalties. Laws have been made, sentences are given, and public
opinions have been formed, with the emphasis on the 'penalty' concept. The
failure to conform to society's requirements is certainly not corrected through
any 'penalty' process. If our democracy wishes greater conformity with its laws,
the processes of education must be refined with the stress on prevention of crime.
Communities, groups, and individuals must be enlisted in this cause even beyond
the extensive activities already promoted in this country. If democracy sentences
some of its membership to compulsory retirement from its ranks, democracy can
serve its own purpose only as those who return to its ranks have made the ad-
justment for constructive and harmonious participation in the service of demo-
cracy. There is no fixed or simple formula. Adjustment in any form of society
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is difficult. But of all social orders democracy is the greatest taskmaster. Its greatest challenge to all its members is one of adjustment through education.

"Without doubt, the spirit of this country is to make greater investments in human beings. It is clear that the American Prison Association will render an even more constructive service in the future than it has in the past in making society’s investments in its prisons produce larger percentages of men and women who are better adjusted to the American way of life. Better initial and in-service training of prison personnel, scientifically prepared programs of inmate education, and a public recognition of prisons as investments in mankind are some means the Association might well employ in establishing this future record."

The Role of Classification in Preparing Prisoners for Release—James V. Bennett, Director, Federal Bureau of Prisons, Washington, D. C.: "We know that fifty-six per cent of the 70,000 to 80,000 men and women who are leaving the prison gates this year will be back again within the next five years, if we can judge the future by the past. The least this cold statistical fact proves is that such rehabilitation efforts as we are making are more likely to fail than they are to succeed. There, my friends, is the record. Is the showing so poor because we have undertaken an impossible task or is it that present policies are wrong?

"I do not know of a single individual in the whole field of prison work who does not want to do something real and constructive for men and women who get into prison or who is not looking for an answer to this extremely baffling problem of redirecting the wayward tendencies of those who come in conflict with the law. But just how is he to do more and what tools does he need?

"One of the ways is by inaugurating what we term a prison classification program. Many people, I fear, do not understand the term "classification" as applied to prisons. Classification is the word that embodies within its concept all of those services and techniques which can be advantageously utilized to bring about true and lasting reform of the known offender.

"Classification presupposes a thorough study of the individual from the standpoint of the prison administrator, the physician, the psychologist, the psychiatrist, the educational director, the social worker, the parole officer, the chaplain, and the vocational director. But in addition, it means that the warden, the deputy warden, and the various department heads shall sit down together, combine their knowledge of the case, and work out a program directed toward fitting that individual for the difficult day when he must return to the free world and make an honest living. One individual, though he be as wise and understanding as Solomon, cannot possess all the techniques and the experience necessary to analyze a prisoner’s problems, to determine what facts have made him a criminal and to guide and direct him toward an acceptable way of life. Classification focuses on the individual case all of the knowledge and experience of the prison personnel, both administrative and professional, and through the conference method assures the coordination and application of that knowledge and experience.

"Classification, as I conceive it, is more than a grouping of prisoners on the basis of some common denominator. It involves a thorough study of the individual from the standpoint of custodial officer, the physician, the psychologist, the psychiatrist, the educational director, the social worker, parole officer, the chaplain, and the vocational director if there be any institution fortunate enough to have all of these experts. But even if there are only two or three members of the staff, it certainly pays to sit down and talk over each case. It requires, furthermore, that as definite a program as possible for the institutional treatment of the offender be worked out at that time. A plan ought also to be made for preparing the man for the difficult day when he must return to a free world a self-reliant and self-respecting citizen. Now, I grant you that when dealing with human beings and the vast complex of emotional and environmental factors which control their behavior, no exact blue print can be prepared which should be undeviatingly followed. That is not the objective of classification. Rather it is a sort of cut, make, and trim system to be altered as the need seems to indicate.

"There is no more difficult or more practical problem in prison administration than that of preparing the prisoner for release. It is a problem that requires the combined ingenuity of the entire prison personnel. It requires that we continually review and analyze our procedures and our training and treatment facilities.
It requires that we obtain the best personnel available and that this personnel be kept abreast of the penological developments through an in-service training program. It requires that the work of the various departments and officials of the institution be closely coordinated and that the work of the institution be coordinated with that of all other agencies, both public and private, which deal with the offender. Prisons have not reached the point of maximum efficiency. They can approach this point only by the adoption of those techniques and methods which experience and logic indicate as worthy of trial. I submit that 'classification' in the sense I have described offers the best method so far devised for making effective use of the rehabilitative possibilities of the prison."

The Jail of Tomorrow—Richard A. Mcgee, President, National Jail Association, and Warden, Penitentiary, City of New York: "Our jail system needs redesigning. Everyone admits as much. And now in this time of crisis the necessity for action is more insistent than ever—not because the jails cannot wait, God knows they have already waited long, but rather because they include the symptoms of social conditions which simply will not be put off. Therefore, I make no apology for attempting to mark a pathway for this improvement of our discredited jails even in the face of war headlines, senatorial debates, and breathless broadcasts from over the seas. We have a job to do here and now and no smokescreen from any source should deter us.

"Your field of endeavor, and mine, is that of operating as best we can our great correctional institutions and some 3700 county and city jails. You may say that is job enough for anybody, and I agree. But, if we limit our thought and energy to this limited area, speakers from this platform will be making precisely the same laments at the October convention in the year 2039. The roots of our troubles lie in the simple fact that in the field of government and especially of local government we are trying to drive a horse and buggy on the same track with a streamlined 20th Century Limited.

"The laws of the future should insure justice for the underprivileged and the poor as well as for the privileged and the well-to-do. There should be no excuse then or now for retaining a man in jail at public expense for no better reason than his inability to post bail or pay a fine.

"Perhaps it may seem that I am straying far from considerations that deal with the subject of the jail, but I repeat that the administration of jails and prisons cannot be separated from other agencies dealing with the same problems and the same people.

"Speaking more specifically of the jail it is probable and certainly desirable that our descendants will see the day when the institution we know as the county jail will cease to exist. It will undoubtedly be necessary to retain temporary detention places in close proximity to the district courts but persons being held in temporary detention while awaiting trial will not be interned in the same institutions with those already convicted. All convicted prisoners for any offense and for any period whatsoever will pass immediately into the hands of the state correctional authority. Each state will maintain a diversified system of penal institutions, hospitals, foster homes, farms and work-camps. Convicted men will be allocated to these institutions not on a basis of the crime committed nor the legal definition thereof, but rather on a basis of their personal characters and the prognosis for successful readjustment of society.

"I do not wish to engage in fantasy or wishful thinking. I am far more interested in bringing to this gathering a heartening message and some indication of the means by which our ideals and hopes may be achieved. It is easy to envision a Utopia. It is difficult to take even the first faltering steps towards the achievement of the Utopian state. Will you therefore, permit me to tell you briefly of the work and the plans of the NATIONAL JAIL ASSOCIATION?

"The general objective of this Association is to guide in whatever degree possible the development of "The Jail of Tomorrow."

"This ASSOCIATION became a reality exactly one year ago. It was born out of a hope which has survived the failures of a century and a half. A hope which has persisted in the hearts of a long succession of right-minded men from John Howard to Dr. Hastings Hart, and in our own generation the same faith has been defended by many who sit in this room this morning. In short, we have
hoped, we do hope and we shall continue to hope that some day, short of the
millennium, the disgraceful and degenerate local systems of justice in America
may at least achieve the status of respectability.

"The founders of the NATIONAL JAIL ASSOCIATION were convinced that
the annual reading of papers in denunciation of the jail nuisance would neither
remove nor reform it. A program was necessary. This program is beginning to
take definite form. It is a program of action and it begins with an indictment.

"The truebill charges of the typical American jail that:
  - It is needlessly expensive
  - There are too many of them
  - They are dirty
  - They are unhealthful
  - They are corruptly operated
  - They contain too many persons who do not belong in jail
  - They are centers of illicit political activity
  - They are breeders—not healers of crime

They fail in their most elementary function, that of safe detention.

"If any person here is responsible for the administration of a jail and it is
not guilty of a majority of these faults, then his is not a typical jail. If it is not
a typical jail today, it was at some time in the past and no doubt it will be again
at some time in the future.

"THE NATIONAL JAIL ASSOCIATION has chosen to strike its first blow
against public ignorance and indifference. Our weapon in this sphere is the JAIL
ASSOCIATION JOURNAL. From four to seven thousand copies of each issue of
this magazine have been circulated every other month during the entire year of
1939. It has received the approval and the praise of the foremost leaders as well
as of the rank and file of the entire field of jail and prison work. It has attracted
the attention of the editors of some of the best known magazines of the country.
Its professional articles and constructive editorials have been quoted and com-
mented upon by scores of newspapers from coast to coast. It is a high-grade
professional journal with a courageous and constructive editorial policy, and also
we hope, with a saving sense of humor. We were determined from the beginning
that this JOURNAL should not be a mere flash in the pan. Today it is an estab-
lished force. Its insistent voice is heard throughout the nation, not annually, but
daily. We hope its excellence will command your support. We believe it must.

"The officers and directors of the ASSOCIATION have also given serious
thought to the problem of eliminating well known evils arising from the indis-
criminate herding of young first-offenders into our jails who are too poor to
obtain bail or legal help but who may be held for trial in local jails for indefinite
periods of time. Many of these boys and young men are later found innocent
by the courts. Certainly there can be no excuse for deliberately breeding crime
by forcing these young men into daily contact with known criminals and the
degenerate dregs of society. The ASSOCIATION hopes to be able to obtain funds
from some philanthropic source for the purpose of sponsoring one or more ex-
periments, the objective of which shall be to provide legal as well as professional
and financial assistance to deserving cases of first-offenders immediately after
arrest. The purpose of this activity will not be to circumvent the operation of
the law but rather to prevent needless social damage to the under-privileged and
to assist them to make satisfactory life adjustments after release.

"In conclusion I confess my inability to envision a wholly ideal system of
jails and prisons. I cannot project for you the streamlined architectural facades
of the ideal jail, regional work farm, penitentiary, prison, hospital, or some other
unnamed institution yet to be conceived. I cannot draw a map of the nation
dividing our vast territory into suitable districts of administration. I cannot cite
for you the language of the laws which shall cover these things. I cannot tell you
how many prisoners will be rehabilitated. I cannot tell you what punishments will
be devised or abolished—but I can say with force and conviction that forces are at
work which, if given support and cooperation, will develop a system for the ad-
ministration of justice in this country which will be compatible with American
ideals.