

New Jersey. Department of Institutions and
Agencies.

The New Jersey State Prison:
An Interpretation of Its Policies and an Analysis
of Recent Disturbances .

1952.

Copy 2.

974.90
P959
1952c

974.90

Copy 2.

P959 New Jersey. Department of In-
1952c stitutions and Agencies.

The New Jersey State Prison: An In-
terpretation of its Policies and an An-
alysis of Recent Disturbances.

Date Due

**New Jersey State Library
Department of Education
Trenton, New Jersey 08625**

State of New Jersey
Department of Institutions and Agencies.

April 21, 1952

THE NEW JERSEY STATE PRISON:
AN INTERPRETATION OF ITS POLICIES AND AN
ANALYSIS OF RECENT DISTURBANCES.

The recent disturbances in the New Jersey State Prison system, and the tremendous publicity surrounding them, might well confuse the public and lead people to wonder how these things could happen all of a sudden in a State where the penal and correctional system has generally been hailed as one of the best State systems in the country and which has attracted scores of visitors from all over the world.

The new Diagnostic Center at Menlo Park; the new plan in delinquency control at "High Fields"; the fine administration of the Clinton and Annandale reformatories and the Reformatory at Bordentown are samples of what we were confident is a progressive application of modern methods.

In a short space of time five incidents took place which have been designated as "riots" and which in our judgment are to a certain degree each related to the other. Furthermore,

974.90
P959
1952c

these episodes gave the opportunity to inmates to make irresponsible criticism of conditions in State institutions.

The first of these disturbances was participated in by only fifty-two men out of a total population of 1,300 and was confined to the segregation wing known as No. 5. This was an antiquated part of the prison, formerly used as women's quarters. It was necessary to use this wing as it was the only part which could be shut off from the rest of the prison, but it was totally inappropriate to hold desperate prisoners. It did serve, however, to keep them in check long enough to wear them down. This was terminated without injury to any guard or inmate.

A full report as to the character of this demonstration, the type of men participating in it, and the reasons therefor, was contained in a report made public at the time by Colonel F. Lovell Bixby and Warden William H. Carty and which has been given to the press.

The second demonstration was confined to two cells in the prison and involved the forcible removal therefrom of five recalcitrant prisoners. In one case where there were two in a cell (and there never should be but one, but this was made necessary because of the shortage of single cells) they proceeded to set fire to their mattresses and they refused to come out. They had to be taken out by force. In the other

cell the three inmates were commencing to tear out the plumbing and cause an inundation. They too had to be removed. While there was some noise in the wing at the time, this was the total extent of the second demonstration.

The third took place at the Bordentown Reformatory and involved an attack by four inmates upon guards. No escape was achieved, the matter was quickly controlled, and, as a matter of fact, most of the men in the institution did not even know that the incident had taken place. Except that the previous incident had received public notice, this might well have been treated as a routine incident.

The fourth demonstration has just been ended at the State Prison and was a serious one due to the fact that the four employes had been held captive in the print shop, where the disturbance took place. Here again only 69 out of 1,300 of the whole population were involved. This demonstration was brought to a close without injury to either employe or inmate. The inmates are now back in their cells. Before returning, the inmates requested permission to explain their grievances to an outside representative. This we were quite willing to permit. The department never has nor does it now

4.

object to any investigation or inquiry into conditions existing in the Prison. No other concession was made. A letter has already been written to The Osborne Association asking their assistance in making a survey of conditions and giving them permission to hear from any inmate who desires to be heard.

The fifth demonstration is proceeding at the Rahway institution, which is a branch of the Trenton institution and contains an overflow of the population transferred therefrom. At the completion of the No. 5 Wing demonstration, several of the ringleaders were removed to Rahway and there was considerable expectation on the part of the administration that they might start trouble. It is the forcible control of these few inmates that may have touched off the demonstration and given rise to the extravagant statements that "cons were being beaten." A specific statement denying this charge was issued to the press a day or two ago. A difficult aspect of the situation at Rahway is similar to the situation at Trenton. We are attempting to control recalcitrant inmates in an institution which is not designed as a maximum security institution. Many years ago the wing in which the Rahway disturbance is taking place was constructed with the expectation

that it would be a cell block, but the cell block was never finished and Rahway has had as many as 300 State Prison inmates in two large high-studded rooms, and on many occasions only one or two guards were present on each floor. As long as the institution could satisfactorily classify these inmates, it was felt that there was not too much risk in permitting this large number to live in dormitory fashion. This present experience now demonstrates the plain fact that we do not have and have not had, for many years, sufficient safe prison facilities in New Jersey. Governor Alfred E. Driscoll has for several years called the attention of the State to this situation.

Many hard-working citizens who have never been sent to prison but who pay taxes for the support of our institutions often-times express doubts as to whether we are treating inmates too well. On the other hand, they may well be confused by the conflicting and many times anonymous allegations as to mistreatment or mal-administration in our penal institutions.

It seems to be necessary, therefore, to make a brief statement as to just what the routine is in the prison. What follows applies in particular to conditions in the main State Prison at Trenton but is generally applicable to conditions at Rahway. The Rahway institution is under the supervision of the same Board of Managers, the same rules and regulations and the same oversight by the Department of Institutions and Agencies. The same standard ration made up of sixteen different components is applicable at Rahway. School facilities are more ample but recreation, library and other parts of the program are comparable.

The Trenton Prison is a 117 year-old stone structure which is obviously not built in conformity with modern penological standards. By conservative standards its capacity is 1100. At least it was before #5 wing was rendered uninhabitable by the recent demonstration.

There are now about 1300 inmates. This means doubling up in certain quarters, which is always bad, and it means idleness

and overcrowding. However, 1300 is not as bad as 1550, which was the count two years ago. The department does not need to be reminded that a new and up-to-date prison building is a crying necessity, one that will be secure enough so that the authorities will not hereafter have to be forced to go through situations such as have happened in the last few weeks. When the 1949 bond issue for institutions building was proposed, an item of \$4,500,000.00 for a new maximum security branch prison was included. This project, however, did not fall within the approved list when the amount of the bond issue was reduced from the first total of \$45,000,000.00 to \$25,000,000.00. Strangely enough, certain estimable people in our communities declared that if the bond issue was to include a new prison they would vote against it, even though this might mean the insane, the feeble-minded, the sick and the needy would be obliged to go without the new and safe quarters that they required.

Perhaps some of these people if they could view the damage done to property in these recent disturbances, might now be convinced that it is a necessary expenditure of public money to have modern penal institutions that not only lend themselves to up-to-date treatment but would provide protection to the public in the event of such emergency.

The routine in the prison in ~~Trenton~~, and largely also at Rahway, is one which is consistent with the modern notion that men cannot be locked up twenty-four hours a day in solitary confinement and then at the end of their term be in condition physically, mentally or morally to take up normal life on the outside. Therefore in Trenton, as in many prisons in America, practically the whole population eat their meals in congregate fashion in a large dining hall three times a

day and each inmate in good standing can talk to his neighbor. Likewise during the day, to the extent that work is available, he works in one of the several shops of the prison: the print shop, the auto-tag shop, the clothing shop - he may work in the kitchen or barbershop or hospital, or do one of the many tasks that are required to keep the institution operating. One serious handicap, however, is the presence of 350 idle men in the Institution. It is only the small percentage of those who are in punishment or who have been segregated for their own protection or that of others who do not participate in this normal routine.

Some years ago a commodious exercise yard was provided and all inmates have a certain portion of the day in the open air, and in the summer softball and baseball are permitted during the twilight period.

Opportunities are given so that an inmate through correspondence and visits can keep in touch with his family and his counsel. As long as his behavior continues good, he may see one or possibly two movies a week. On holidays special recreation programs are provided. Within the last year, the old blaring radio communication system has been replaced by a complete radio installation, with individual head-sets, whereby limited programs can be enjoyed, the inmate merely purchasing or renting the head-set.

A hospital and sick-bay is provided under the supervision of a full-time physician, a registered nurse and three technical assistants. Some of the most skillful physicians in

Trenton are on the consultant staff, and the medical director is a former President of the Mercer County Medical Society and Chief of Staff at the largest local hospital in Mercer County. Daily sick call is available and any inmate who needs treatment can receive it almost instantly. Both of these doctors have served the Trenton Prison hospital for more than twenty-five years and they advise us that during that whole period no serious epidemic of diseases has taken place, and that it is quite customary for men to go out having gained in weight and health during their residence.

Regular salaried chaplains of the Catholic, Protestant and Jewish faiths visit the prison regularly, hold weekly services and are available for consultation.

A library which is replenished from time to time is maintained. Just within the last few weeks it has been arranged to relocate the library nearer to the center of the institution so that the present limited use can be expanded, and the New Jersey State Library has offered to cooperate to develop a new distribution room and to increase the number of volumes and the proper indexing of the books.

No inmate, so far as we know, has been denied the right to present communications to the Warden, to the office of the Commissioner of the Department of Institutions and Agencies, and many letters in the course of a year are received, are promptly referred to the appropriate division for investigation. Under standing instructions of the department, prisoners have free access to petition the courts. In 1951 they sent 205 applications for writ of habeas corpus to the courts; 63 such cases were heard and only one prisoner granted new trial because of denial of counsel in the lower court.

Even a casual visitor at the prison would be impressed

with the comparative amount of freedom within the walls that is accorded to the great majority of the inmates. Many of them go across the street outside to the shops and the power plant to work. Many of them are in a trusted status and work early and late in the kitchen and in the dining room. Unfortunately there is always a small percentage of men who through psychopathic or stubborn tendencies are difficult to handle. We are now speaking on behalf of the great majority of the well-behaved and well-intentioned inmate who has some degree of penitence in his heart and seeks only to do his time and do it under conditions that will permit him to emerge a little better rather than worse than when he came in.

It is this well-intentioned inmate who, when he stops to reflect, realizes how immeasurably better off he is than the prisoner of fifty years ago in solitary confinement, the dark cell, the lash, the chains, the silence rule, and in many cases no opportunity to see another human face - that was the rule rather than the exception in those days.

Food. As in a university, a preparatory school, or just an ordinary commercial boarding house, food is a perennial topic of conversation in prisons and in institutions. But it was quite remarkable the very small emphasis that was placed on food in these instances. When Colonel Bixby, Deputy Commissioner of Institutions and Agencies, interviewed those who participated in the No. 5 Wing demonstration, not one of them complained about the character of the food. On the other hand, several inmates have been heard to say that the food is better than they have ever had before. The budget allowance for food, per capita per day, for

the whole institutional system in the State, comprising twenty-two institutions, is, for the coming year \$.5172 a day. For the Prison the amount allotted is \$.5787, and at Rahway it is \$.5753 a day.

In other words, these two penal institutions receive an allotment more than 10 per cent higher than the average institution allotment. It can be truthfully said by those who have investigated the situation that with many of these inmates the food furnished in the institutions is better than they are accustomed to on the outside.

Following a representation two years ago that food was not being properly prepared and in order to make certain of the facts, the department called upon an expert from the Federal prison system who came to the Trenton Prison, spent several days and rendered a complete and convincing report. He stated that we were spending enough money to insure varied and nourishing meals.

He set us a standard which we have rigidly followed. This comprises 77 ozs. of raw food per day, divided into the necessary component parts to insure a sufficient diet which provides 3,000 calories for that same period. As a result of his recommendation we secured a competent chef from another institution, and from that day little complaint has been heard as to the food. Monthly reports of the amounts of money spent and the degree to which the standard ration is complied with are received in the Central Office and a food supervisor, with his assistants, visits this institution, as he does all of them, to see that the food is nourishing and adequate.

As one of the inmates in the print shop said the other day, they realize that the Prison "ain't no hotel." But the department is satisfied that a proper dietary is being served.

In making up the estimates for the current year, the^{13.} prison authorities requested the sum of \$55,000.00 for clothing. This was based upon the expenditures of the previous year. This office, in view of the fact that there was a proposed reduction in population of about 150 men, reduced this estimate to \$52,000.00. The Appropriations Committee granted the sum of \$45,000.00. But when, during the course of year, it became evident that this appropriation would be insufficient, a supplementary allotment of \$10,000.00 was made, so that the Prison has at its disposal now more money per capita for clothing than it had the year before.

The same is true to a less extent with reference to household furnishings. The appropriation for the current year in this respect was \$19,000.00, but supplementary amounts of \$3,250.00 have been granted, which should prove adequate.

The complaint about recreation has been answered above.

Thus it would seem that in spite of its antiquity the regime at the Trenton Prison is not far out of line with that provided in the average humanely administered penal institution. What then is the cause of these demonstrations?

1. Parole Administration: Demonstrations are being staged because the Parole Board is not considerate enough of the convicts and does not give attention to their complaints. For many years the parole system in New Jersey was criticized because it was lenient in the wrong place, that there was no scientific attempt to apply modern parole principles and that the State Prison parole supervision was not a part of the State parole system. The Board of Managers could grant parole only when a man had passed his minimum sentence. The Court of Pardons, however, could, through the pardon

system, release a man at any time. Three-quarters of the paroles were granted in this unusual fashion. The Court of Pardons met twice a year.

There were at times as many as 900 men on parole from the Prison under the supervision of two officers. When this situation was made clear to the Constitutional Convention in 1947, they voted to abolish the Court of Pardons and to set up a full-time parole board. There was an unfortunate delay of about 9 or 10 months between the time when the Court of Pardons was abolished and the new board was established. This caused a back-log of cases and some temporary dissatisfaction among the inmates who felt they were being neglected. However, the board is now up to date and all back cases have been heard. Naturally, the friends of the Parole Board are not those who remain inside the institution. The fact that there has been no general withholding of parole is evidenced by the fact that the over-all population at the Prison has been reduced from 1,550 to 1,300, and the following short table shows the number of paroles granted in the last seven years.

RELEASES OF INDIVIDUALS BY SPECIFIC
PAROLING AUTHORITY, 1945-51, FROM STATE PRISON
(INCLUDING BRANCHES)

Fiscal Year	Total Releases	By Board of Managers	By Court of Pardons	By State Parole Board	By Governor
1945	474	75	399		
1946	427	64	363		
1947	473	88	385		
1948	486	137	349		
1949	377	30	55	177	115
1950	484	-	1	482	1
1951	545	-	-	545	-

With the exception of 1949, when the Parole Board had not been fully organized, this would seem to indicate an increase in parole rather than a decrease.

The members of the Parole Board are honest and competent individuals. No whisper of scandal has been attached to their operations. No claim of privilege or favoritism or venality has been made. They have attempted to discharge a difficult and thankless task in the interest of the public, in accordance with standards established by this administration. It may be that they have lacked one thing, and that is, interpretation of their acts to the inmate body. Some of the criticism which is being addressed to the Board by the inmates was not of the Board's making but arose by reason of a certain court decision which will be referred to.

The Chairman of the Parole Board has expressed a willingness to meet with a committee of the inmates and frankly interpret the policies of the Board to them and listen to any complaints which they may have.

2. Court Decisions: Several court decisions, which resulted from habeas corpus suits instituted by prisoners, were adverse to their interests. One of these declared improper the practice of aggregating consecutive sentences to produce a single combined sentence. This served to decrease the credits a prisoner might earn in reduction of the maximum of his sentences. To preclude any inequities that might flow therefrom and prejudicially affect

a prisoner, the Parole Board immediately, by its rule-making power, set up a procedure to permit reaggregation of all such past sentences and the legislature passed a law authorizing the future combining of consecutive sentences. Thus no inmate has been confined for a period longer than permitted under the former practice.

Another decision operated to deny commutation time for good behavior to reformatory men transferred to State Prison with indeterminate sentences. The court said that the law expressly limited such reduction of sentence to prison men serving sentences with a minimum and maximum. This decision was made known to the Parole Board and it has agreed to consider this factor when granting parole to such a transferred prisoner who continues under good behavior so that all prisoners will be treated in equal manner. By this arrangement both types of sentence will be subject to reduction of the maximum by good behavior credits.

On the other hand, some helpful decisions have been rendered. Of prime importance is an opinion of the Appellate Division of Superior Court, rendered a few weeks ago, which declares the Parole Board to have full authority under our law to grant retroactive paroles on completed sentences, if such treatment is indicated in order to correct any injustices or inequities visited upon any prisoner because of the foregoing decisions in the county courts.

17.

The Parole Board is now studying the cases of prisoners affected by these decisions to determine wherein this course of procedure is indicated as disclosed by the circumstances in each individual case.

3. Curtailment of Privileges: It has been found necessary to adopt certain regulations aimed to prevent abuses among a small percentage of the inmates during recent years. These curtailments have irritated some prisoners who considered themselves "Big Shots" and have no doubt fomented some dissatisfaction.

(a) Hobby Shop: An intramural activity, which in its inception was beneficial to the inmates, had grown out of all proportion, thus some inmates who started spending their spare time in their cells making a bit of jewelry, a brass pin or a watch fob for their wives or their cousins, became members of a syndicate shipping out considerable amounts of manufactured articles, soliciting customers throughout the country and dividing up the profits among what amounted to a "payroll" within the Prison. The FBI had called attention to the breach of Federal statutes which prohibit the sale of prison-made articles across State lines. The amounts of money made by some of these Prison "contractors" were quite startling. One man is said to have made as much as several thousand dollars during his incarceration. The Board of Managers, after careful study of the situation, ruled that the amount of materials for hobby shop work should be strictly limited. This has been accomplished, but only at the expense of dissatisfaction to those few inmates who were profiting disproportionately.

(b) Special Food: A considerable number of inmates, in addition to the ration provided, were permitted to buy unlimited amounts of food at the commissary, which they surreptitiously cooked in cells, and thus set up an inequality among inmates which gave preference to the man who had money on deposit. This practice has been forbidden, but not without heartburnings.

(c) Transfer of Money: During the days before the Department of Institutions and Agencies had any authority over the Prison, no inquiry was made as to the amount of money placed on deposit, where it came from or how it was used. Money was freely transferred among the inmates. As much as \$200 or \$300 might change hands in a month. The Board of Managers again stepped in and made a regulation which curtailed this practice - again, not without disappointment to some of the influential inmates. Those with money always have influence and the presence of money in a prison is a distinct evil and a menace to good equitable administration.

(d) Limitation on Commissary: It was found that articles were being bought through the commissary, supplementary to the diet. Here again the authorities recently limited the amount of purchases in the commissary to \$15 a month. This helped to cut down purchases to stationery, tobacco or candy bars, and a few extra items, and prevented the inequality of food distribution above referred to.

It is not contended that the majority of well-intentioned prisoners were greatly concerned by these regulations. As a matter of fact, in the long run, they undoubtedly inured to their benefit. But there are always active and influential leaders in a prison, as in any other community, and they are usually the clever resourceful fellows who would be hurt by such regulations.

One might ask why these abuses continued so long, and the answer is, that for one hundred years the management of the Prison was distinctly separate from the Department of Institutions and Agencies. Its head was appointed by the Governor, with the approval of the Senate, and, in many cases, was a reward for political activity rather than on the basis of experience in prison administration. Even after the Constitution of 1947, which abolished the position of warden as a constitutional officer, legislation to provide for the appointment of a prison head in the same manner as other institution superintendents are appointed was delayed. A bill favored by the Governor which would have placed the warden of the Prison on a professional basis and put the Prison into the family of institutions failed of passage. It was only at the time of the resignation of the former warden that the Board of Managers had opportunity to appoint a head for the institution. His position did not become permanent until November 1, 1951, when he became the first career man to hold this position. He promptly announced that he would

attempt to carry on the institution in accordance with the policies laid down by his Board and the State Board of Control. Some such regulations concerned regulations of curtailment referred to. This he has valiantly striven to do, but not without some risk to his own popularity.

4. Inferior Personnel: In 1945 the salary for Farm Correctional Officers was \$1,620.00, and for Correctional Officers it was \$1,800.00. Shortly thereafter the maximum salary was raised to \$3,000.00, which was a boon to those already in the service, but the entrance salary remained the same. This was an impossible situation, because it made it extremely difficult to recruit competent, resourceful men, even though this entrance salary was increased to \$2,160.00 and then to \$2,400.00. But at present-day prices this has proved totally inadequate in inducing competent men to enter the service. We have done what we could to train and instruct these new individuals, but, up to a few months ago, of the total guard force of about 148 at the Prison, 74 of them were temporary officers who had never been qualified by examination. The older officers, on more than one occasion, protested to this office the danger that might ensue if this situation with reference to pay and qualifications was not remedied. Strong recommendations were made by the department to the Civil Service Commission with the result that as of next July the line officers' salary will start at \$3,240.00 and go to \$3,840.00. This is not enough, but it is infinitely better than

the range which prevailed at the time many of the present guards were appointed.

I make no criticism of the officers who have served with us. They have done an excellent job under considerable handicaps, but many of them have been inexperienced and have not the resourcefulness that an older hand would have. The records will disclose the heavy turnover and the fact that some of these men remained with us only a few weeks is testimony to their unfitness for the job. In any event, the Patrolmen's Benevolent Association, which has in its membership over 90 per cent of the regular Prison Officers, has pointed out the needs for higher salaries and better trained personnel.

It may be that in their lack of experience some of these temporary men may have handled a situation poorly, may have irritated certain inmates, or may not have acted with sufficient firmness, on the one hand, or discretion on the other.

5. Desire to Embarrass the Administration: Experienced prison men are well aware of the tendency on the part of inmates, at least a certain proportion of them who usually have nothing to lose by such a demonstration, to overlook no opportunity to embarrass the administration. The government has sentenced them to prison - in many cases they may feel unjustly sentenced or that the sentence is too long, and, naturally, they have developed an antipathy to everything that savors of government and control.

All that this type of individual needs is to be given something which he can espouse as a cause and an audience to listen to him and he will go to work. There would seem to be a good deal of this attitude in the recent demonstrations. The fact that they were not purely escape plots, that beyond damage to property, there was no violence to individuals, would seem to indicate that it was primarily a move to attract attention. All of the demands of the print shop men finally centered in one, namely, that there should be an investigation of the Prison by an outside agency. This was agreed to by the department, as a reasonable concession and it is being welcomed by the department as a means of bringing before the public the true facts, giving an opportunity to correct any abuses that may still exist and clear the air from its present confused state. This theory that the demonstrations were for the purpose of gaining attention is further borne out by the fact that the disturbance at Rahway was built along the same lines and followed after the transfer to Rahway of some of the leaders who were in the demonstration at the Trenton Prison. Prison officers always have to accept the fact that a certain percentage of their charges, the truculent hopeless type, have as part of their stock-in-trade a hatred or dislike of their keepers. This was probably an element in the disturbances.

6. Provision of an Audience: In all of these demonstrations the participants were clearly aware that the situations were being aired in the newspapers; that an official committee had

been appointed and had announced its intention to interview them. The men in No. 5 Wing repeatedly insisted that someone outside the Prison visit them; the men in the print shop called for newspapermen in order that they could have the privilege of talking directly about their grievances. The men in the Rahway demonstration hung gaudily printed sheets out of the window, and throughout all the demonstrations whenever it was apparent groups had congregated outside the Prison, there was extra noise inside. They requested an interview with a well known columnist. Their wanton destruction of property in all of these instances may be attributed to their attempt to gain attention.

7. Another possible cause of these disturbances, which cannot be overlooked, is the existence of a general feeling of tension and unrest throughout all of our communities which has reflected itself in institutions of all sorts across the country. From the model institution for boys in Dobbs Ferry, New York, known as Children's Village, where last year out of a population of 430, 600 escapes were recorded, to the super-secure institution at Alcatraz, California, disturbances in institutions are being reported.

The activity of the department in recent years, in addition to curtailing certain improper privileges, has also included many efforts which have definitely been to the advantage of the inmate. These have included the following:

1. An act was passed permitting the figuring of good time on the aggregate, as referred to above.

2. Legislation was passed permitting a prisoner who is serving for non-payment of a fine to work out the fine at the rate of \$3 a day. Up to that time, unless he could secure

a Governor's pardon he could never be released, if he did not have the money to pay a fine.

3. An act was passed permitting prisoners in the custody of an officer to visit the deathbed of a relative or attend the funeral of a near relative and thus prevent the undue expense and difficulty heretofore necessary in getting out a writ of habeas corpus.

4. They are entitled to a hearing before the Parole Board on the date of their first eligibility and not at the pleasure of a Court of Pardons as formerly.

More recently, since Warden Carty took over as regular warden in November, the library is being relocated; the educational system is being expanded; new classification procedures adopted, and an earnest attempt is being made to further improve the rehabilitation system.

It would appear that some of the restrictions that had to be undertaken might have been better interpreted to the inmate body. It is in this kind of situation that a regularly appointed inmate committee becomes helpful. Attempt to arrange for such a committee is still pending and we are hopeful that it will materialize.

We realize that there is a growing sentiment in the community that persons convicted of crime, serving long sentences in prison, should be handled more severely. In both the print shop episode and the one at Rahway, the presence of employees in the confined area complicated the situation. The public may rest assured that punishment will be meted out to the mutinous convicts and that every attempt consistent with the limited character of the construction of our buildings will be made to prevent a recurrence.

One more word needs to be added with reference to the Warden, William H. Carty. Mr. Carty has been a prison officer for thirty-three years. He has risen through the ranks as a result of this long experience and his attention to duty. He was the Assistant Principal Keeper for seven years before his recent appointment by the Board of Managers to be the Warden. He is the first career man to serve as head of the Prison in all of its long history. He has succeeded to the position at a particularly difficult time when it was necessary to remedy many of the conditions that grew out of lax control, previously existing in the Prison. He has faced the task manfully and courageously. He has had the support of many courageous and tireless employees. The thanks of the public should go to Warden Carty, to Deputy Commissioner Bixby of this Department, to the members of the State Police, the local police, the fire department, and, above all, to the many guards and employees of the Prison who carried on their work in the midst of difficulties. I think, also, thanks should be given to that large majority of inmates who are well-behaved, well-intentioned and desirous only of serving out their sentence and getting back to the community for another chance at normal living.

The public is entitled to know the attitude of the department with reference to the remote and immediate causes of these disturbances, and we in turn are entitled to ask for that degree of cooperation which will prevent their recurrence. The recommendations of the department are as follows:

1. Immediate authorization of a new and up-to-date maximum security prison, in which sufficient restraint can be exercised without jeopardy to employees;
2. The conversion of the dormitory wing at Rahway, which has remained for twenty years in an uncompleted state, into a cell block;*
3. The construction of another wing to the Bordentown institution, in addition to one now in process of erection;
4. An increase of professional personnel in order that classifying men can be undertaken more scientifically and correctly;
5. A higher entrance salary for prison guards and the immediate certification by the Civil Service of competent employees;
6. Better interpretive methods on behalf of the Parole Board so that while still continuing to protect the public they make clear to the inmates the reasons behind their decisions.
7. The development in each institution of an inmate committee system, such as had been well utilized in Bordentown, Clinton and elsewhere, whereby the institution can better interpret its purpose and restrictions to the inmate body themselves.

* This will be in addition to No. 4 wing for 168 cell rooms for which contract has been awarded.

8. A candid explanation to the inmates that a successful and humane prison depends upon their cooperation and that demonstrations such as have been undertaken, in a mistaken belief that they might profit thereby, are likely to boomerang and not only injure their own chances of emergence but jeopardize those of their fellows, not only in this institution but in many institutions in many states, and impair the public confidence in the efficacy of humane prison practice.

The Department welcomes the investigation by the Senate Investigating Committee and the representatives of the Osborne Association, and stands ready to carry out any further recommendations which may seem to be required to continue and improve the administration at the Prison which will be consistent with the high reputation for correctional administration which this State has always enjoyed.

Respectfully submitted,

Department of Institutions and Agencies

Sanford Bates, Commissioner