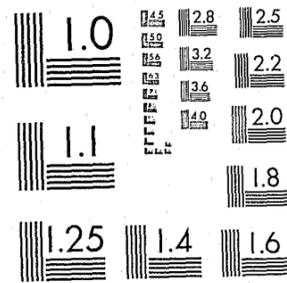


National Criminal Justice Reference Service



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MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

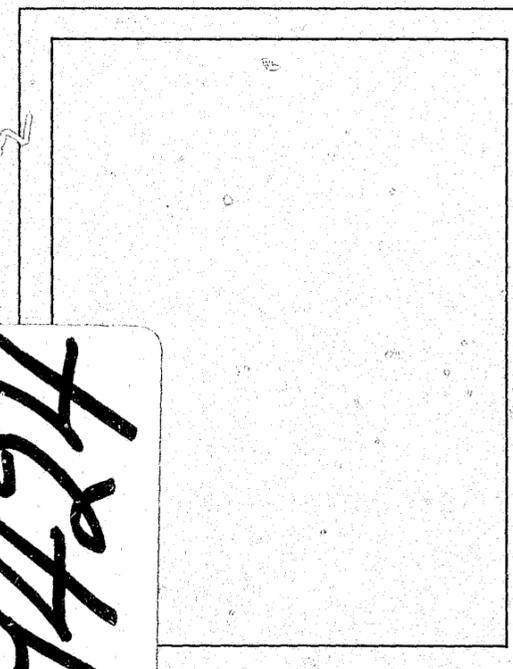
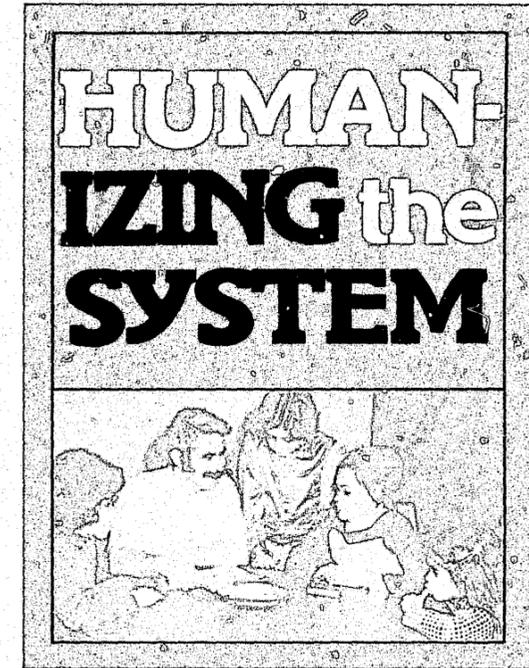
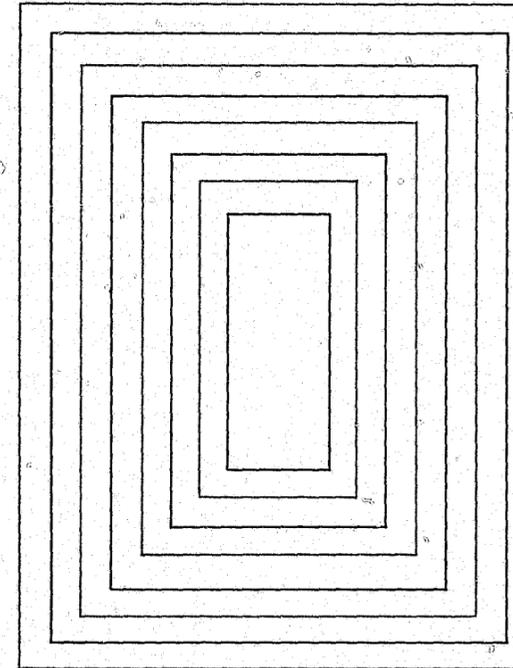
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Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

Date Filmed

4/9/81



Report of
Operations &
Development
for 1977

NEW YORK STATE
DEPARTMENT OF
CORRECTIONAL SERVICES

HUGH L. CAREY, Governor
BENJAMIN WARD,
Commissioner

69424

The Honorable Hugh L. Carey,
Governor

The Honorable Warren Anderson,
Majority Leader of the Senate

The Honorable Stanley Steingut,
Speaker of the Assembly



Benjamin Ward, Commissioner

Gentlemen:

In submitting the 1977 Annual Report of Operations and Development of the New York State Department of Correctional Services, I wish to thank you and the Legislature for your assistance and support in striving to provide the best possible correctional services.

In my third year as Commissioner, I have continued to improve conditions of confinement to assure a humane, healthful and safe environment.

With the recognition that the majority of those confined to our correctional facilities will be returning to their communities, I have moved to strengthen those programs which will prepare them for re-entry into society. At the same time, I have taken steps to contain costs and increase efficiency in the delivery of correctional services.

Your continued cooperative support will enable us to meet the challenge of changing needs and conflicting views concerning the treatment of convicted offenders.

Sincerely,

BENJAMIN WARD
Commissioner

NCJRS

JUL 28 1980

ACQUISITIONS

Contents

	Page
INTRODUCTION	4
ADMINISTRATIVE CONCERNS	6
Fiscal Resources	6
Facilities Planning	6
Support Operations	6
Training and Higher Education	6
Manpower Management	8
Inmate Grievance	12
Legal Services	12
Internal Investigation	13
DEPARTMENT DIRECTORY	11
SECURITY	14
CERT	14
Communication Control Center	14
Equipment	14
TWX	15
Special Housing	15
Correctional Camps	15
FACTS AND FIGURES	16
FACILITIES DIRECTORY	18
MIND AND BODY	20
Health Services	21
Guidance and Counseling	21
Education	22
Vocational Training	24
Correctional Industries	25
Recreation	25
COMMUNITY INVOLVEMENT	27
Volunteer Services	27
Literacy Volunteers	27
Pre-Release Centers	28
Temporary Release	28
Family Programs	29
Community Service Workers	30
Advisory Boards	30
PAROLE SERVICES	31
Administration	31
Field Parole Services	31
Institutional Parole Services	31
Organization	32



The Broadway cast of *For Colored Girls Who Have Considered Suicide When The Rainbow Is Enuf* by Ntozake Shange stage a special performance at Bedford Hills Correctional Facility. The actresses are among many professional entertainers and sports figures who donate their time and talent to help brighten the lives of men and women in prison.

THE YEAR 1977 was for the New York State Department of Correctional Services a year of searching and experimentation, of attempting to meet the changing needs of a growing inmate population within the requirements imposed by law, as well as trying to fulfill the expectations of an increasingly aware public.

Overcrowding continued to contribute to inmate unrest and the Department was faced with its first hostage situation since Attica's 1971 uprising when 17 hostages were taken at Eastern Correctional Facility.

Improved communications, use of specially-trained Correctional Emergency Response Teams (CERT) and application of various tested techniques, enabled the Department to resolve this situation as well as a subsequent hostage situation at Cox-sackie Correctional Facility without serious injury.

By the end of December 1977, there

were 19,355 men and women serving sentences in the Department's 33 facilities, an increase of 1,491 over the December 1976 figure.

To cope with the influx of convicted offenders, the Department expanded Correctional Camps and opened one new facility, Mid-Orange, while continuing to move inmates into facilities added in late 1976.

The first major new correctional facility to be built in New York State in 29 years is scheduled to open in July 1978. Downstate, located in southern Dutchess County, will house 1,080 inmates.

Staff increased by more than 1,700 during 1977, including 1,500 correctional officers, bringing the employee total to more than 13,000. Several thousand volunteers also were involved in Departmental operations.

The annual budget for the fiscal year 1977-78 was \$236.9 million.

The State Legislature, concerned

about the entire criminal justice system, took several actions which directly affected Department operations. These included changes in the Temporary Release Law, which curtailed the number of inmates eligible to participate in work and educational release and other temporary release programs.

The most significant structural change voted by the Legislature was the removal of Parole from the Department, effective January 1, 1978. Prior to 1971, when it was merged with the Department of Corrections, Parole was a separate Division under the Executive Department. It is being returned to this status.

The Department itself effected some organizational changes in 1977, designed to improve the efficiency and effectiveness of the agency in its delivery of correctional services.

Although firmly committed to offering sound program services which

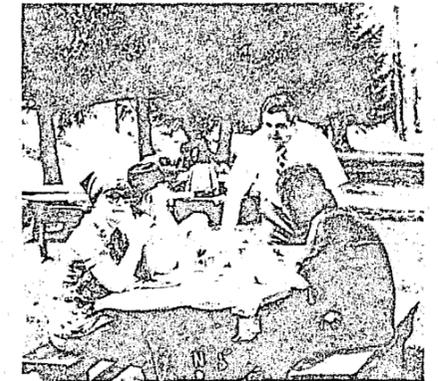
provide basic educational and job skill opportunities, the Department has moved toward a more realistic management model which acknowledges the realities and limitations of the criminal justice system.

The Comprehensive Program Day, introduced on a trial basis at selected institutions, is designed to eliminate unnecessary interruptions in inmate's primary work or educational activity, and make maximum use of professional staff.

Implementation of a zero base budgeting system was begun which will, in the fiscal year 1978-1979, turn the per capita costs of corrections downward for the first time in this decade.

With the recognition that the majority of those confined to New York State correctional facilities will be returning to their communities, the Department began placing increased emphasis on preparing inmates for their re-entry into society.

Superintendent Robert H. Kuhlmann stops to chat with an inmate and his family during a picnic celebrating the first graduation of a horticulture program at Woodbourne Correctional Facility. Offered through the facility and Ulster County Community College, the program prepares inmates for employment in nurseries, as well as helping to beautify the facility's grounds.



Introduction

they may achieve a greater understanding of prisons and the prison system.

Looking to the years ahead, the Department is seeking support to attain four critical goals:

— Implementation of a population plan which will provide the necessary cell space to meet a projected increase of 1,438 inmates by April 1, 1979; and to begin the initial phase of a plan to expand the system to accommodate the 23,300 inmates anticipated by 1982.

— Maintenance of a secure, controlled system which ensures the safety of employees and inmates at all times.

— Refinement of a program philosophy to increase the probability that the system will realistically prepare inmates for release through basic educational and life skills.

— Continuing development of a management system which will permit a cost-effective, rational, progressive administration of the Department.

Administrative Concerns

Inmates and officers work together on the Inmate Grievance Resolution Committee (IGRC) at Auburn Correctional Facility. Hearings by the facility committees are the first step in the Department's Inmate Grievance Program which provides a channel for complaints.



Among the increasing number of uniformed employees involved in higher education are these five Elmira Correctional Facility security staff members who received master's and bachelor's degrees from Elmira College during 1977.



Fiscal Resources

TO IMPROVE the management of fiscal resources, the Department this year took the first steps to implement a zero-based budget system. The system, which will be fully operational in 1978-1979, produces total justification for all operations and expenditures. Through ZBB, which dramatically expands the accountability of local managers, the Department has begun to contain per capita costs.

The cash planning and fiscal monitoring system also was restructured to allow a greater degree of facility input. Procedures were undertaken to obtain federal reimbursement under the School Breakfast and Lunch Program, with reimbursement totaling approximately one million dollars annually to be deposited to the General Fund.

Federal funds were obtained from several new sources including the Federal ACTION Agency, CETA (Comprehensive Employment and Training Act), State Manpower Services, Na-

tional Institute of Corrections, and the Library Services and Construction Act.

Facilities Planning

During 1977, a total of 22 facility projects were either being designed or under construction, and 33 projects were completed at a cost of \$9.1 million.

Among projects completed were the heating plant at Albion, new housing units for the expansion of four camps, establishment of satellite psychiatric units at seven facilities, modernization of North Hall at Eastern and visiting and administrative space at Attica.

The new Downstate facility, which will accommodate 1,080 inmates, will open in July 1978.

Support Operations

The Support Operations unit played a major role in opening new facilities and preparing new spaces during 1977.

Among major projects in which the unit was involved were:

— A unique and highly successful "pitch in" clean up program at Great Meadow Correctional Facility.

— Preparation of facilities for the Family Reunion Program at Bedford Hills and Attica Correctional Facilities.

— An energy conservation program in which preliminary areas of concern have been identified and a proposal for corrective action has been submitted.

— Movement of the career clothing distribution center from Green Haven to Fishkill Correctional Facility and improvement of operation procedures to provide better service to security employees.

Training and Higher Education

The major function of the Training Academy in Albany in 1977 has been the training of new Correction Officers, with a satellite Academy located

DEPARTMENT BUDGET from State funds, Fiscal Year 1977-78

Administration	
Administration provides direction and coordination for all activities of the Department.	\$ 7,903,974
Rehabilitation of Offenders	
Program services, including education, guidance, counseling, ministerial services, classification, temporary release programs, field and institutional parole services, etc.	44,346,849
Supervision of Inmates	
Security and maintenance of custody and care of offenders.	102,991,210
Support Services	
Health services, fiscal services, food services, plant maintenance, farm and grounds, automotive maintenance.	61,846,867
Industries	
Correctional Industries training programs.	15,586,700
Contract Facilities	4,236,949
TOTAL	\$236,912,549

Inmates, supervised by security staff, enthusiastically mop floors at Great Meadow Correctional Facility during the first full-scale clean-up campaign ever conducted in a New York State prison. Directed by the Department's Support Operations unit, the program involved cooperation from administration, staff and inmates.



at the Otisville Correctional Facility increasing the Department's training capacity. A grand total of 1,565 Correction Officers will complete the eight week training program initiated in January 1977.

The Academy also is responsible for the design and implementation of in-service training for those 6,500 uniformed personnel located at the various facilities within the State. During the first 10 months of 1977, 5,380 Correction Officers had received 100,829 hours of training, 609 supervisors had received 2,643 hours of training, and 868 civilians had received 2,948 hours of training.

The Academy has accommodated 3,233 personnel for various conferences and training seminars during the first 11 months of 1977.

The Capital City Seventh Day Adventist Church presented an award for "Outstanding Service in the Community" to the Training Academy on November 12, 1977.

The Higher Education Institute, established in 1976 to encourage college studies for uniformed and civilian employees, continues to flourish. There are currently 1,148 Departmental personnel involved in higher education, a growth of approximately 15 percent over the 1976 figures.

Manpower Management

During 1977, the Department continued efforts to increase efficiency in deployment of manpower, open opportunities for women and minorities, and enhance employee morale.

Through a management reorganization, the Minority Manpower unit has been re-shaped as an integral part of the Department's Division of Personnel. This unit is responsible for the Department's Affirmative Action Program which was the first such program approved by the State Division of Human Rights.

With the elevation of the unit head to Assistant Director of Personnel, the

FEDERALLY FUNDED (LEAA) PROGRAMS, December 31, 1977

TITLE	PURPOSE	FEDERAL FUNDS
Family Reunion Program	To provide overnight visits for selected inmates and their families	\$ 189,260
Family Visiting Program	To enable the families of indigent inmates to visit their relatives in Department facilities	147,151
Vocational Education Program	To improve the vocational training programs available in the Department's facilities	645,776
Temporary Release Program	To enable the Department to redesign the criteria and procedures for admitting inmates into temporary release programs	606,595
Parole Board Decision Making Program	To restructure the decision making activities of the Board of Parole	347,433
Unified Chaplaincy Program	To reorganize and expand the Chaplaincy program of the Department	494,944
Intensive Counseling Program	To improve the supervision and coordination of Facility Service Units	70,741
Inmate Health Services Program	To upgrade the Department's health care system	438,683
Community Relations Program	To perform the Community Relations activities necessary for the operation of community oriented programs	55,474
Literacy Tutoring Program	To provide one-to-one remedial tutoring for inmates	184,106
Prison Administrator's Legal Services Program	To provide on-site legal services at Clinton & Great Meadow on a pilot project basis	49,130
Offender Based State Correctional Information System/Offender Based Transaction Statistics	To improve the Department's computerized management information system	334,241
Title I Education Program	To provide remedial instruction in reading and math for inmates under 21 years old	1,090,743
Journeyman Aide Program	To provide tutoring assistants to vocational instructors at two facilities	45,000
TOTAL:		\$4,699,277

All grants listed above involve LEAA funding, except the Title I Program (U.S. Office of Education funding) and Journeyman Aide Program (U.S. Department of Labor funding).

Minority Manpower unit will now have full involvement in all policy actions concerning hiring, examinations, re-classification and management development.

The unit handled 63 Human Rights complaints and was actively involved in a major correction officer recruitment effort in the Hudson Valley Area and New York City.

Minority Manpower staff addressed 30 seminars at the Training Academy, presenting the unit's historical background and current responsibilities to hundreds of newly hired correction officers. The unit has increasingly been called to visit minority employees at the various correctional facilities and in their homes to help resolve employee problems relating to improper

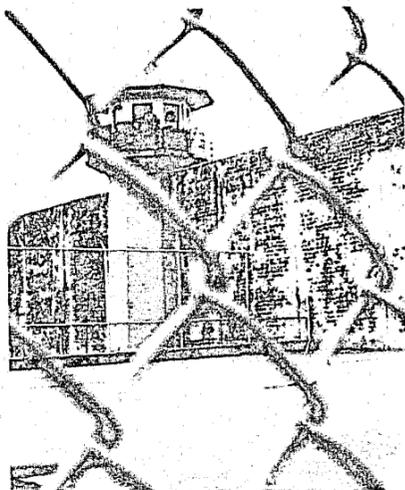
supervisory procedures, evaluations, attendance, lateness and related housing problems.

The Personnel Division is responsible for maintaining records of the Department's 13,477 employees, as well as handling employee movement within the Department. Processed during 1977 were 3,080 new appointments, 990 promotions, 1,634 reas-

A member of the NAACP chapter at Auburn Correctional Facility copies a document for a fellow inmate. The chapter owns and operates the photo copy machine as a service to inmates.



A tower at Great Meadow Correctional Facility, Comstock.



signments, 679 resignations, 378 retirements, 293 terminations, 97 layoffs and 71 deceased.

During the year, major effort was required to hire staff for new facilities and expansion of existing facilities. A total of 1,735 new positions were classified and more than 500 reclassifications processed.

Major projects of the classification section included:

— Developing a request which led to establishment of three levels of industrial foreman, two levels of general industrial foreman and two levels of superintendent.

— Developing a uniform maintenance staffing package with three

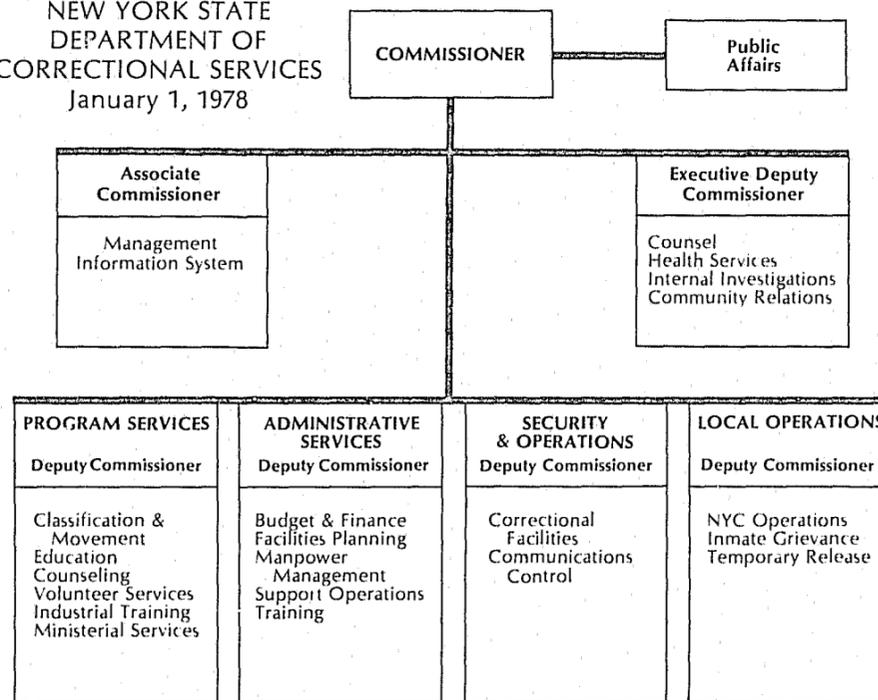
staffing levels based solely upon square footage to be maintained and basic types of power plants. Previously staffing for maintenance positions was based solely upon inmate population.

— Revising the staffing for the Inmate Grievance Program to establish a director, two regional supervisors, inmate grievance supervisors for facilities' use, and continuation of the inmate grievance assistant position.

Like other Law Enforcement agencies, the Department of Correctional Services has a policy of accountability. All employees are expected to comply with Department rules and regulations, and may be subject to disciplinary measures if they do not.

Department Directory

NEW YORK STATE
DEPARTMENT OF
CORRECTIONAL SERVICES
January 1, 1978



NOTE: Department reorganized effective January 1, 1978.

BENJAMIN WARD
Commissioner
LEWIS L. DOUGLASS
Executive Deputy Commissioner
MARK D. CORRIGAN
Deputy Commissioner, Administrative Services
PAUL METZ
Deputy Commissioner, Correctional Facilities
CARL D. BERRY
Deputy Commissioner, Local Services
J. KEVIN McNIFF
Deputy Commissioner, Program Services
JACK BIRNBAUM
Associate Commissioner
JOHN MURDOCK
Assistant Commissioner, Health Services

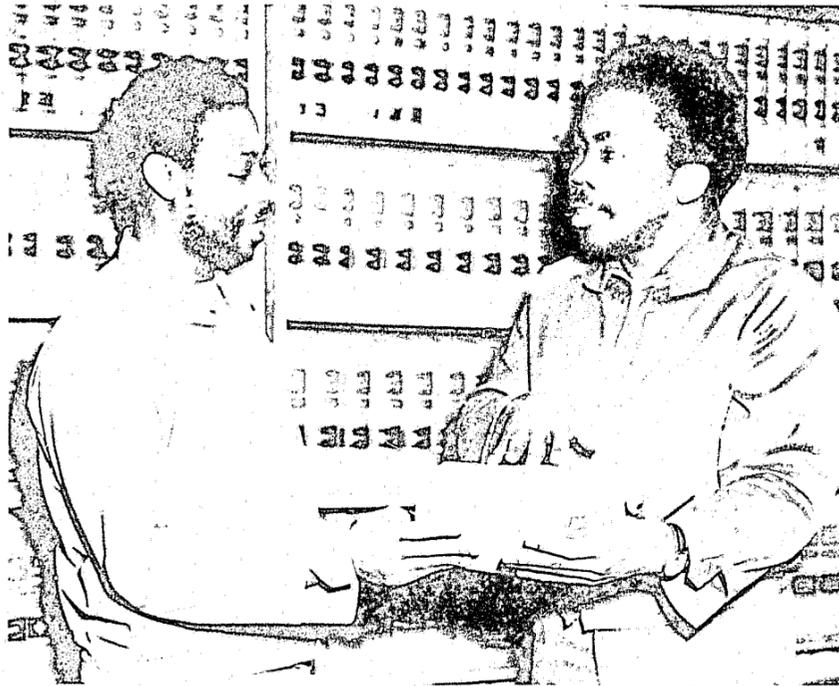
Agenor L. Castro
Inter-group Relations Advisor
Francis J. Daley
Assistant Deputy Commissioner
Administrative Services
Patrick J. Fish
Counsel
Florence Frucher
Assistant Deputy Commissioner
Program Services
William Gard
Assistant Deputy Commissioner
Correctional Facilities
Rev. Earl Moore
Director, Ministerial Services

Ruby Ryles
Director, Public Affairs
Hildy Simmons
Assistant Deputy Commissioner
Program Services
Vito Ternullo
Assistant Deputy Commissioner
Program Services
Richard Van Zandt
Assistant Deputy Commissioner
Correctional Facilities

Margaret Appe
Director, Volunteer Services
John Burns
Director, Labor Relations
Dr. Allan Bush
Director, Minority Groups and Manpower Programs
John J. Cassidy
Director, Training
Walter Chattman
Director, Education
John Conroy
Acting Director, Correctional Industrial Training
Alexandreena Dixon
Director, Inmate Grievance Program
Henry C. Donnelly
Director, Research and Statistics
William Douglas
Director, Pre-Release

Norman E. Gervais
Director, Facilities Planning and Coordination
Karl H. Gohlke, Jr.
Director, Correctional Guidance and Counseling
Gerald Griffin
Director, Administrative Analysis
Paul Hebert
Associate Director, Personnel
Martin Horn
Director, Temporary Release Services
Eugene Keefe
Assistant Director, Correctional Services
Finance
Arthur Leonardo
Acting Director, Special Housing
John McCarthy
Inspector General
Robert Nelepovitz
Director, CERT
Francis Nolan
Director, Management Information
Charles Nygard
Director, Program Planning
Karl Pfeil
Director, Correctional Camps
Bruce L. Robertson
Director, Support Operations
Frank Tracy
Director, Program Planning, Evaluation and Research
John Van De Car
Director, Manpower and Employee Relations

An inmate law clerk helps another inmate find a section of the penal law in the Law Library at Auburn Correctional Facility.



During 1977, Labor Relations initiated 237 investigations, not including arrests, which resulted in 61 suspensions and issuance of 227 notices of discipline. There were 187 disciplinary grievances filed and 155 disciplinary discussions. A total of 488 third step contract and non-contract grievances were received, with 372 grievance discussions held and 360 grievance decisions issued.

Inmate Grievance Program

From all indications the Inmate Grievance Program, now almost two years old, is successful both from an administrative and programmatic standpoint. From February 1976 to September 1977 more than 16,000 grievances were filed. Of these, 39 percent have been resolved on an informal basis, with well over 90 percent of the resolutions to the inmate's

satisfaction or an acceptable compromise.

Overall, 12 percent of grievances end at the hearings held by Inmate Grievance Resolution Committees (IGRC). When a grievance proceeds to level two, experience has shown that Superintendents rely heavily upon the IGRC's judgment.

The Central Office Review Committee (CORC) has rendered more than 2,445 dispositions since the beginning of the program, 37 percent of them in the grievant's favor. Among these decisions are providing inmates with afro-combs; revising the Inmate Correspondence Form; allowing an unlimited number of persons on a call-home program list; providing inmates with the choice of sneakers or casual shoes in state issue; increasing the dollar amount of purchase for Commissary buys; depolarizing ethnic special events; and allowing inmates to possess AM radios.

Arbitrators have issued recommendations to the Commissioner for only 54 grievances — less than a third of one percent of all grievances filed. There have been 42 meritorious recommendations, with the Commissioner rejecting or modifying 11 of these. The Commission of Correction has rendered 538 recommendations, equally distributed between meritorious and without merit. Of the meritorious recommendations, the Commissioner has modified or rejected 57.

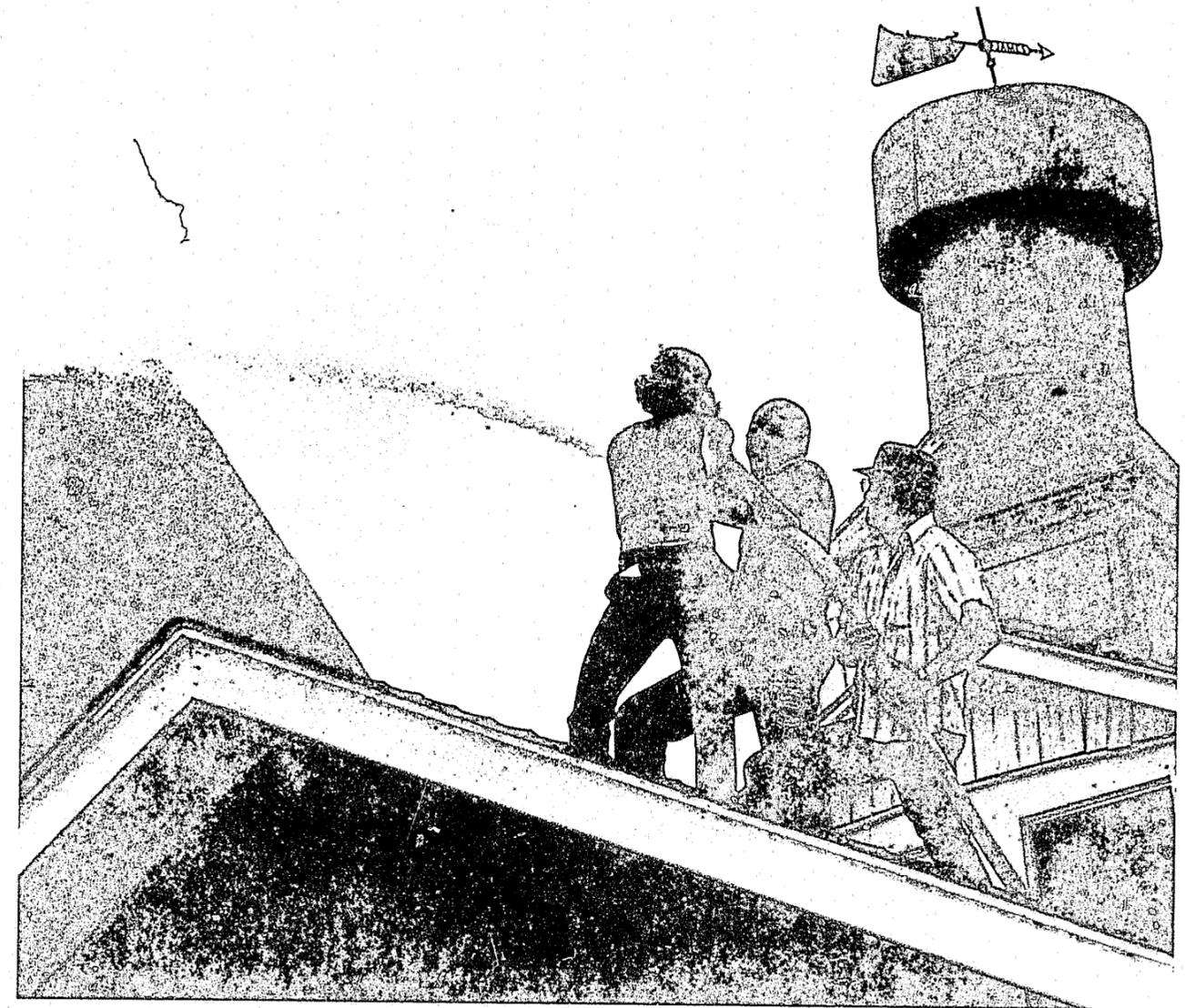
More than half the inmates involved in a recent study by the Center for Metropolitan Studies of the University of Missouri indicated that they feel comfortable filing grievances. The inmates surveyed also said the grievance procedure shows common sense and is effective. Correction officers surveyed expressed the belief that the grievance mechanism is a viable and fair way to solve problems. Two-thirds of them felt that inmates have a right to grieve.

Legal Services

Besides carrying out its regular duties, the Counsel's office is responsible for the management and operation of the law library assistance program at the various institutions. This program provides law libraries and law clerks to assist inmates in preparing legal papers.

Since September 1, 1977, Counsel's office has been operating a Prison Administrators' Legal Services Program on a pilot basis at Clinton and Great Meadow Correctional Facilities. In this program an attorney is assigned to work exclusively with institutional personnel on legal problems generated at the facility level. The program is expected to be of such value to the correctional system as to warrant its expansion statewide sometime during 1978.

Two inmates and an employee join forces to help quench a fire which damaged a livestock barn at Elmira Correctional Facility. The Elmira Fire Department worked with correction officers and inmates to bring the blaze under control.



Internal Investigation

The Inspector General's office is the investigatory and internal monitoring element of the Department of Correctional Services. During 1977, approximately 1,500 investigations were processed, a significant number of them involving complaints from inmates. These ranged in seriousness

from allegations of the improper application of departmental regulations and policies, to harassment, assault and violation of civil rights.

In October 1977, the Department developed a system to identify inmates who require special consideration for assignment and placement in

programs. The Inspector General's office is involved in this process.

Cooperating with the State Police and other law enforcement agencies, the Inspector General's office assisted in the apprehension of several escapees, including one who fled to Canada.

Security

CERT

CORRECTIONAL EMERGENCY RESPONSE TEAMS in selected maximum and medium security facilities are fully staffed and equipped. Various combinations of CERT teams were mobilized during 1977 to conduct general frisks in problem facilities. CERT teams successfully resolved inmate partial take-overs involving hostages at Eastern and Coxsackie Correctional Facilities, and prevented imminent inmate disturbances at Great Meadow and

Correction officers assist inmates in moving their belongings during cell transfers at Green Haven Correctional Facility. The transfers were among steps taken to avert disturbances at the facility.



Arthur Kill Correctional Facilities. All missions were conducted without injury to either inmates or CERT personnel. Increased efficiency of CERT is expected with the addition of the positions of CERT director and CERT field commander to provide direction and uniformity of team performance.

Communication Control Center

The Communication Control Center, established in July 1976, has become an integral and invaluable part of the Department. Information gathered by this unit and its ability to establish immediate communication with appropriate parties has enabled the Albany office to react quickly and positively during normal operations and in periods of crisis.

The role of the Communications Control Center has extended beyond the original concept because of its ability to monitor facility deployment of personnel, including overtime. The Control Center has increased the efficiency of inmate movement via the Department's transportation system.

Equipment

A pilot program using personal alarm systems at Great Meadow Correctional Facility was an unqualified success. As a result, the systems have been or are being installed in all maximum, medium and medium/

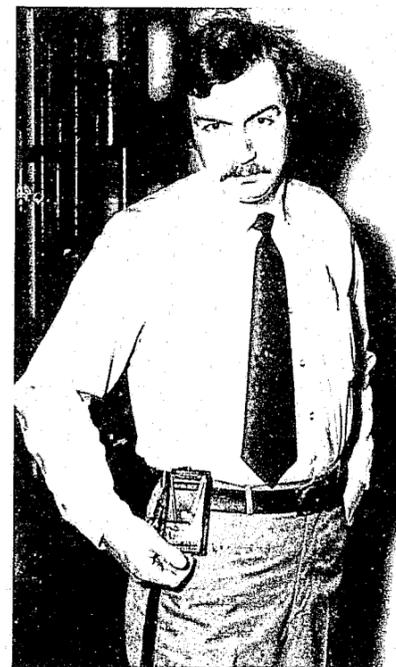
minimum security facilities. The units are assigned to correction officers supervising large groups of inmates in remote areas of the facilities. The systems enable correction officers to alert the facility Command Center immediately when situations require assistance.

Package x-ray scanners which have been successful in maximum security facilities, have now been installed in all medium security facilities.

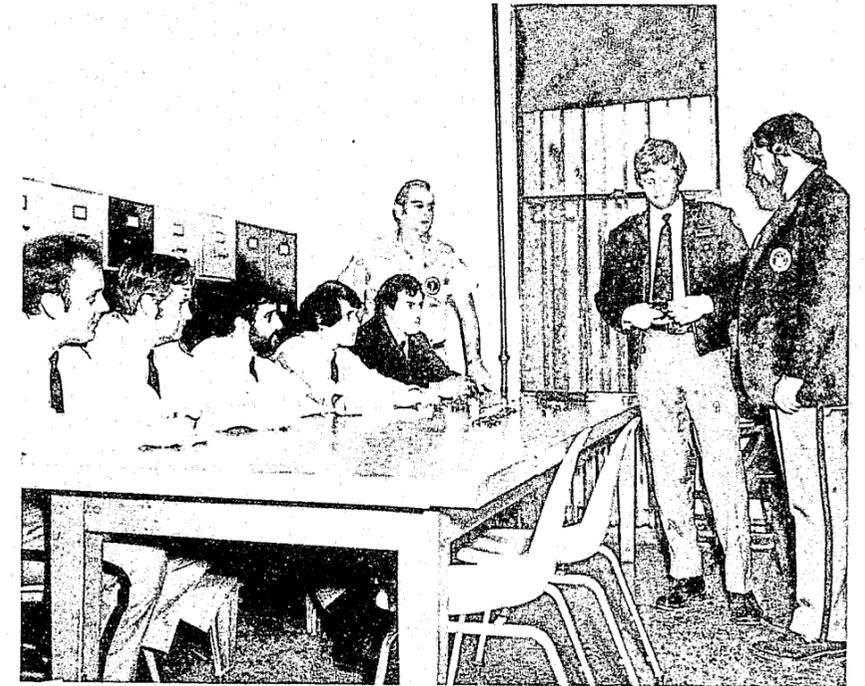
Plans to install television monitoring systems in Clinton Correctional Facility's Special Housing Unit are underway. The system will include taping capabilities and is expected to effectively monitor inmate and employee activities in this sensitive area. A similar monitoring unit is planned for the Great Meadow Correctional Facility.

TWX

The Western Union Teletype Communication System has been installed



Correction officers get "refreshed" on the use of restraining devices as part of the in-service training program at Auburn Correctional Facility.



in 21 facilities and the Long Island City office.

A TWX unit for security information only is in operation in the Communication Control Center. This unit permits the simultaneous transmission of important security information to the 22 locations and permits the return of "hard copy" information to the Control Center for immediate attention.

Special Housing

Special Housing Unit procedures throughout the Department are being standardized with the ultimate goal of insuring continuing conformance with Department regulations.

A training program clearly defining the conduct of Adjustment Committee and Superintendent's Proceedings has been initiated and is being made

A correction officer at Auburn shows off his personal alarm system, which enables him to contact the facility's command center immediately when he requires assistance.

available to Deputy Superintendents, Captains and Lieutenants throughout the Department. The program is aimed at insuring equal treatment of inmates in disciplinary matters.

Correctional Camps

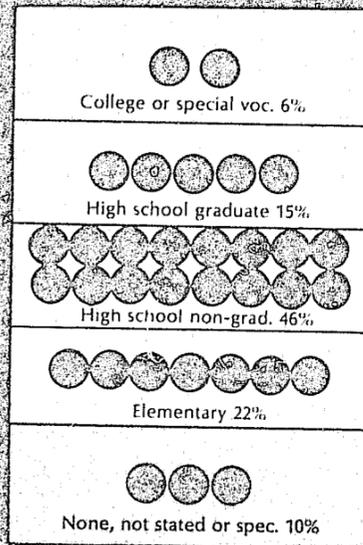
Inmate capacity at Camp Adirondack has been increased from 152 to 210. With this increase, inmate activities in the community Volunteer Services projects has been broadened.

New dormitory buildings at Pharsalia, Monterey, Summit and Georgetown have been completed, increasing the inmate population of these camps by 200. Total camp inmate population is expected to increase to 860 by February 1, 1978.

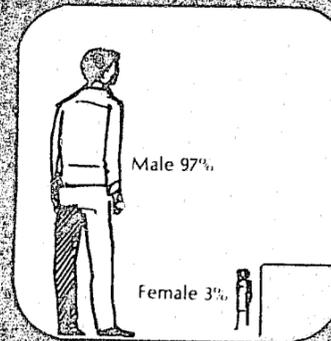
The Department of Environmental Conservation has assigned additional staff to each camp to provide technical assistance and direction for expanded programs.

Facts &

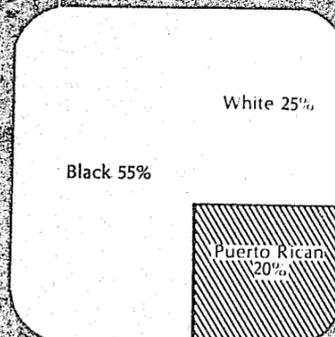
EDUCATIONAL LEVEL



SEX



ETHNIC GROUPING



(Figures rounded to nearest 5%)

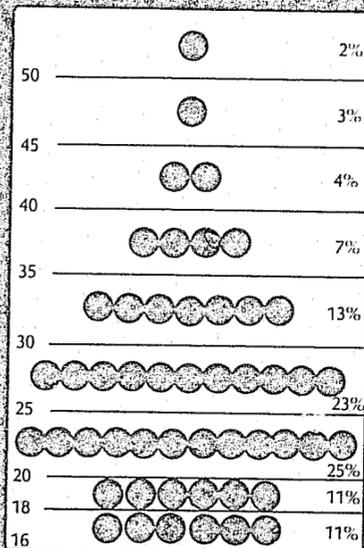
OCCUPATION

Proprietary, superv.	4%
Sales & clerical	8%
Skilled & semi-skilled	20%
Service	9%
Laborers	51%
Not specified	8%

PRIOR RECORD

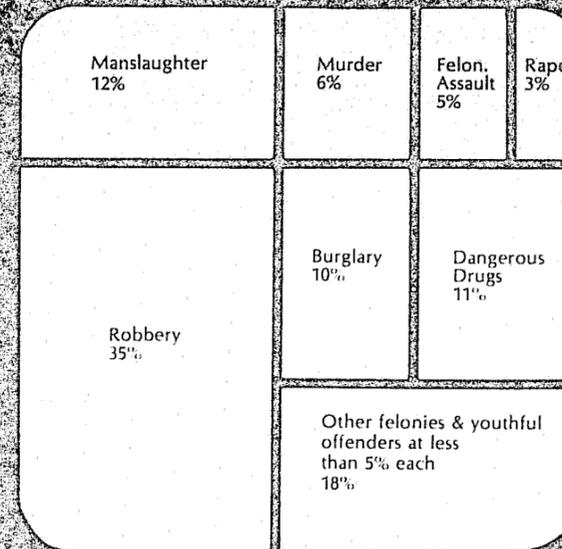
State or federal commitment	31%
Local commitment only	26%
No institutional commitment	42%

AGE on commitment

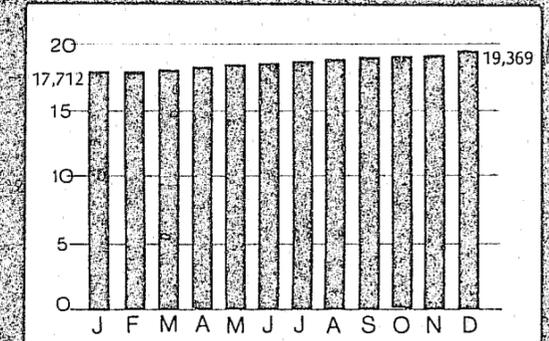


Figures

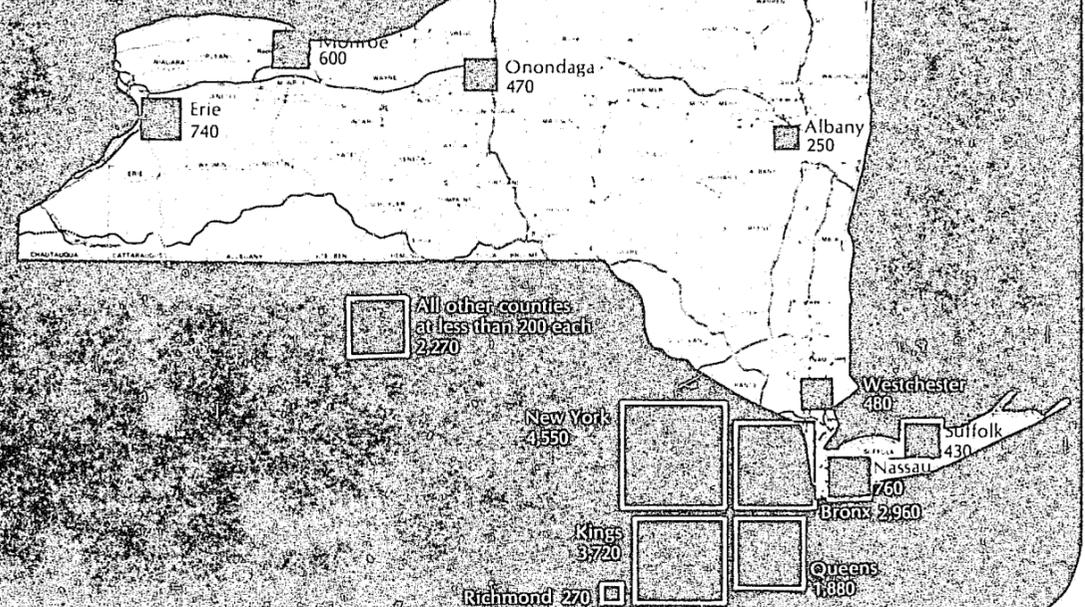
KINDS OF OFFENSE



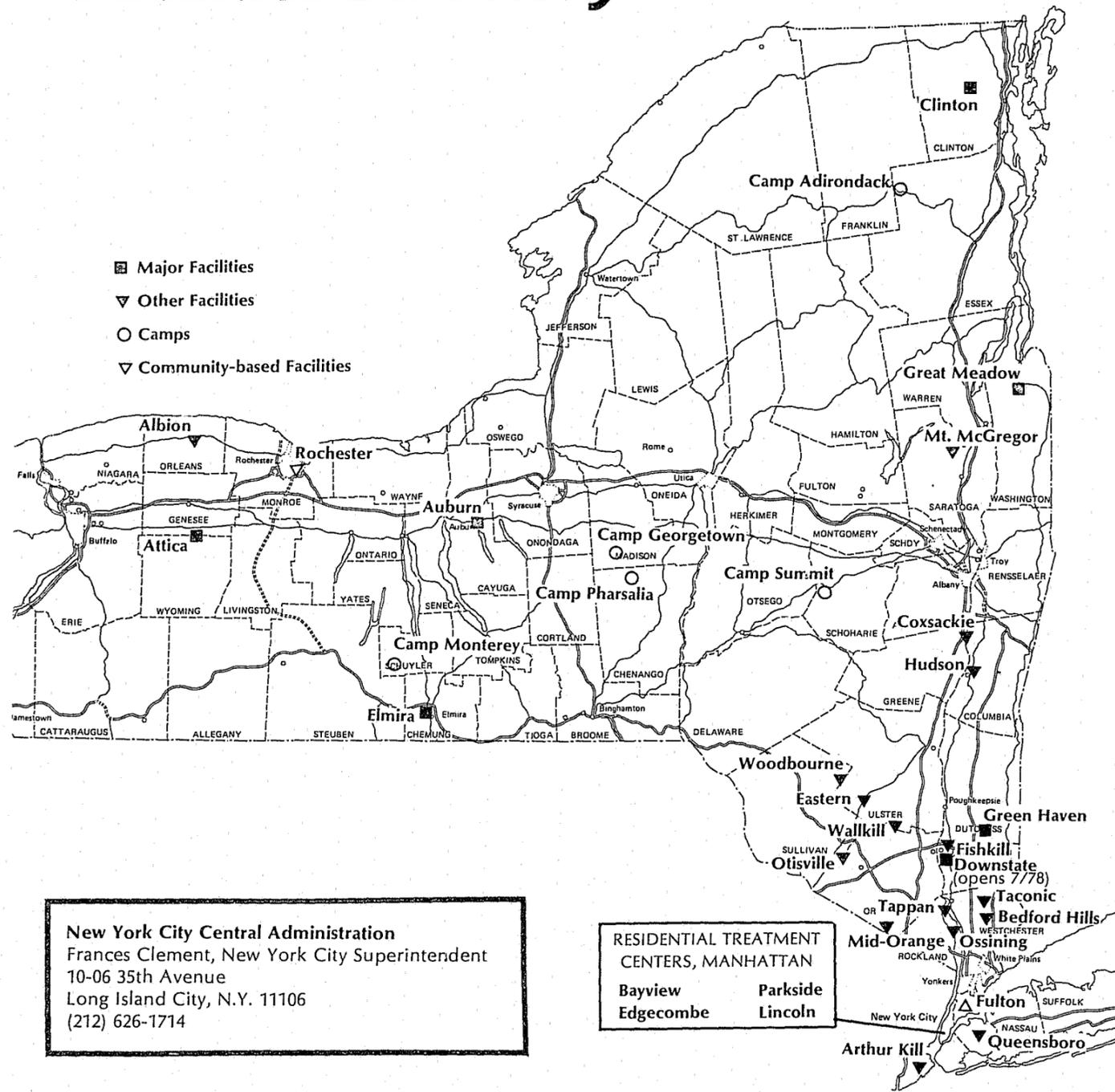
INMATE TOTALS, 1977 (thousands)



INMATES IN CUSTODY BY COUNTY OF COMMITMENT (Estimated for 1977)



Facilities Directory



MAJOR FACILITIES

	SUPERINTENDENT	INMATE POPULATION*
ATTICA Attica, N.Y. 14011 (716) 591-2000	Harold Smith	1,752
AUBURN Box 618 Auburn, N.Y. 13021 (315) 253-8401	Robert J. Henderson	1,581
CLINTON Dannemora, N.Y. 12929 (518) 561-3262 Annex	Eugene LeFevre	1,865
DOWNSTATE Fishkill, N.Y. 12524	Kenneth Dunham	**
ELMIRA Elmira, N.Y. 14902 (607) 734-3901	John Wilmot	1,487
GREAT MEADOW Comstock, N.Y. 12821 (518) 639-5516	Everett Jones	1,463
GREEN HAVEN Stormville, N.Y. 12582 (914) 226-2711	David Harris	1,826

OTHER FACILITIES

ALBION Albion, N.Y. 14411 (716) 589-5511	Janice Cummings	245 47 females
ARTHUR KILL 2911 Arthur Kill Rd. Staten Island, N.Y. 10390 (212) 356-7333	Robert McClay	643
BEDFORD HILLS (Females) 247 Harris Rd. Bedford Hills, N.Y. 10507 (914) 241-3100	Phyllis Curry	403
COXSACKIE West Coxsackie, N.Y. 12192 (518) 731-8151	Jack Czarnetzky	690
EASTERN Napanoch, N.Y. 12458 (914) 647-7400	Walter Fogg	847
FISHKILL Beacon, N.Y. 12508 (914) 831-4800	Theodore Reid	1,034
HUDSON Hudson, N.Y. 12534 (518) 828-4315	Wim Van Eekeren	142
MID-ORANGE Warwick, N.Y. 10990 (914) 986-2291	Joseph Snow	199
MT. MCGREGOR Wilton, N.Y. 12866 (518) 587-9540	Joseph Kennedy	149
OSSINING 354 Hunter Street Ossining, N.Y. 10562 (914) 941-0108	Stephen Dalsheim	770
OTISVILLE Otisville, N.Y. 10963 (914) 386-1490	Philip Coomb	311

QUEENSBORO 47-04 Van Dam St. Long Island City, N.Y. 11101 (212) 361-8920	Raymond Bara	282***
TACONIC 250 Harris Rd. Bedford Hills, N.Y. 10507 (914) 241-3010	Jesse Arnette	184
TAPPAN Ossining, N.Y. 10562 (914) 941-0108	Stephen Dalsheim	410
WALKKILL Walkkill, N.Y. 12589 (914) 895-2021	William Quick	501
WOODBOURNE Woodbourne, N.Y. 12788 (914) 434-7730	Robert Kuhlmann	662

CAMPS

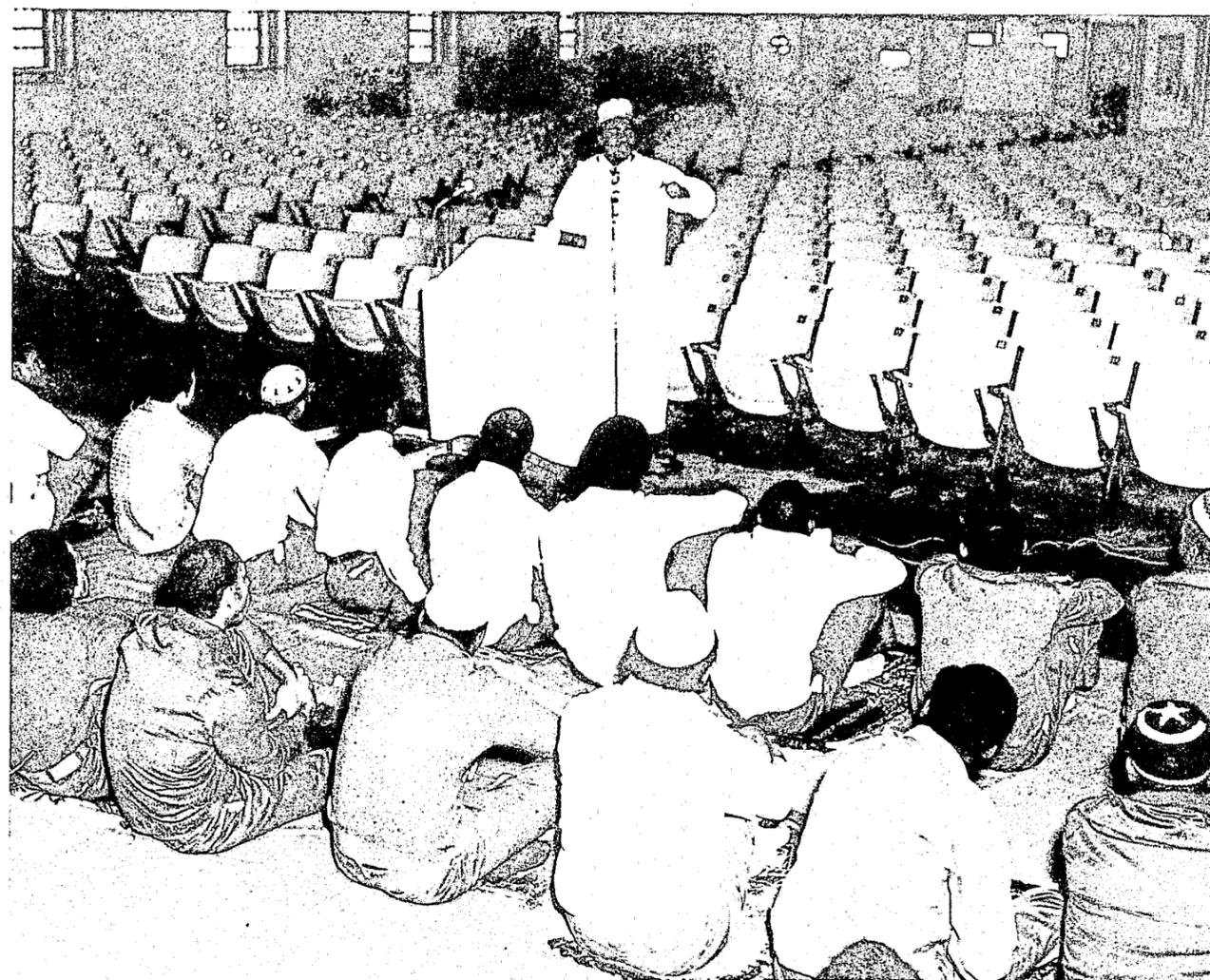
ADIRONDACK Raybrook, N.Y. 12977 (518) 891-1343	James Racette	204
GEORGETOWN Georgetown, N.Y. 13072 (315) 837-4675	James Wilkinson	93
MONTEREY Beaver Dams, N.Y. 14812 (607) 962-3184	James Crowley	104
PHARSALIA South Plymouth, N.Y. 13844 (607) 334-4805	James M. Doyle	87
SUMMIT Summit, N.Y. 12175 (518) 287-1721	Richard Ogden	99

COMMUNITY-BASED

	DIRECTOR	
BAYVIEW 550 West 20th Street New York, N.Y. 10011 (212) 924-1143	Dominick Salamack	1****
EDGECOMBE 611 Edgcombe Ave. New York, N.Y. 10032 (212) 923-2575	William Gaines	124
FULTON 1511 Fulton Ave. Bronx, N.Y. 10457 (212) 583-8000	Frank Headley	24 32 females
LINCOLN 31-33 West 110th St. New York, N.Y. (212) 860-9400	Marion Borum	90
PARKSIDE (Female) 10 Mt. Morris Park West New York, N.Y. 10027 (212) 876-6300	Norma White	21
ROCHESTER 55 Creig St. Rochester, N.Y. 14608 (716) 454-2280	John O'Keefe	24

*Figures given as of 12/27/77. Males except where otherwise indicated.
 **Scheduled to open July 1, 1978.
 ***Includes 5 males, 1 female in Nassau County work release program.
 ****Facility in transitional stage.

Mind and Body



A Nigerian Sheik visits the World Community of Islam in the West to lead their Juma Service at Auburn Correctional Facility.



One inmate helps another check his weight at Elmira Correctional Facility. Improvement of health care for inmates is a primary concern for the Department.



Competing in a powerlifting contest against the Syracuse Y.M.C.A., an Auburn inmate shows winning style.

Health Services

DURING 1977, the Department continued to work toward improving health care for inmates. A reorganization of Central Office Health Services staff was begun and plans were made to appoint health administrators at the major facilities to manage health services and provide liaison with Central Office.

A major change involving psychiatric services occurred in April 1977 when the Department of Mental Hygiene assumed the legal responsibility for the care of hospitalized mentally-ill inmates and the location for such care was shifted from Matteawan State Hospital to the new Central New York Psychiatric Center in Marcy.

In cooperation with Mental Hygiene, the Department of Correctional Services instituted a community approach for delivery of mental health services with the establishment of the Merle Cooper Center at Clinton Correctional Facility and Mental Hygiene Satellites at seven other facilities — Attica, Auburn, Bedford Hills, Clinton, Elmira, Fishkill and Green Haven.

The satellites help in identifying problems earlier, make crisis intervention by mental health professionals possible and permit rehabilitation of

the patient in order to prevent long-term hospitalization.

A number of other projects were initiated during the year to enhance health services to inmates. These include contracts with the Glens Falls Hospital, for medical services, and with the U.S. Public Health Service, to provide specialty consultations at the Arthur Kill Correctional Facility and inpatient care for inmates at the PHS Hospital in Staten Island.

Another contract, with the Westchester County Department of Corrections, for the establishment of a secure ward at the Westchester County Medical Center, is presently in the developmental stages.

Under this contract, WCDC will provide security for inmate patients housed in a unit at the Medical Center, which is being remodeled at county expense. A specific number of the 16 beds will be reserved for use by inmate patients from state correctional facilities in Westchester and Dutchess Counties.

A Central Pharmacy was established, and emergency plans for health services at the correctional facility level were drawn up in response to stress situations such as the so-called "inmate strikes" in which inmates refused to participate in meals and programs.

In addition, the Department continued development of a computerized health care records system, initiated as a pilot project in 1975.

Among other projects undertaken were the Manhattan Kidney Center and the Pace University Nursing Project at Bedford Hills.

Guidance and Counseling

The Division of Guidance and Counseling established three goals during the year 1977:

- To provide a continuum of coordinated counseling services beginning with intake (reception/classification) through the incarceration period to a well developed pre-release process.

- To establish a normalized environment to the extent possible and practical in order to create an institutional setting in which all inmates have the opportunity to use their time to improve educational and vocational skills and to participate in counseling programs that have personal relevance.

- To effectively continue to assist the pre-release program so that these services are available to all inmates prior to their release from correctional facilities.

Inmates in the Vocational Dental Laboratory at Auburn Correctional Facility prepare dentures under the watchful eye of the lab supervisor.



Among specific accomplishments were issuance of draft manuals for "Counseling Hispanic Inmates" and "Conversational Spanish for Correctional Employees;" updating a "Manual of Service Unit Operations;" coordinating development of a number of specialized programs such as drug and alcohol programs; and developing a general duty description for Correction Counselor Aide para-professional positions.

The Division also developed and submitted a work release orientation program for Bayview Correctional Facility and researched the needs of elderly inmates, working with other agencies to develop a release program for these inmates.

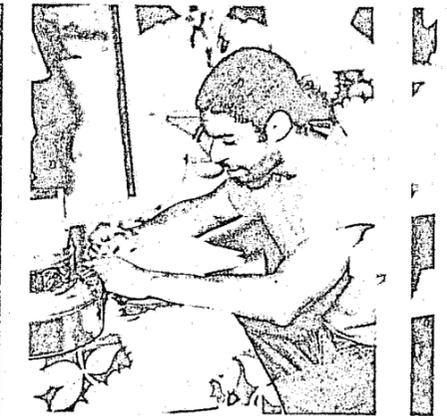
Education

Activities of the Division of Correctional Education during 1977 have been focused around development of specific measurable concepts in three areas, the Comprehensive Program Day, the Unified College Program and the Development of Basic Educational Modules.

The Comprehensive Program Day has been developed to assure an acceptable level of minimum attendance in educational programs, thereby guaranteeing participants a chance to achieve without unnecessary interruption.

The Comprehensive Program Day will break up the day into two parts, one for the inmates' primary program activity — work, vocational training or academic education — and the other for ancillary activities including most of those previously scheduled by "call-out" — interviews, commissary, volunteer programs, etc.

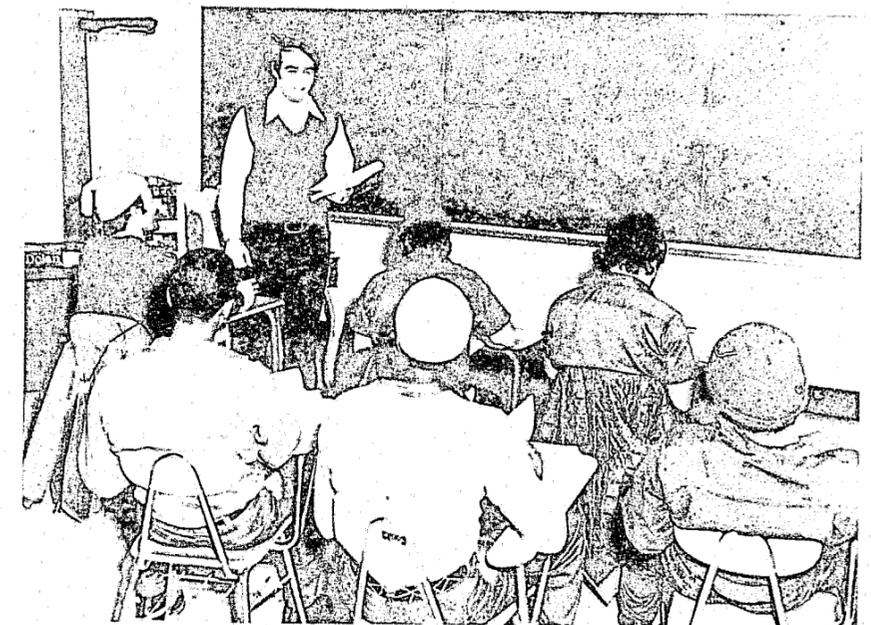
Toward the end of 1977, a Unified College Program was developed which sets standards for inmate higher education throughout the State Correctional System. College educational programs within the facilities seek to



Alone in his cell, an inmate writes a letter to his family.

Dr. Alfred Light, president of Clinton Community College, hands an inmate his diploma during graduation exercises at Clinton Correctional Facility.

High school level mathematics is the subject in this class at Auburn Correctional Facility. A Department-wide effort has been undertaken toward a more meaningful approach to teaching adults in basic educational areas.

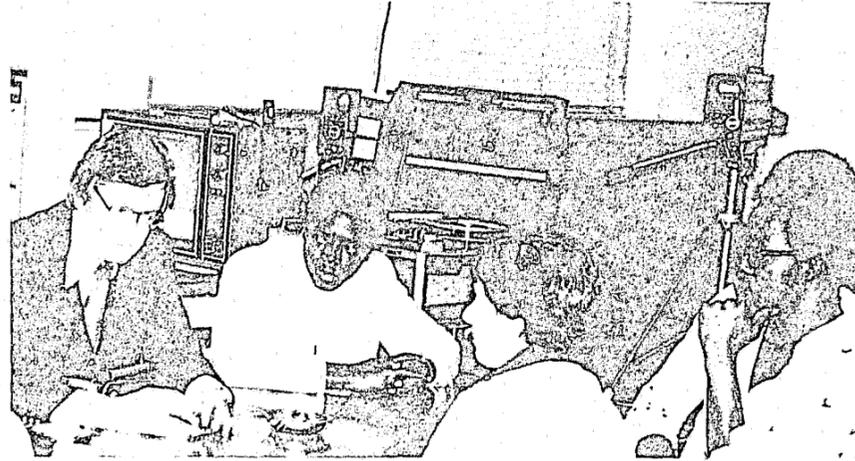


provide an atmosphere conducive to personal change. This could involve the development of educational skills or change an inmate's perception of himself and the larger society.

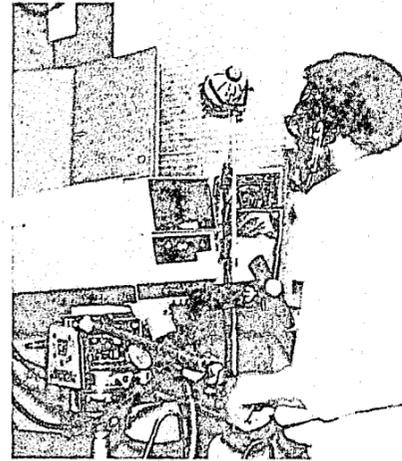
All college programs in which inmates are enrolled will lead to a one-year certificate, a two-year degree or a four-year degree, or some combination of these.

An all-out effort has been undertaken toward a more meaningful approach to teaching adults in basic educational areas. Plans are underway to expand the Title I Education Program to more facilities which have a young inmate population. Additionally, the problem of providing the same basic skills for older inmates is being tackled. Teachers, in the future, will have training in dealing with the educational needs of adults rather than children, and all programs will be

TV newscaster Jim Williams is interviewed by inmates in the audio visual training and production program, one of the highlights of the Department's vocational training activities in 1977.



An inmate in the television production program shows his technique as a cameraman.



developed in terms of being easily evaluated and measurable.

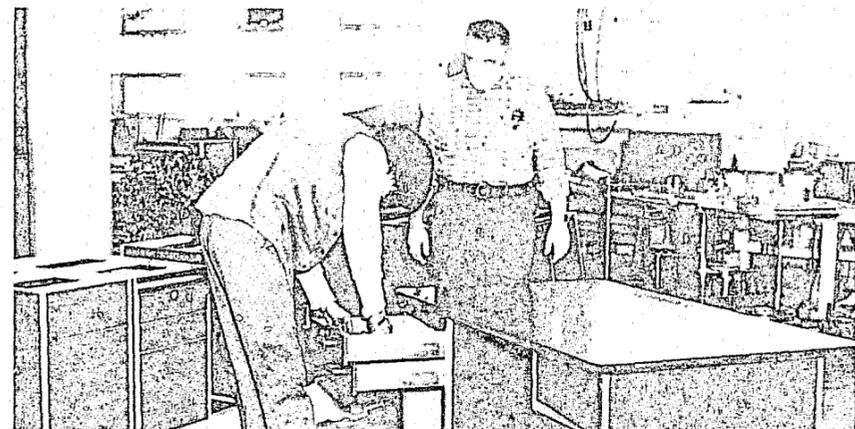
The position of statewide coordinator for bilingual education has been established to help meet the needs of the Hispanic population.

Vocational Training

During 1977, the Department made great progress in the development of industrially-validated, task-oriented curricula. Twenty-one vocational curricula had been developed by December, with nine of them implemented at that time. Each curriculum is standardized throughout the Department,

enabling the vocational student to continue his vocational training in sequence without interruptions as he is transferred throughout the correctional system.

The Department has 175 vocational shops operational in 17 facilities. In order to provide vocational training to the ever increasing prison population, an additional 25 vocational shops are planned in new or existing facilities, bringing the total number of shops to 200. These will cover 39 different trade areas and have the potential of providing vocational education to 6,000 inmates.



An industrial training supervisor offers advice to an inmate installing locks on a desk in the cabinet shop at Auburn Correctional Facility. Contemporary desks are among new product lines introduced in the Correctional Industries program.

To track the students in the vocational trade programs, the Department has purchased a micro-processor capable of recording and storing the progress records of each student. This micro-processor also will be programmed to score mark-sensed vocational tests, validate the tests, and run historical regressions. With full implementation of the micro-processor, the Department will be able to quickly retrieve a complete and accurate vocational program and employability profile on any student. Plans call for tying the micro-processor into the Department's main computer to enable retrieval of a total composite profile of any inmate.

In the correctional camps, a limited number of inmates are enrolled in vocational programs at local BOCES facilities. The BOCES involvement will expand according to individual inmate needs and local acceptance.

The highlight of the year was the audio visual training and production program which has received national recognition in two professional television magazines. All seven students who graduated from the program have secured employment in the area of video tape production.

Correctional Industries

One of the most important goals of Correctional Industries is to prepare inmates to accept the responsibility for doing a job, as they will be expected to do in private industry. The Division's operation involves a training program as well as making and selling products.

During 1977, Attica, Clinton, Green Haven and Wallkill correctional facilities were placed on the Financial Management System which provides increased management control of the Division's activities. Implementation of the system is to be completed sometime in 1978.

Expansion of the Industries program was begun with a snow fence shop established at Coxsackie and plans for additional shops there and at Camp Adirondack and Fishkill. Several new products were introduced including filing cabinets, outdoor fireplace grills and contemporary desks.

A project to streamline product lines in an effort to upgrade production was undertaken, and work began on a new series of product catalogs reflecting an up-to-date approach to marketing.

This year also saw completion of the foundry at Elmira, an industries building and new sign shop at Albion, and refurbishing of the shops at Clinton.

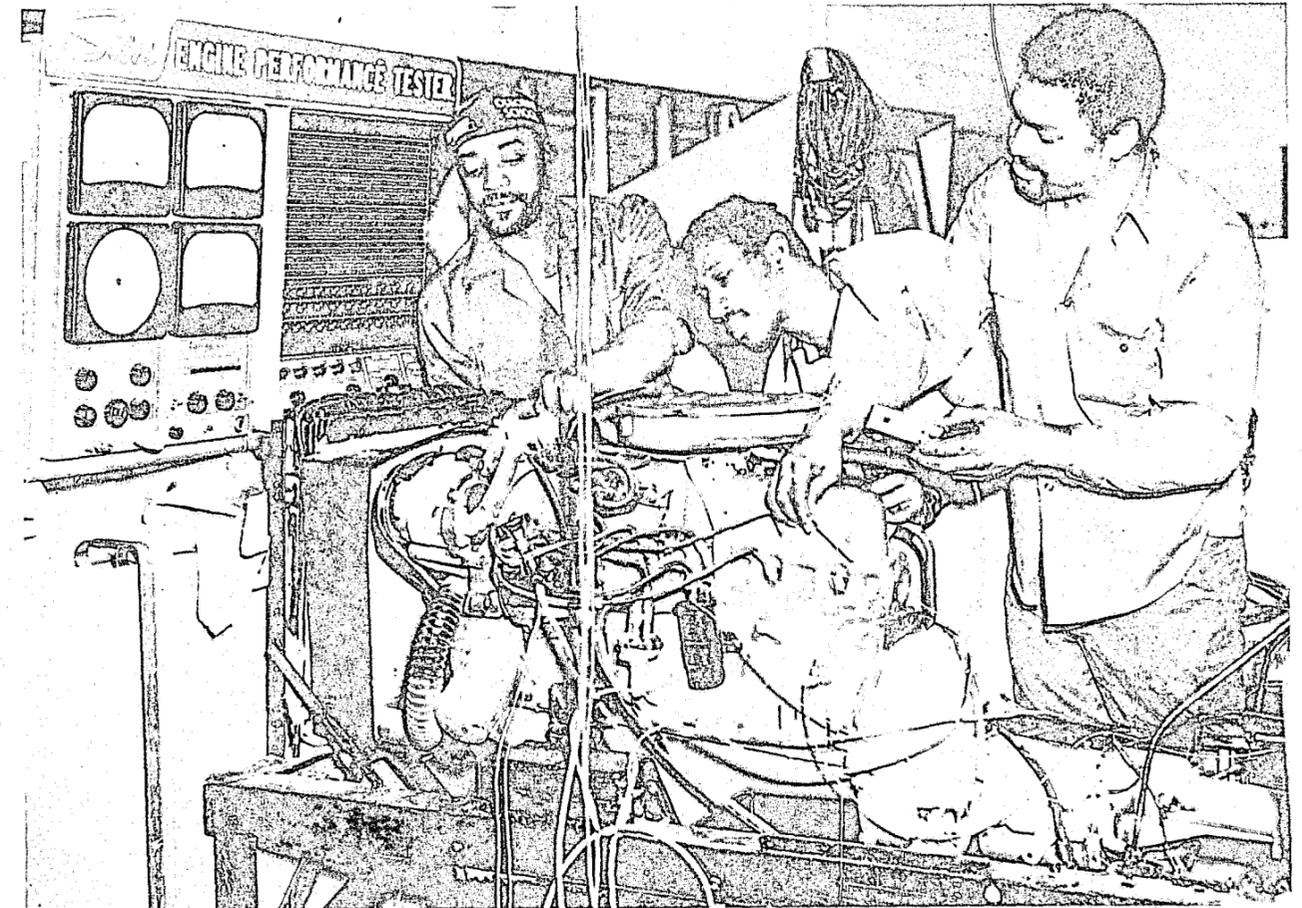
Recreation

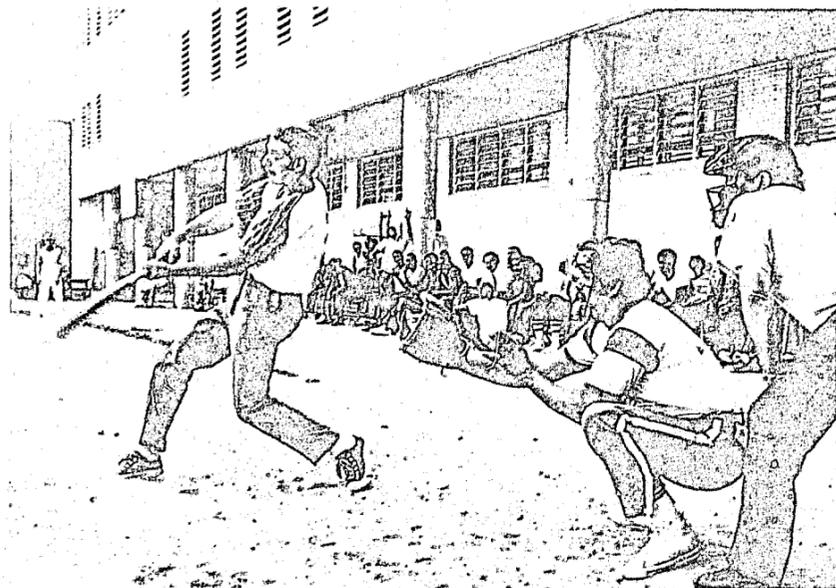
Recreational activities have proved valuable as a means of releasing tensions and stimulating cooperation among inmates.

The second annual football game between an inmate team and the New York City Police Department was held April 23 at Lincoln High School in Brooklyn. Although the inmates lost, 35-0, spirits were high and the Department received much positive publicity.

For the first time, inmates from one facility were permitted to travel to other state facilities to compete in

Inmates learn the functions of an engine tester in the vocational auto shop at Auburn.





The Fishkill inmate softball team goes to bat against a team from the New York City Police Department's Hispanic Society.

softball games. The concept was well received, not only by the players but by the inmates who viewed the games.

Fishkill's state softball team also went into the community to play teams including the Hispanic Society of the New York City Police Department and the Poughkeepsie Police Department. Community softball teams also came into the facilities, providing another form of entertainment for the inmate population.

It is hoped to provide similar opportunities in basketball. Currently, community teams do play against state teams in the correctional facilities.

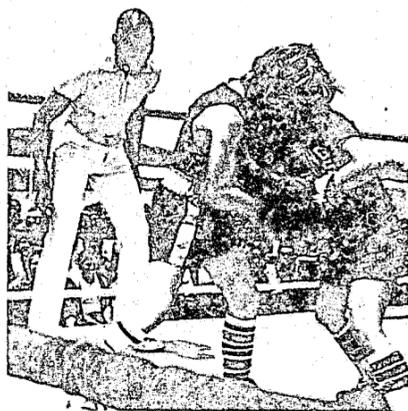
The Department sponsored several boxing shows at various facilities including Green Haven, Arthur Kill, Great Meadow, Attica and Mt. McGregor, with AAU (American Athletic Union) boxers donating their time.

A boxing program has been developed at Green Haven and it is hoped to develop additional programs in several other facilities. Once the programs are fully developed, the Department hopes to enter a State

team in the Golden Gloves Competition in New York City.

Instructional physical education classes are being expanded throughout the facilities, primarily for those

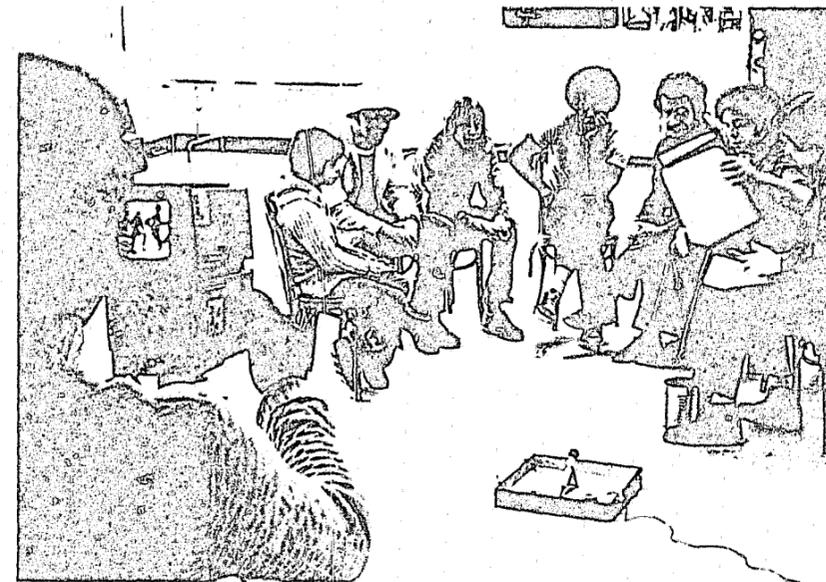
Recreation Specialist Rantly Sandy referees a bout between visiting youngsters during a boxing exhibition at Great Meadow Correctional Facility. Boxers from several A.A.U. clubs throughout the state have gone to a number of the state's prisons to put on shows for the inmates.



individuals who are not athletically inclined.

To direct these activities, the Department created the positions of statewide Coordinator and Assistant Coordinator of Recreation.

A ceramics class at Arthur Kill Correctional Facility gives an inmate a chance to develop his artistic talents.



Members of Fishkill's Jaycees Chapter tell Poughkeepsie youth about prison life as part of a Youthful Assistance Program developed by the inmates. The program is aimed at preventing youthful crime.

correctional facilities to assist inmates in a number of self-development programs. Through Volunteer Services, inmates have been able to participate actively in their own rehabilitative, community preparation. Through membership in facility-based inmate organizations, inmates are able to assist in the planning and development of service and fund-raising projects. Guidelines for the operation of inmate organizations, which number approximately 100, have been expanded. Several innovative projects such as the sale of photographs and greeting cards have been carried out by such inmate chapters as the Jaycees and NAACP (National Association for the Advancement of Colored People) at several locations.

Statewide, Volunteer Services fostered several new programs during 1977, ranging from courses in the basics of personal financial management to creative writing and courses in graphic arts.

Literacy Volunteers

In an attempt to reduce the extremely high rate of illiteracy among the Department's inmate population, the Literacy Volunteer Tutoring Program has recruited and trained more than 1,000 inmate and community volunteer tutors during the past year.

These volunteers, after completing an eighteen hour Tutor Training Workshop, are assigned students by the Vista Volunteers who coordinate the program at the facility level. The Vista Volunteers are full time volunteers provided through a grant from the federal Action Agency. After being trained by the project staff of the Department, they are assigned to work in one of the twenty-six facilities which participate in the tutoring program and are responsible for recruiting, training, matching and supervising the volunteers, and for recruiting and testing the students in the program.

Community Involvement

Volunteer Services

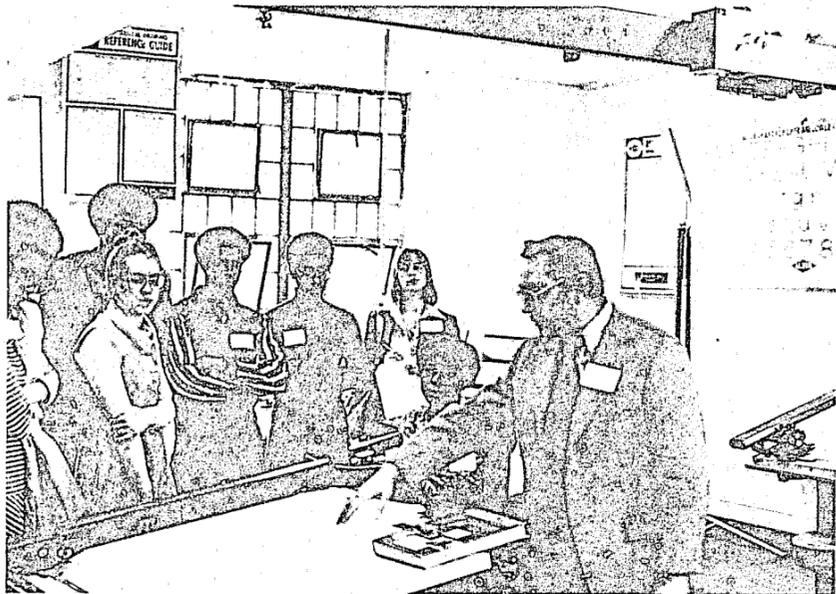
BRIDGING THE GAP to the community and introducing a humanizing, tension reducing factor into the correctional setting has remained the major focus of Volunteer Services. However, every effort has been made in the past year to explore avenues by which the fiscal benefits of the Volunteer Service Program can be accentuated. For example, contacts with business and industry, major banks and foundations, combined with a formalized procedure for receipt of donated goods, resulted in contributions of

equipment, clothing, books, entertainment, and, in several cases, the commitment on the part of major resources to provide inmates with training which would lead to employment on the outside.

Inmates joined with volunteers in 1977 in the planning and implementation of volunteer service programs in education, vocational training, counseling, recreation and the arts, as well as a variety of special events. Participation of inmates' families in facility celebrations was emphasized.

There was increased interest on the part of ex-offenders in re-entering

A drafting instructor explains the course to visitors and inmates during a conference sponsored by the Pre-Release Center at Taconic Correctional Facility. Involvement of community groups is an essential part of preparing inmates for release.



Since the Literacy Volunteer Tutoring Program began in June 1974, more than 4,000 inmates have been involved as tutors and students, and 500 community volunteers have been trained as tutors.

Pre-Release Centers

Every month, hundreds of inmates are released from New York State correctional facilities and are immediately confronted with resocialization problems in the area of employment, housing, family relationships and general reorientation to the society from which they have been separated. The transitional period, generally the first 90 days following release, is the most vulnerable time for ex-offender recidivism.

The idea for a structured program to prepare inmates for the problems they will face when they are released originated in 1972 at Green Haven Correctional Facility. Since then, pre-release centers have been set up at 17 correctional facilities to provide ser-

vices to inmates within 90 days of their parole hearings, conditional release dates or maximum expiration dates.

In December, 1977, the Department initiated a state-wide, mandatory Pre-Release program, to be headquartered



The staff coordinator discusses a problem with the resident (inmate) staff of the Bedford Hills Pre-Release Center. Peer counseling is an important part of the pre-release concept.

at the new Downstate Correctional Facility when it opens in July 1978.

Significant community participation will be encouraged to link the inmate to the resources needed for him to successfully re-establish himself in his community. When the consolidated pre-release program is fully implemented, every inmate being released will spend 90 days in the program.

In addition, plans for Pre-Release (Separation) facilities are being studied for the Central and Western areas of the State and a Community Coordinator for Pre-Release Resources has been named.

Temporary Release

Closely linked with the pre-release concept are the Temporary Release programs, which are designed to ease the reintegration of inmates into community life on a gradual, controlled basis through home visits, and through employment, education and training outside the institution.

Even at its maximum capacity, however, temporary release served only a fraction of the inmate population.

With the tighter eligibility requirements mandated by the Legislature in 1977, the number of participants was sharply reduced.

During the year 1977, the New York State Department of Correctional Services released 7,500 inmates to the community. The projected release figure for 1978 is approximately 8,500.

The Department, cognizant of the dual concerns of community safety and the re-entry needs of the various classifications of inmates, has proposed a new direction in Temporary Release programming for New York State.

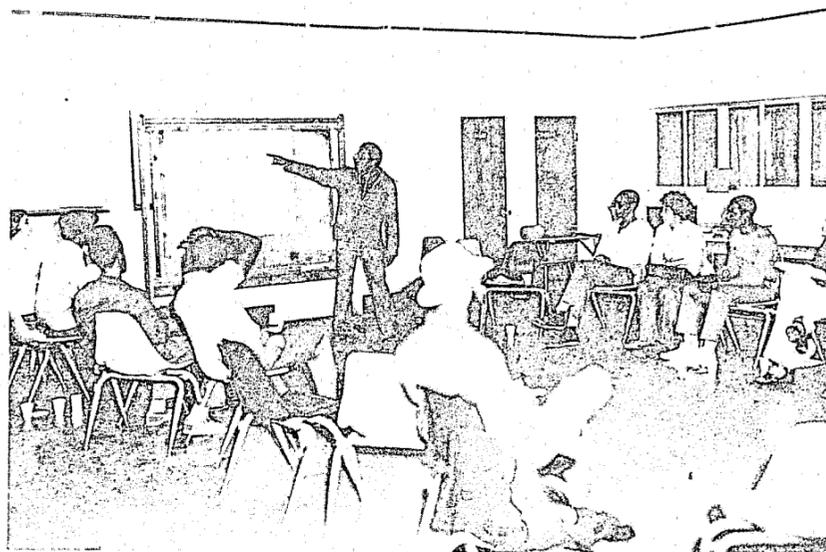
The proposal calls for the recognition of three distinct types of pre-release services.

Institutional Leave would encompass facility-based selection, using objective standards, for furloughs, community service, emergency/medical and institutional work/educational leave.

Separation Centers would provide intensive pre-release services ultimately to all inmates within three to six months of release at specifically designated general confinement facili-



A college professor and former freedom rider illustrates a point during an Alternatives to Violence workshop at Auburn Correctional Facility. Many outside groups and individuals volunteer their services to help inmates deal with their problems.



ties. Existing community facilities would be used as complementary community separation facilities for an individual's final sixty days.

Community Correctional Centers would provide limited community-based work release, education release and restitution programs, with participants selected according to objective criteria.

The Department strongly believes that the risk to community safety is minimized by the provision of well-managed transitional services for all classifications of inmates.

Family Programs

Many professionals in the field of Criminal Justice believe that using the family as a treatment agent in the incarceration process is one of the true forces in lowering recidivism rates. The Department believes the Family Reunion and Family Visiting programs are beneficial to the inmates, their families and the facility staff who work with inmates on a regular basis.

The Family Reunion Program, begun at the Wallkill Correctional Facility in June 1976, has been expanded. The Wallkill site now accommodates 10 Woodbourne inmates per month in addition to the 10 Wallkill inmates who participate each week.

Mobile homes have been set up to accommodate nine inmates per week at Attica, and six inmates per week at Bedford Hills.

Security staff at correctional facilities where the program has been in operation report a seeming lessening of tension and a reduction in misbehavior. This aspect is being isolated for research.

The Family Visiting Program which provides transportation to selected facilities for families of inmates who have limited ability to furnish their own transportation, has been expanded to accommodate approximately 50 percent more inmates at the same operating costs.

The program has been placed under the Division of Ministerial Services in an effort to provide a continuum of

programs that utilize the family unit as an integral part of the treatment process.

Community Service Workers

The Department's Community Service Workers, part of the Division of Ministerial Services, are considered to be a vital link in the continuum of family related programs. Although they focus primarily on assisting inmate families, at the request of inmates, in resolving many varied problems, community service workers also provide other services, among them:

- Assisting with job placement at the request of various community groups.
- Participating in the screening process for the Family Reunion Program by meeting with the inmates' families in their homes.
- Working as bus coordinators in the Family Visiting Program and taking responsibility for the administrative work sheets required for each trip.

Advisory Boards

In cooperation with the Director of Camps, the Community Relations Unit assisted camp superintendents in establishing Community Advisory Boards and setting up guidelines for the boards. These include:

- Monthly meetings with the Superintendents.
- Identifying and setting priorities for community service projects for campmen.
- Involvement with security notification procedures in the event of a walkaway.
- Identification of community resources.

Advisory boards at the Department's newest facilities — Mid-Orange, Otisville and Hudson — have provided valuable input and liaison with the communities.

A Bedford Hills inmate plays Santa Claus for children visiting their mother at the state's major correctional facility for women. Inmate volunteers care for children in facility's new Sesame Street room to give grown-ups a chance to talk.



Parole Services

DURING 1977, preparations were underway for the separation of the Division of parole from the Department of Correctional Services with which it had been merged in 1971. Effective January 1, 1978, The Division of Parole and the Board of Parole again became part of the Executive Department under which they had operated from 1930 to 1971.

The primary goal of the Division is to help offenders released from State and local institutions to adjust to community life while community protection is ensured through effective supervision.

Under the 1977 legislation, the Chairman of the Board of Parole is the chief executive officer of the Division of Parole. He is authorized to hire Hearing Officers who shall conduct final revocation hearings and make dispositional recommendations to the Board of Parole.

Among other provisions are that:

- The Minimum Period of Imprisonment (M.P.I.) must be fixed within 120 days of the arrival of an inmate in a State correctional facility, or as soon as practicable.
- The Board shall establish and promulgate written guidelines for its use in making M.P.I. determinations and release decisions.
- The M.P.I. guidelines will establish minimum incarceration ranges which shall be based primarily on the seriousness of the offense and the inmate's prior criminal record.
- The release guidelines shall consider the inmate's institutional ad-

justment and his program participation.

— The Board shall develop an appeal mechanism which will provide inmates with access to the Board to contest any Board M.P.I., release or final revocation determination.

Administration

The Administration program is designed to ensure that services provided those persons subject to the Parole Board's authority are consistent with good management practices, and that individual parolee rights as specified in the statute are protected. This effort continues to demand research and evaluation of policies and programs as they are affected by statutory revisions and court decisions.

The Chairman assigns, directs and coordinates all activities of the Division and determines administrative policy. Staff services to assist the Chairman include training, personnel, research, fiscal and legal activities. The Executive Clemency unit has responsibility for initial investigations and surveillance activities in particularly sensitive cases.

Field Parole Services

The major portion of the Division's resources is directed toward field activities involving either investigations of inmate's eligibility for parole or the actual supervision of the parolee once parole has been granted. These functions are carried out by parole officers located in area offices in New York City, Albany, Binghamton, Buf-

falo, Canton, Elmira, Hempstead, Poughkeepsie, Rochester, Syracuse and Utica.

The Division supervises inmates participating in temporary release programs pursuant to a contractual arrangement with the Department of Correctional Services. Also included in field services is oversight responsibility for the Experimental Community Treatment for Early Parole Program. This activity enables selected offenders to experience community-based programming in Parole Resource Centers prior to their technical release on parole.

Institutional Parole Services

A separate bureau of institutional services with the Division is responsible for preparing reports and other data to facilitate the exercise of Board decisions with respect to release and conditional release. Institution casework is carried out by parole officers in the Department of Correctional Services facilities at 29 locations.

The Division's program of rehabilitating offenders begins when the inmate is committed to a correctional institution. The staff of the Division assigned to institution casework starts developing a comprehensive history of the inmate shortly after his arrival. The inmate's social record is augmented by information and evaluations obtained from periodic interviews, reports from parole field investigators, and information received from Correctional Services personnel.

Prior to an inmate's appearance before the Board of Parole, the facility parole officer prepares a summary report for presentation to the Parole Board to aid in its determination of an offender's readiness for parole.

Similar records are prepared for inmates who did not receive a court-imposed minimum period of imprisonment and therefore must appear before the Board of Parole for a hearing to determine the M.P.I.

NEW YORK STATE DIVISION OF PAROLE

1450 Western Avenue
Albany, New York 12203
457-5944

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Director of Parole Field Operations
Assistant Director of Parole Field Operations
Director of Institutional Parole Services
Director of Research, Evaluation and Planning**

**Edward Elwin
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Administrative Officer — **Leo Edelsberg**
Asst. Area Directors: **Marea Boyd — Robert Hallinan (Acting)**
Supervising Parole Officers: **Anthony DaSilva, John Hart,
Delmos McCall, Arthur Mensing, Santo Nappi,
Ethel Posner, Henri Raffalli, Herbert Rothman**
Acting Director (ECTFEP): **Gennaro Savastano**

Albany	1092 Madison Ave.
Buffalo	125 Main St.
Canton	49 Main St.
Elmira	382 W. Church St.
Hempstead	167 N. Franklin St.
Poughkeepsie	82 Washington St.
Rochester	75 Clinton Ave., N.
Syracuse	333 E. Washington St.
Interstate Bureau	1450 Western Ave., Albany

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