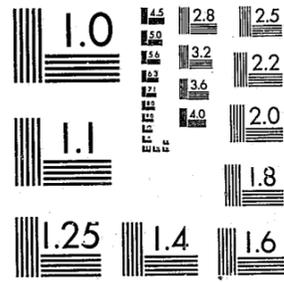


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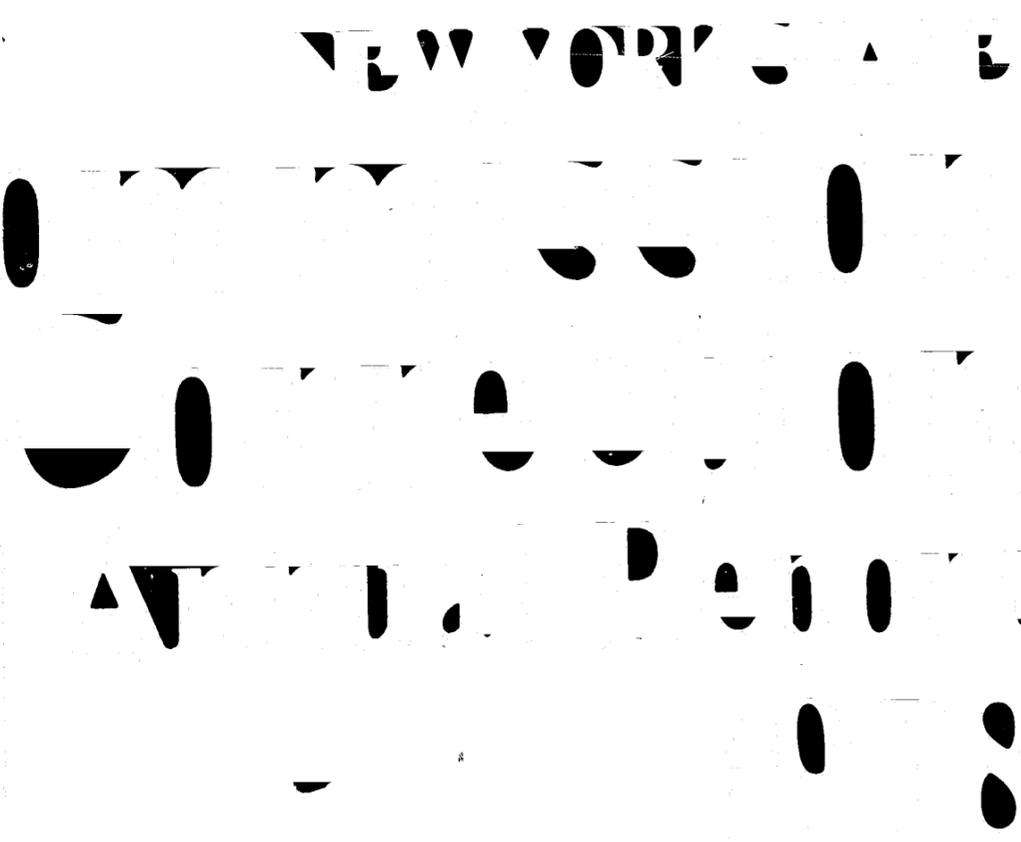
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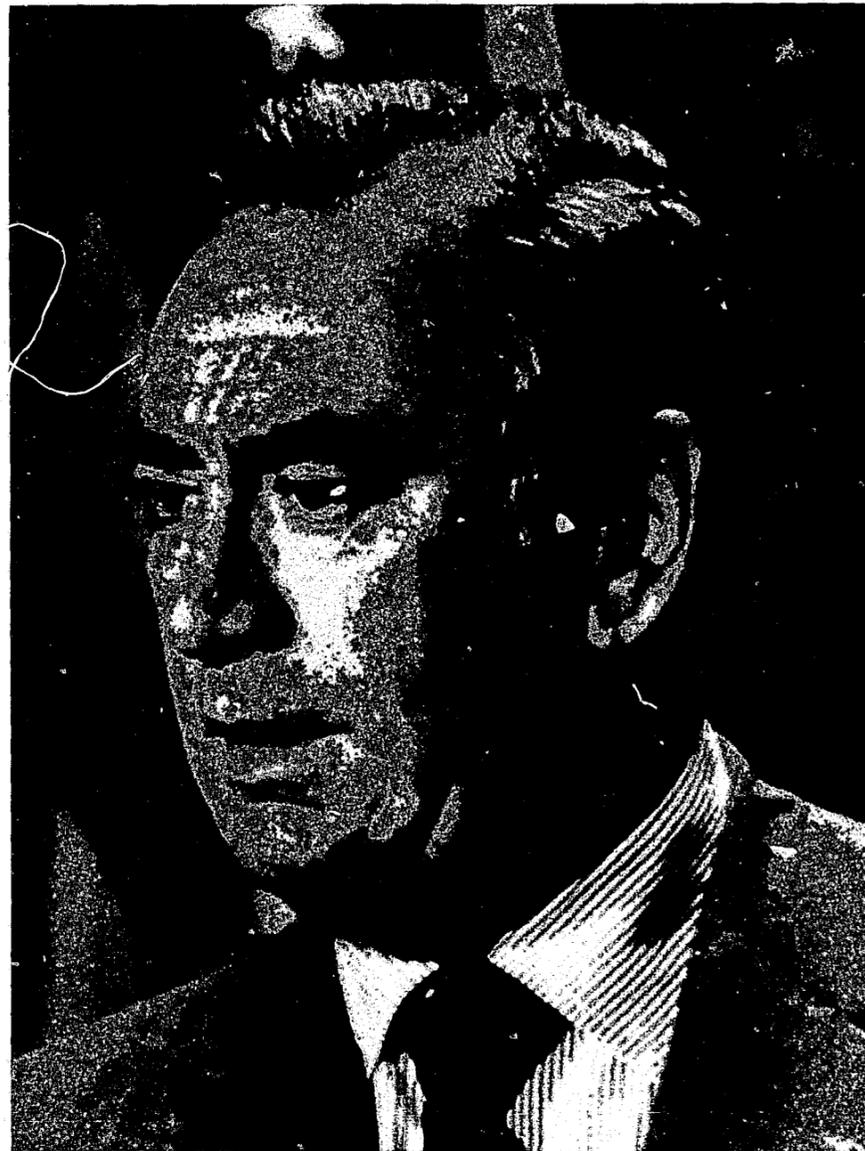
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*State of New York, Hugh L. Carey, Governor*



# NEW YORK STATE Commission of Correction Annual Report 1978

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Stephen Chinlund, *Chairman*



Dorothy Wadsworth, *Commissioner*



Joseph Wasser, *Commissioner*

## MESSAGE

To the People of the State of New York

There has been vigorous public debate for the last hundred years regarding the realistic potential of prisons. No nation has been more full of hoping and shifting plans than America, as we have pursued ways of solving through incarceration the vexing problem of crime.

Even today there is a public expectation that correctional institutions will indeed fulfill their name and correct offenders including even those who are confined for a very short period of time.

It is important to emphasize the fact that there is a great variety of inmates. Each is an individual and has his own special background and set of choices which finally has led him to the problems with the law resulting in his incarceration. Any plan, designed to improve the correctional system must take into account the extraordinary individuality of those who are confined.

On the other hand the public does have a right to expect that imprisonment will be helpful to some inmates. There is no question that it has been helpful for some in the past. It is even clearer that prison experience has been harmful to many. Some who were on the border-line of life have decided as a result of their prison experience that they were indeed outlaws and that they must then continue with their lives of crime.

It is not realistic for the public to expect that everyone who is incarcerated may, even under the best of circumstances, be released more inclined to live a responsible life,

to consider his choices carefully and to think better of himself than he was when he was first confined. The mystery of human freedom is too deep to permit unchecked optimism to distort the planning that is necessary for an effective correctional system. The impossibility of succeeding with all must not, on the other hand, prohibit the necessity for effective planning for some.

The Commission of Correction reaffirms the four central purposes of incarceration described in the law:

- Those who are confined are **incapacitated** during the time of their confinement from the commission of further crime;
- There is some **deterrent** factor in that continued incarceration of some offenders undoubtedly does lead others to avoid the choices which involve the breaking of the law;
- **Rehabilitation** is a choice for some, perhaps many. They may take advantage of the opportunities offered in prison to change their attitudes, improve their skills and effectively prepare for the resumption of life in the outside community.
- To deprive individuals of their freedom; in this there is a dimension of **punishment**. Even a strict, clean, disciplined and efficiently run correctional facility is experienced as punishment by those who are locked inside of it.

## STATE COMMISSION OF CORRECTION

Stephen Chinlund, Chairman  
Dorothy Wadsworth, Commissioner  
Joseph Wasser, Commissioner

The Commission of Correction, restructured by the Legislature in 1975, consists of three members each of whom are appointed by the Governor for specific terms of office. One Commissioner serves as Chairman while each of the other two Commissioners serves respectively as Chairperson of the Citizens' Policy and Complaint Review Council and Chairperson of the Medical Review Board. Stephen Chinlund is Chairman of the Commission, appointed by Governor Carey in 1976. Commissioner Wadsworth was appointed in 1975 as Chairperson of the Council and in this position has overall responsibility for the Commission's policy formulation function. Commissioner Wasser was appointed as Chairman of the Medical Review Board in 1976, and is responsible for the evaluation and monitoring of medical and psychiatric services to correctional facilities. The Medical Review Board is also responsible for the investigation of all deaths in correctional facilities. These investigations are conducted by the Medical Bureau which consists of a team of trained medical evaluators for which Commissioner Wasser has direct responsibility.

Although the members work closely on a day-to-day basis, formal meetings of the Commission are held monthly. The Commission has held additional meetings depending on circumstances.

The Commission employed a staff of approximately 57 and in 1978 had a State Purposes operating budget of \$1,110,000. Federal funds in 1978 to support special projects of the Commission amounted to \$417,500.

This structure, in addition to the authority given the Commission in the Legislative mandate, makes it the sole agency with statewide responsibility:

- to assure the humane treatment of prisoners and detainees;
- to facilitate the operations and programs in correctional facilities;
- to review the operations and programs within the criminal justice system as other segments of that system affect corrections.

## CITIZENS' POLICY AND COMPLAINT REVIEW COUNCIL

Commissioner Dorothy Wadsworth  
Chairperson

### MEMBERS

Mr. Robert Geiger  
Elmira, N.Y.  
(Term ended 12/31/77; resigned 4/15/78)

Mr. J. Kenneth Jackson  
Middle Village, N.Y.

Ms. Lillian Mateo  
Sunnyside, N.Y.

Ms. Loretta Moore  
Syracuse, N.Y.  
(Nominated May, 1978 to an unexpired  
term ending 12/31/78;  
resigned 10/20/78)

Dr. Nicholas F. Troisi  
Plattsburgh, N.Y.

Mrs. Janet Welch  
Pittsford, N.Y.

Mr. Peter Yellin  
Binghamton, N.Y.  
(Nominated 3/31/78 for a term ending 12/31/82)

Aware of the need for increased public participation in correctional facility review and evaluation, the Legislature established the Council in 1975 as a seven-member body to be appointed by the Governor with consent of the Senate. The legislation specifically stipulates that at least one citizen member be a licensed attorney and that one be an ex-offender. Members have full investigatory and access authority with respect to locally operated facilities. The members of the Council are obligated by law to foster and promote research and study in areas of correctional policy and program development.

Monthly meetings of the Council were held in various counties across the State. The Council is convinced that the effort required to meet in communities around the State is a productive and a needed commitment. There is no substitute for on-site visits and thoughtful consultation with local officials when consideration is being given to local problems. Because the Council is charged with advising the Commission in developing policy and plans for improving local correctional systems, this consultative process has been very valuable.

Accomplishments in 1978 include:

- Held monthly meetings in Albany, New York City, Binghamton, Rochester, Buffalo and Elmira;

- Met jointly with Correction Committee of New York State Sheriff's Association;
- Met with representatives of New York State Sentencing Commission and forwarded pertinent materials for their consideration;
- Met with representatives of Monroe County Judicial Process Commission to discuss development of local alternatives to incarceration;
- Met with representatives of Nassau County Legal Aid Society who were attempting to obtain foundation funding;
- Met with representatives of New York City Department of Correction to understand and assist during implementation of citywide grievance procedure grant;
- Adopted policy statement about Regional Jail concept;
- Adopted resolution opposing use of Olympic Village as site for Federal Juvenile Prison;
- Developed information paper about legal basis for use of alternatives to incarceration;
- Developed legislation to revise classification system;
- Developed with Commission and Local Review Bureau, procedure for CPCRC review of inmate grievances referred to Albany office;

- Developed, published and distributed 1978 Annual Report;
- Reviewed and re-affirmed Goals and Objectives adopted in 1977;
- Reviewed and accepted monthly reports of Local Review Bureau, Construction Review Bureau, New York City Review Bureau and Medical Review Bureau;
- Reviewed on a quarterly basis, the budget and expenditures of Commission staff and grant personnel;
- Reviewed Commission priorities for DCJS funding;
- Worked with Fredonia State University College and DCJS to obtain grant for Niagara County Employment Skills project;
- Worked with New York State Library system to coordinate improvement of library services to inmates;
- Attended Eastern Regional Citizens Advisory and Ombudsman Conference in Harrisburg, Pa;
- Attended modified hostage negotiation program provided by staff of training academy;
- Attended Life's Program at Rahway State Prison, Rahway, New Jersey;
- Attended meetings of Sheriffs Advisory Council in several counties;

- Observed and represented Commission of Correction at in-service training programs at local facilities;
- Observed and participated in programs at New York State Correctional Training Academy;
- Received notice that the New York State Education Department had accredited the Training Academy programs and advised all county jail staffs of this accreditation.

In its second operational year, Council members visited many local facilities — about 200 visits in all. These visits are the vehicle for CPCRC members to hear and experience the problems associated with the operation of county jails and penitentiaries as well as concerns and grievances of inmates. Members are acutely aware of the problems which arise when sheriffs are charged with responsibilities for jail operations, and county legislators are charged with budget responsibilities.

The Commission of Correction — and especially the Citizens' Council, are unique entities. They have been entrusted with parallel responsibility for monitoring a large, diverse correction system and conducting research and planning for future improvements or modifications. The Council has worked hard to support and encourage both objectives and will, in 1979, continue its endeavors.

## CORRECTION MEDICAL REVIEW BOARD

Commissioner Joseph Wasser  
Chairman

### BOARD MEMBERS

Michael Baden, M.D., New York City  
Phyllis Harrison-Ross, M.D., New York City  
Catherine Finch-Collins, R.N., Buffalo  
Andrew Lawler, Attorney, New York City

The Board Members are appointed as follows:

- (1) Physician/Certified Forensic Pathologist
- (1) Physician/Certified Forensic Psychiatrist
- (1) Registered Nurse/Health Systems Agency Council
- (1) Attorney

The Board is mandated by law to investigate all deaths in detention and correctional facilities within the State and to make recommendations for improving health care delivery to all confined pre-trial detainees and sentenced offenders.

The Medical Review Bureau, under the direct supervision of Commissioner Joseph Wasser, assists the Board in fulfilling its responsibilities. The Bureau provides the Medical Review Board and the Commission with staff expert in determining the circumstances surrounding the deaths of inmates, in evaluating health care delivery to inmates, and in assisting the Board in development of plans and projects to improve correctional health care on a statewide basis. The Bureau is also responsible for making inquiries and taking substantive action on inmate complaints and grievances relating to health care. The Medical Review Bureau's range of operation includes all correctional facilities operated by the Department of Correctional Services, local correctional facilities under Sheriff's Department jurisdiction, police lock-ups, and all facilities operated by the New York City Department of Correction. In 1978, 73 inmate fatalities were investigated in these various jurisdictions. The 1978 inmate fatality figure represents the second consecutive year in which preventable inmate mortality was significantly reduced.

Of the 73 reported inmate deaths in 1978, 32 occurred in State Correctional Facilities, 16 in county jails, 9 in police lock-ups and 16 in the New York City Correctional System. A total of 36 (49%) of these deaths resulted from a variety of natural causes. An additional 29 (39%) of these deaths were the result of suicide. The remaining 8 deaths were caused by other factors such as accidents.

In addition to fatality investigations, the Medical Review Bureau conducts in-depth evaluations of health care delivery at state and local correction facilities. In 1978, 15 such evaluations were performed and reported with recommendations to the Commission and Medical Review Board.

The Medical Review Bureau received and acted upon 335 inmate complaints concerning health care in 1978, and processed final appeals in 12 health care grievances.

While the Medical Review Bureau and the Medical Review Board find it imperative to deal with the pressing issues of preventable mortality and complaints concerning health care, the broader mandate to develop plans and projects to improve health services is of primary importance, affecting both mortality and complaint volume.

The Technical Assistance Coordinator of the Medical Review Board provides such assistance to state and local correctional facilities. Deficiencies in health services delivery found during the course of fatality investigations and health services evaluations are referred to the Technical Assistance Coordinator. Information obtained during field visits to problem facilities and surrounding communities results in development of a facility profile which identifies particular problems affecting health care and the resources available to respond to these problems. A plan is then developed and executed which is tailored to the special needs of the facility with the objective of solution of specific, tangible problems affecting health care. Extensive use of local community resources is made as well as a range of consultant services available to the Medical Review Bureau.

Technical Assistance efforts in 1978 focused primarily upon improvement of mental health services for incarcerated individuals. Suicide is a leading cause of death in the correctional system, currently accounting for 39% of all inmate deaths. County jails and state correctional facilities have become catchments for mentally disturbed individuals, posing a threat to the health, safety and security of inmate populations and correctional personnel.

Based upon fatality investigations, health service evaluations and Medical Review Board recommendations, the Technical Assistance Coordinator planned and executed 7 Regional Forensic Mental Health Seminars in 1978. Correction officers, correctional administrators, police, probation and mental health officials from 31 local jurisdictions participated in these projects. The objectives of these intensive programs were to improve the ability of officers to recognize, handle and refer persons with mental health problems, as well as to integrate correctional, mental health, judicial and other agencies for the purpose of addressing this mutual problem.

In addition to these direct services, the Medical Review Bureau rendered vital technical assistance by promoting and fostering the development of Regional Forensic Mental Health Services to jails, most notably the Western New York Regional Forensic Unit and expansion of the Hutchings Forensic Unit serving Central New York.

During 1978, the Medical Review Bureau evaluated the Psychiatric Satellite Program at state correctional facilities and worked in cooperation with the Office of Mental Health in developing improved training and funding resources for this program.

## IMPROVEMENT OF CORRECTIONAL FACILITIES

The Commission of Correction is mandated to monitor, evaluate and provide technical assistance to the four correctional systems in the State:

- State prisons;
- County Jails and penitentiaries;
- New York City correctional facilities; and
- Town and city lockups.

In fulfilling this responsibility, the Commission is staffed with trained specialists who visit all correctional facilities in New York State and report their findings and recommendations to the Commission. After considering these reports and recommendations, the Commission may take action

During 1978, it was discovered that correctional medical care systems reflected a lack of clear written policies and procedures, deficient medical record keeping systems, and poor communications between facility units and community health care facilities. Significant improvements in all of these areas were made during 1978 in ten local correctional facilities through applied technical assistance. The Medical Review Bureau has been successful in assisting local jurisdictions in applying for grants to upgrade medical services and has become an effective liaison between local correctional administrations and federal and state funding sources for this purpose.

Medical Review Bureau staff experience has shown that the program of thorough evaluation of health services followed by technical assistance efforts to remedy deficiencies is enthusiastically received by facility administrators. Preventable mortality and potential liability for inadequate health care delivery systems appears to be among the primary concerns of these administrators.

Through the collection of data, investigation of fatalities, evaluation of health services, and applied technical assistance, the Medical Review Bureau and Medical Review Board develop an overview of health services delivery in the correctional system and aid facility administrators in the improvement of those services.

deemed appropriate to improve conditions at a correctional facility. This action may take the form of a meeting with the sheriff and other county officials, or in the case of a State prison, with the superintendent and official of the Department of Correctional Services. In New York City, Commission members meet with the superintendent of the facility, Department of Correction and New York City officials.

Where the Commission feels that conditions are not improving, the Commission may issue directives, hold hearings or order a facility closed. Closing a facility is considered the last step and the Commission does not take such measures unless the facility is considered unsanitary or unsafe for habitation.

## LOCAL CORRECTIONAL FACILITIES

The Commissions Local Correctional Facility Review Bureau monitors and evaluates the 57 county jails and 3 pens primarily for compliance with minimum standards promulgated by the Commission.

A facility evaluation includes review of facility policies, procedures and practices, analysis of staffing as it relates to security and programs, administrative organization, the physical structure, and compliance with standards and recommendations for improved facility functioning. Evaluations include information generated by the investigations of unusual incidents such as assaults, escapes, etc. Interviews are conducted with facility administrators, staff, inmates, county officials, and related public and private agencies.

The county jail is the first point of contact for persons with the correctional system. A survey for the President's Commission on Law Enforcement and Administration of Justice emphasizes that it is in these facilities that the greatest potential for rehabilitation exists. Local Jails have a less dramatic impact on the general public and are less known than the larger State institutions. They are often neglected by local governments and provided with only minimal services and facilities. Correctional services on a local level are often fragmented among law enforcement, the judiciary, probation, parole, mental hygiene health and social services. The local jail is a part of a collection of these relatively autonomous programs and service delivery is uncoordinated.

The Commission continues its efforts to actualize its goals of improving the operations and programs in correctional facilities in the system and to insure the humane treatment of all persons confined within the institutions.

Sufficient manpower is crucial to the proper operation of any facility. In an effort to insure appropriate staffing, the Commission with the cooperation of sheriffs and jail administrators is conducting studies of staffing in all local correctional facilities. These studies include a review of staffing patterns, assignments, and scheduling as they relate to the overall operations of the facility.

In some cases we find a serious shortage of manpower though other facilities need little or no additions. The Commission recognizes the fact that the local tax base is already overburdened and counties cannot easily afford the additional staffing called for in some of these studies. However, these studies provide the base for immediate action wherever possible and the opportunities for sheriffs and legislatures to make plans in their budget for additional staffing in the future.

This has been a year of an increased awareness on the part of correctional officials, legislators and citizens of the need to improve conditions at correctional facilities. Antiquated and unsafe physical plants plague many officials responsible for the operations of correctional facilities. Overcrowding complicated by staffing shortages and lack of programs for inmates led to unrest and crisis situations in a number of facilities during 1977. Increased demands on the tax base make it difficult for correctional officials to obtain funding needed to improve facilities.

In spite of these problems there has been encouraging movement to improve facilities and to introduce programs for inmates.

Considerable improvements have been made on the local level. Technical Assistance provided by the Commission's facility review staff has been a major factor in this area. Although the basic responsibility of Local Review staff is to evaluate each facility for compliance with the Commission's minimum standards review staff has been effective in assisting local officials in developing programs in counseling, education, vocational training and recreation. In several counties the Commission and community volunteers have assisted jail administrators in providing tutorial, recreational, counseling and special vocational programs. Local libraries and the state library network have been most helpful in providing much needed services to jails. Following is a list of examples of county facilities which have made special progress during 1978.

**CAYUGA COUNTY JAIL**  
 10 Court St.  
 P.O. Box 612, Auburn 13021  
*Sheriff Robert C. Sponable*

Capacity - 62

The establishment of offender aid and restoration (O.A.R.) program within the jail.  
 The establishment of high school equivalency program and obtaining certification as a testing site.  
 The establishment and expansion of the facility's library.  
 The establishment and furnishing of the jail classroom.  
 The creation of a new position of jail sergeant within the department.  
 The establishment of a jail garden project.  
 The jail's indoor recreation area established and utilized when no female housing is required.  
 The participation in the N.Y.S. Commission of Correction's Technical Assistance Grant Program.  
 Sponsoring a training seminar regarding jail suicide prevention.

Allowing inmates to paint and hold instructional art classes for other inmates.  
 Providing correction officers training in firefighting methods.  
 The acquisition of a new freezer in conjunction with the jail garden project.  
 The establishment of a formal inmate grievance procedure.  
 The establishment of formal disciplinary procedures and an adjustment committee.  
 The revision of the facility's rules and regulations in order to standardize inmate disciplinary conduct.  
 The establishment of an inmate telephone program.  
 The acquisition of cable television for inmate use.  
 The acquisition of floor logs and electrical time recording devices.  
 Providing religious counseling and services.

**CORTLAND COUNTY JAIL**  
 54 Greenbush St.  
 Cortland 13045  
*Sheriff Duane M. Whiteman*

Capacity - 23

As a result of the Commission's manpower study, nearly all the required positions have been filled.  
 Revamping of the disciplinary procedures for improvement whereby an adjustment committee was appointed and proper procedures were initiated and followed in order to establish a code of conduct for the inmate population.  
 The establishment of formal inmate complaint procedures.  
 Sponsoring a suicide prevention seminar.  
 Commitment seminar conducted at the Cortland-Madison B.O.C.E.S. Building.  
 Provision of mail receptacles throughout housing blocks.  
 Conducting an all day seminar regarding firefighting procedures and the use of Scott Air-Paks.

The installation of the watchman's clock and key stations and the subsequent purchase of the new electric time recording devices.  
 Installation of newly acquired exit signs.  
 The acquisition of new shower curtains which were specially made for the male and female showers to afford them privacy.  
 Alterations and renovations made to kitchen.  
 The reassessment and improvement in the recordkeeping procedures regarding the security and supervision minimum standard.  
 The installation of a standpipe system and fire alarm/detection system.

**DUTCHESS COUNTY JAIL**  
 150 N. Hamilton St.  
 Poughkeepsie 12601  
*Sheriff Fred Scoralick*

Capacity - 116

Expanded mental health services through the county agencies.  
 Expanded educational programs.  
 Offered in-service training for officers.  
 Published standard operating procedures for officers and rules and regulations for inmates.  
 Established an in-door recreation room to include weights and ping pong.  
 Established an inmate complaint procedure.  
 Assigned an officer to implement programs at the facility.  
 Created an orientation program in which each individual

inmate upon admittance to the facility is given a set of rules and regulations and explained how the facility is run and what is expected of him and what he can expect from the facility.

Enlarged commissary store with increased availability of food stuffs for the inmates.

Expand the hours and room for library, for male and female inmates.

The facility has improved to the point where it now functions properly, due to the administrative commitment of staff. The only major problem remaining at the facility is the physical plant which must be replaced or renovated.

**FRANKLIN COUNTY JAIL**  
 3 Brewster St.  
 Malone 12953  
*Sheriff Percy C. Lyons*

Capacity - 52

This small facility was built in 1880 and renovated in 1924, and has limited space for recreation and other physical activities. The sheriff has taken the initiative to bring community involvement within the facility and currently has the following programs:  
 adult education twice a week;

high school equivalency program;  
 library services - service by Malone Public Library; and  
 counseling by the North Country Community College.

The facility had a boiler room that was not in use, an area approximately 20 x 20 feet, which has been renovated and made into a limited recreation and programs area.

**MONROE COUNTY JAIL**  
 99 Exchange St.  
 Rochester 14614  
*Sheriff William M. Lombard & Superintendent Robert Stanwick*

Capacity - 287

Academics - Daily classroom attendance and individual tutoring offered.  
 Emphasis on basic skills (grammar, reading, math). High School Equivalency Testing is available on regular basis.  
 A.A. meetings held weekly.

Art Classes - volunteer weekly program.  
 Volunteer program teaching the process of decision-making, composed of a series of groups and individual training sessions.  
 Dance - volunteer female program.

Drug counseling.

Weekly full-length movies.

Furlough program — 78 applicants of which 52 were approved.

125 tours were conducted, giving 3,021 outside persons exposure to the jail's activities.

Library privileges available to all inmates on a regularly scheduled basis coordinated by the Rochester Public Library.

Live entertainment by outside groups periodically.

Phone call program permitting weekly phone calls to family and friends.

Vocational training programs including plumbing, wood-working, air conditioning and refrigeration, electrical wiring and needle trades.

Work Release Program had 61 participants.

#### Annual Training

2,282	hours regular and supervisory training
1,200	hours basic officers training
480	hours supervised shakedown
760	hours on-the-job training

### SUFFOLK COUNTY JAIL

1 Center Drive  
Riverhead 11901

*Sheriff John Finnerty*

Capacity — 316

In August of 1978, Suffolk County Jail had a disturbance in which correction officers walked off the job over conditions at the facility. The Commission responded to the disturbance and assisted in resolving the problems at the facility between union and administrative personnel. After the crisis was over, Commission staff completed a manpower analysis and an organizational study of the facility. The outcome of these studies, showing staff shortages, was made known to the Sheriff who had long held the same view. Since that time, the Sheriff had improved the administrative structure of the facility and had won approval for the hiring of additional staff. The application of

sound correctional procedures has improved the overall operation of the facility. The fact that the facility was short personnel was one of the factors contributing to the strike. Since the problem has been corrected and proper staffing patterns are in effect at the facility, tensions have been reduced between officers, inmates, and civilian staff. Improvement has been reflected in reduced numbers of assaults and attempted suicides.

These are clear examples of what can be done at a facility at minimum cost. While major plant improvements and additional manpower present sizeable costs, many program improvements can be made at little additional cost.

### TOMPKINS COUNTY JAIL

125 E. Court St.  
Ithaca 14850

*Sheriff Robert L. Howard*

Capacity — 36

Efforts by the Sheriff and his staff have resulted in a variety of inmate programs which are currently operational:

mental health counseling;

Alpha House outreach;

Alcohol treatment program;

pre-G.E.D. and G.E.D. class;

Work release; school release;

Juvenile law classes;

Offender aid and restoration;

formal arts class;

movies;

formal church services; Bible study;

cassette music program;

leather crafts; and

library membership and order program.

These programs, drawing in part on community services, have had a positive impact on the inmate population and have reduced inmate tension and frustration. Further plans are being made to institute a job training program.

## LOCKUPS

The Commission has been concerned over the long-standing need for monitoring local lockups. It is estimated that there are a total of approximately 425 local lockups throughout New York State. Of this total, there are approximately 75 police precinct lockups within the New York City area and over 200 city, town and village lockups throughout the rest of the State and about 150 court detention pens within both New York City, and upstate areas. These numbers constantly change as small lockups open and close. For the year 1977, local lockup facilities forwarding population data to the New York State Commission of Correction reported that approximately 287,000 persons had been detained in these facilities. Of this total figure, approximately 200,000 were housed in the New York City area and the remaining 87,000 were housed in upstate area local lockups.

A local lockup is defined as a local detention facility where:

... individuals 16 years of age or older, are temporarily detained while awaiting disposition of their cases in the lower courts, e.g., before arraignment in court, or for a brief period after arraignment or sentence while awaiting transfer to another detention facility such as a county jail or penitentiary.

The length of stay in local lockups is often of short duration ( seldom exceeding 48 hours), and there is a great deal of variation in the kinds of facilities used as lockups.

Comprehensive statewide knowledge about the current conditions within local lockups is lacking and generally unavailable. This severely hampers any attempts to correct statewide common problems, within lockups.

The local lockup experience for most detainees represents their first contact with the corrections sphere of the criminal justice system. As such, the intensity of such an experience for a detainee can result in very high emotional distress. Many individuals find themselves left alone in the lockup to ponder an unsure future alone. Even the most minor charge, such as disorderly conduct, can leave the prisoner feeling uncertain and abandoned. In addition, if family or friends are absent for support or understanding at this time, the prisoner feels yet further rejection. Suicides and attempted suicides are therefore most common during the first hours or days of confinement.

Security and supervision in the typical local lockup facility is of concern. Usually the lone police officer in charge

of the local lockup must often respond to police-related operations which often necessitates his leaving detainees in an unsupervised detention area for sometimes extended periods of time. Other than supervisory checks of detainees, there is little or no further extended contact between detainees and staff.

From a physical/environmental point of view, local lockup facilities are often wire mesh cages with wooden benches or contain single cells equipped with a toilet, sink and bunk in an area separate and apart from police functions. The physical structure often acts as an additional stress-builder and danger to a detainee as most suffer from inadequate locking systems, plumbing, etc. Some contain badly deteriorating cell areas which often provide a prisoner easy access to loose material with which to harm him/herself. Porcelain sanitary fixtures are most always to be found which create a further hazard if a newly arrested detainee chooses to vent frustrations through physical violence. Broken and shattered porcelain and serious injuries may be the result. A review of recent unusual incidents reported by local lockups (not including New York City) to the Commission of Correction revealed that 64% of such incidents usually involve attempted suicides, self-inflicted injuries and/or destruction of property.

A further concern involves the area of fire safety. Few local lockups are designed or well-equipped to deal with such an emergency in an effective and safe manner.

There is need for the Commission of Correction to evaluate, and help upgrade New York State's local lockup detention system by providing technical assistance. If positive changes are achieved at this first link within the corrections network, the benefits will, in turn, improve our entire New York State Criminal Justice system.

To address these issues, the Commission developed a proposal to provide for a comprehensive evaluation of lockup detention within New York State for the purpose of identifying significant common problems within such detention facilities that are in need of rectification to enable the Commission of Correction to develop a statewide plan for problem resolution within lockups. Throughout the duration of the project, lockup facilities which are visited will be provided with technical assistance, to assist in their improvement and eliminate serious deficiencies.

This project was approved by the Division of Criminal Justice Services and staff was hired in November 1978. A full report of this project will be available by December 1979.

## STATE FACILITIES

In August, 1978, Governor Hugh L. Carey named Richard Hongisto as Acting Commissioner of the New York State Department of Correctional Services. He served the remainder of the year continuing into 1979, and sought to bring stability to a system which had seen considerable change over the past turbulent eight years.

This decade has already experienced the leadership of four Commissioners (the conclusion of the tenure of Paul D. McGinnis, Russell Oswald 1970-72, Peter Preiser 1972-74, and Benjamin Ward 1975-78.)

The Department, during this period, instituted increased program opportunities, contact visits, family visits, changed the officers' uniforms and stopped the censorship of mail. These and other reforms occurred partly under pressure from the courts.

However, as the year ended, progress was needed in the following areas:

1. Reorganization of Central Office for improved efficiency.
2. Improved training at all levels, especially supervisors.
3. Reduction of overtime.
4. Career ladders for Correction Officers.
5. More meaningful and improved programs for inmates.

Monitoring and evaluating the 33 State facilities with the population of over 21,000 inmates is a sizeable task for the Commission. The Commission approaches this responsibility by regularly scheduled visits by the review specialists to each of the State facilities. Circumstances of special situations may necessitate additional visits to facilities and on occasion a team of specialists have spent as much as a full week at facilities for comprehensive evaluations.

The review specialists develop "superintendent letters" which identify the deficiencies and problems noted and include recommendations. These letters are sent to the superintendent and the Central Office with the 30-day time frame in which to reply. This system has not only helped identify problems at specific institutions, but gives the Commission an overview of all facilities and identifies those problems which are systemic to the Department as a whole. Based on the breadth of responsibilities and limited staff, the Commission is directing its attention to the systemic issues within State operated facilities in an effort to upgrade services and programs systemwide. At the same time the Commission will continue to address problems specific to particular facilities.

The Commission has observed firsthand the operation of the Correction Emergency Response Team (CERT) developed by the Department. These are specially trained staff who are brought to a facility as a team in the event of a crisis to provide necessary additional security. These CERT teams in the opinion of the Commission have worked well and are an essential ingredient in providing the necessary additional security.

The Commission having identified the need for additional training to improve the Department's grievance coordinators, assisted the Department in obtaining the grant from the American Arbitration Association to provide this essential training. This has been an important factor in upgrading the grievance mechanism in the State facilities.

The Commission continues to be concerned about population capacities at State facilities, and will attempt next year to undertake a study of populations and capacities in State facilities. This information is essential not only from the point of view of day-to-day operations, but for future planning of facilities in the Department.

## TEMPORARY RELEASE

The Legislature amended the "Temporary Release programs for State correctional institutions" statute on July 29, 1977, and required the Commission of Correction to submit an evaluation of the program by March 1, 1978. A report was submitted containing an assessment of the program and recommendations for its improvement.

The Commission came to the following conclusions:

1. The program is functioning at minimal capacity;
2. Policy changes can be made which would improve the likelihood of success of inmates after completion of the program;
3. The Commission can approve of the worth of the concept of work release. The program has not been sufficiently well developed to judge its true utility for New York State;
4. The process and procedures should be simplified to serve the interests of the citizens of the State of New York, the staff of the Department of Correctional Services, and the inmates.

The following legislative changes were recommended:

- **Furlough and Release Program Legislation Separated**  
It is imperative that the furlough program be separated from the other release programs. The most realistic

method of accomplishing this is by development of two separate bills, designed to become two separate, permanent statutes.

- **Delete Requirement For Commissioner Review**  
Legislative provisions requiring personal review by the Commissioner of the Department of Correctional Services or other specifically designated officers of the Department should be deleted.

- **Redefinition of Eligibility Requirements in Statute**  
The Commission recommends redefinition of the eligibility requirements in the statute to limit participation in long term release programs to a maximum of three months.

Current restrictions on eligibility of prisoners based on the nature of the crime should be deleted from the statute. The Department should establish firm and readily understood criteria for admission to each program. These criteria should reflect standards developed through an objective scoring system. The criteria must be firm and not subject to revision due to rising population or other pressures.

The current screening mechanism coupled with the statutory eligibility requirements appear to result in a pool of inmates who are least likely to succeed in graduated release status.

## THE NETWORK PROGRAM

The powers and duties of the Commission of Correction include advising and assisting the Governor "in developing policies, plans and programs for improving the administration of correctional facilities and the delivery of services therein". Ninety-five percent of all incarcerants are released from prison at some time. The average length of incarceration in New York State is approximately two years. Individuals who have experienced difficulty living in society and who have been removed from society must have the opportunity to learn socialization skills which will enable them to live successfully in the community. For this reason, the Network Plan was developed.

The Network Program is a comprehensive model for establishing a positive environment for human development of individual and social responsibility, effective communication and decision-making skills. Participation in the program is voluntary for both incarcerants and staff. Anyone who is willing to make a commitment to the principles and life-style of the program is eligible to participate. The methods used within the program are applicable to a variety of individuals with specific behavioral or psychological problems, nor are there any ethnic or religious requirements for membership.

The program is designed to operate within maximum, medium and minimum security correctional facilities and to continue with participants after release in a follow up phase. Central to the Network design is the establishment of a positive culture within the prison setting. For a variety of reasons, the prison environment often continues to support antisocial values and/or negative patterns of behavior which are self-defeating for individuals living or working within the environment.

Group process is the core of the program. Staff and participants work together to establish an alternative environment within the prison which supports positive development and an atmosphere of mutual confrontation of behaviors which are destructive to individuals and the life of the program. In order to establish the positive culture, staff have been thoroughly trained in program methodology. A group of participants live together as a community on a tier or in a dormitory area to establish the alternative environment.

The program does not require the hiring of additional facility staff but intends to maximize the use of existing staff and facility resources. Staff required to operate the program include one unit manager and the same number of security staff as it usually assigned to the number of participants involved. A team of consultants with training and background in the methodology conduct initial orientations and a training program for all staff and are assigned to the facilities to serve as role models, trainers and consultants to the staff in the program. Although the trainers are primarily consultants to staff of the Network Program, eventually the program will itself serve as an in-service training program for other facility staff in supervisory and program management skills.

The program combines effective, behavioral, cognitive, and social approaches to intervention. Community meetings, seminars, discussion groups, individual and group counseling, decision making and communication training as well as a planned program of physical and leisure activities are some of the vehicles through which program philosophy is transmitted. Each participant makes an individual behavioral contract when entering the program and partici-

pates in a 30 day orientation program during which the participant and staff have time to assess the strengths, and weaknesses of the contract. In addition to identifying specific behavioral changes the individual wishes to make, the contract includes a plan for vocational and educational training or work assignments appropriate for the individual. If the participant decides to remain in program, modifications are made in the contract as needed. Ongoing evaluations of individuals and program methods will be conducted at regular intervals to provide direction and objective feedback to staff and participants.

All participants in the Network Program are eligible to participate in vocational, educational or work programs in the facility. Network participants will not receive special privileges because of program membership. Although the group lives together in order to establish the positive culture and to be able to operate program activities without disruption by non-participants, they continue to have meals, recreation and visiting with the general population.

All of the methods used in Network are taught to participants who are encouraged to take increasing responsibility for program activities as their level of skill and interest increases. Staff supervise and direct program activities, but the development of a peer support system for positive growth is crucial for the program and participants to thrive. Participants are evaluated primarily for their ability to be responsible for themselves and individual duties. As they develop further, they will be expected to accept more responsibility for the Network Program.

As individuals are released from prison, they will be eligible to participate in a post-release follow-up Network Program. One focus of the institutional programs is to involve participants with staff in designing a Network support

system to facilitate participants reintegration into their families and home communities. Families of Network participants can also be involved in this phase and will work with staff and participants to structure a viable community program.

Participants who wish to continue in the follow-up phase will be responsible for creating Network environments in settings mutually agreeable to themselves, their family participants, and the agencies directly involved with the ex-offenders. Trainers will assist participants and families in the development of the Network home community program which will be consistent with the philosophy of the facility program. Family members can participate in this phase of the program prior to the incarcerants return in addition to attending family meetings with participants in the facilities. Those who participate in the follow-up phase will also be involved in providing feedback to the facility program in the planning for program activities which will prepare individuals for release.

The New York State Commission of Correction sought funding to provide the training, evaluation and materials necessary to implement a demonstration project within the correctional system and in the follow-up phase. The Department of Correctional Services has expressed commitment to the project and a willingness to establish the program within those facilities which elected to participate. Since the program does not require the addition of staff positions to operate, there should be no increased cost to the Department or to the facilities involved in the project. The Department allows staff who choose to be involved in establishing the environment, to participate in training sessions both within the facility and in outside sessions especially designed for the Network Program.

## NEW YORK CITY FACILITIES

One of the major correctional systems in the nation is that of the New York City Department of Correction with a daily inmate population of well over 6,000 inmates passing through a court system which has approximately 250,000 arrests per year. Problems in the correctional system in New York City are similar to those of other correctional systems, but are compounded by the enormity of the system with manpower shortages, inadequate programs, overcrowding, court appearances and fiscal crises.

This was the first year of the new administration, and Mayor Edward Koch made it clear in his first months in office that he was committed to improving the impoverished prisons of the City. To assist him in dealing with this system he appointed William Ciuros as Commissioner of the New York City Department of Correction and he with the help of the Mayor, has provided the strong leadership to reduce overtime and dramatically reduce the number of escapes. He has been able to increase staff and improve some of the physical plants.

A major problem for the City has been the overcrowding in the House of Detention for Men on Rikers Island. While the Commission and the City agreed to a maximum capacity of 1,200, population this year has been well above this figure. The City has made every effort to maintain the population at 1,200, however, the heavy backlog of convicted prisoners waiting to go to State prisons has made it impossible to keep the population at the agreed level. On the other side of the coin with over 21,000 inmates, the State Department of Correctional Services is itself overcrowded and will not have the required bed space until the new Downstate Facility is opened next year.

Much of the plan for the City system depends on the impending assumption by the State of part of the space on Rikers Island. The State needs more space closer to the City of New York and the Mayor and Commissioner Ciuros are anxious to decentralize the huge facility on Rikers Island. Under the initiative of Deputy Mayor Herb Sturz discussions have started exploring the mutually beneficial temporary division of the Island with the State eventually taking over the entire Island.

The Commission's New York City staff continue to visit the following facilities on a regularly scheduled basis concentrating primarily on specific areas such as fire safety, sanitation, counselling, etc.

Anna M. Kross Center  
New York City House of Detention for Men  
New York City Correctional Institute for Men  
Adolescent Reception & Detention Center  
Rikers Island Mental Health Center

New York City Correctional Institute for Women  
Juvenile Offender Detention Center  
Bronx House of Detention for Men  
Brooklyn House of Detention for Men  
Queens House of Detention for Men  
Mel's Plaza  
Court Pens

The reports of these visits are sent in the form of a letter to the facility director and department outlining deficiencies and making appropriate recommendations. These are then followed up in discussions with the Department and Superintendent to see what can be done to correct the deficiencies.

Through the Commission's Lockup Grant, attention will be given to the police lockups in the City of New York and a system will be established whereby the New York City office can continue monitoring of these facilities and provide the technical assistance for their improvement.

Population figures for the City correctional system present an interesting overview of that system and are helpful in understanding some of the problems. On December 31, 1978, the total number of inmates in all correctional institutions in the City was 6,286. Of that number 6,066 were male and 220 were females. On that same date there were 4,405 inmates awaiting disposition or transfers. At that same time there were 1,781 cases in custody of which 1,689 were males and 92 were females.

The court detention facilities handled 428,707 cases in 1978. Police officers brought in 249,967 arrest cases and there were 6,794 direct commitments from the court.

The number of arrest cases remanded to the custody of the Department from all counties was 45,181. The rate of arrest cases brought in for arraignment and subsequently remanded to the Department was 18.1%. The number of cases transferred from various institutions of the Department for appearances in court were 171,946. This clearly demonstrated the heavy volume of inmates being transported throughout the City from institution to institution or institution to court.

The number of first admissions to detention institutions and prison wards was 46,205 males and 5,050 females. The sentence institutions received 14,632 first admissions of which 11,812 were male and 2,820 female. The number of inmates released from all institutions was 25,038 as compared to 59,678 in 1977. The average daily sentence population decreased from 2,614 in 1977 to 2,214 in 1978. The detention population in 1977 was 4,420 and in 1978 went up slightly to 4,460.

## GRIEVANCES, COMPLAINTS, UNUSUAL INCIDENTS

Three of the many indices of life inside a correctional facility observed by the Commission are grievances, complaints and unusual incidents. These are brought to the attention of the Commission through letters or a systematic reporting procedure.

**Inmate Grievances:** In a well run correctional facility there is a formal way for inmates to register their grievances. This mechanism relieves tension within a facility in several ways:

- It means that there is a built in time of decompression for an angry inmate, instead of insisting upon a resolution of his grievance immediately, he is able to calm down, state his case in a formal way and wait for the first step of the process, confident that he will in fact get a fair hearing.
- There is some consistency of judgment. Rather than insist on the correctness of the individual judgments of various correction officers and deputy sheriffs, there can be a standardized way of responding to different complaints.
- The administration of the facility is able to monitor the number and area of complaints so that they may assess the strengths and weaknesses of their own operation in a more effective manner.
- Officers working in the facility experience less stress when they have the grievance mechanism to fall back on. They are not expected to respond immediately to a grievance, but rather to be able to refer it to the process of grievance hearing and judgment.
- The Commission of Correction and other monitoring bodies are able to assess more effectively the effectiveness of facility management. In doing so, such monitoring bodies must take into account the possibility that a low number of grievances may reflect inadequate reporting procedures or repressive actions on the part of administration. Conversely a high number of reported grievances may indicate that even minor matters are being handled through the grievance machinery and that there is encouragement on the part of administration to manage grievances in this fashion.

Recognizing the need to upgrade inmate grievance mechanism in local correctional facilities, the Commission applied for funding of a Grievance Mechanism project. This project was approved by the Crime Control Planning Board in December of 1977. The purpose of the project is to develop a statewide grievance mechanism which could be used by county correctional facilities.

**Inmate Complaints:** The Commission of Correction and other citizen groups receive letters directly from inmates, from their families and other interested individuals. These letters sometimes complain about practices and procedures inside correctional facilities. It is difficult to assess the seriousness of many of the complaints. However, when taken in context of the other indications of the health of a facility, such complaints can be crucially important. They are therefore read with care and considered as part of the total facility picture.

**Unusual Incidents:** There is a variety of standards for the description of unusual incidents. Generally, however, the incident reports describe events which either have led or could have led to injuries on the part of staff or inmates. They are reported along with some indication of corrective action if any is needed or indicated.

By carefully analyzing and monitoring these indices, the Commission is able to identify and address the systemic problems inherent in a facility.

One of the major issues being reported through this system is assaults:

### Assaults:

One of the most consistent preoccupations of both staff and inmates in any correctional facility is their personal physical safety. There is good reason for this preoccupation because of the frequency of assaults during 1978. There is no indication that assaults increased during that period over previous years. It is difficult to document this belief due to the unevenness of reporting in previous years. However, there have been sufficient assaults for the Commission to recognize the problem as a significant one.

The two major categories of assault are of course inmate on inmate and inmate on officer. There are from time to time indications that there may have been an inappropriate or excessive use of force by officers on inmates. Where those allegations are made the Commission has investigated and will continue to do so. In some cases those investigations have led to disciplinary action or have corroborated disciplinary action which was already taken.

One of the most vexing problems facing the Commission is the adequate investigation of this type of complaint. There is no question that some inmates allege assault when it did not in fact take place.

In other cases inmates allege assault because they honestly believe that an assault has taken place because of

their sensitivity to mistreatment of any kind. Under these circumstances it is possible for them to see an incident as an assault which an officer would quite honestly see as being an absolutely minimal physical contact.

There are still other situations in which inmates allege assault, when in fact an assault took place, perhaps a serious one. If the inmate is the only witness of that assault the officer may simply state contrary descriptions of the event. Even where there is considerable prior history on each side indicating that the inmate is not assaultive and that the officer has been the target of previous similar allegations, it is not possible to establish beyond a shadow of a doubt. If

such a standard may be drawn fairly, then tensions within a correctional facility may be even further reduced.

Developing such a procedure will be undertaken with a view to maintaining our commitment to fairness. The Commission is not set up either as prosecution or defense in any assault situation; rather it is set up to investigate and to make its own honest judgment about the facts on the basis of such evidence as is available. Since the Commission does not itself administer discipline or bring criminal charges it must then forward its recommendations to the appropriate administrative or law enforcement body. We have done so on numerous occasions in the past and will continue to do so.

## CONSTRUCTION OF CORRECTIONAL FACILITIES

Because a correctional building itself greatly determines the constraints on capacity of population and adequacy of security and order and because the unifying characteristic is that most correctional jurisdictions in New York State have problems, the State Commission of Correction places a high priority on the physical plants within the system.

Most correctional facilities were built at a time when the overly strict containment/retribution philosophies were prevalent and provisions for sufficient space were not made. Following is a list of county jails and the year constructed. It is interesting to note that only six new facilities have been built since 1967. In order to complement and give impetus to efforts to upgrade the standards and delivery of program services in correctional facilities, the State Commission of Correction is cognizant of the many implications that substantive changes will have upon the existing physical facilities. Nevertheless, in many instances, it has been found that a refurbishment or new construction program must be initiated in order that the facility's objectives can be realized: To serve as a humane shelter, as an adequate plant, and as a corrections system.

Construction of new facilities is a major undertaking for any jurisdiction, whether it be a county, the City of New York or the State of New York. Careful and thoughtful planning by all interests is essential because not only are the initial planning and building costs high, but the costs of

continued staffing and operation over the years have increased considerably and will probably continue to increase. Too often facilities become obsolete a few years after they are opened. Careful consideration must be given to issues such as jail population trends, alternatives to incarceration, lengths of stay, rehabilitation program needs within facilities and regionalization of correctional facilities. The Commission will continue to monitor construction and renovation of correctional facilities and will take the steps necessary to ensure that needs are met on the basis of sound planning, costs are kept within reason and only essential facilities are constructed.

Facility	Year Constructed
<b>Category I – Capacity 201 &amp; Over</b>	
Albany County Jail & Pen.	1931
Erie County Holding Center	1939
Erie County Corr. Facility	1922
Monroe County Jail	1972
Nassau County Jail	1957
Onondaga County Jail	1964
Onondaga County Pen.	1890–1901
Suffolk County Jail	1969
Westchester County Jail (Men)	1932
Westchester County Pen.	1916

### Category II – Capacity 101–200

Dutchess County Jail	1932
Niagara County Jail	1960
Oneida County Jail	1965
Orange County Jail	1962
Sullivan County Jail	1894–58
Ulster County Jail	1973

### Category III – Capacity 51–100

Broome County Jail	1939
Cattaraugus County Jail	1968
Cayuga County Jail	1960
Chautauqua County Jail	1939–75
Chemung County Jail	1941
Clinton County Jail	1957
Columbia County Jail	1916
Franklin County Jail	1882
Jefferson County Jail	1909
Montgomery County Jail	1913
Ontario County Jail	1961
Orleans County Jail	1971
Oswego County Jail	1909
Rensselaer County Jail	1912
Rockland County Jail	1928–76
Saratoga County Jail	1969
Schenectady County Jail	1913
Steuben County Jail	1932
Warren County Jail	1964
Westchester County Jail (Women)	1967

### Category IV – Capacity 50 & Under

Allegany County Jail	1976
Broome Co. Jail Barracks	1926
Chenango County Jail	1902
Columbia County Jail	1916
Cortland County Jail	1929
Delaware County Jail	1885
Essex County Jail	1910
Fulton County Jail	1772
Genesee County Jail	1903
Greene County Jail	1908
Hamilton County Jail	1940
Herkimer County Jail	1977
Lewis County Jail	1864
Livingston County Jail	1886
Madison County Jail	1908
Otsego County Jail	1876
Putnam County Jail	1907
Schoharie County Jail	1936
Schuyler County Jail	1955
Seneca County Jail	1914
St. Lawrence County Jail	1898
Tioga County Jail	1902
Tompkins County Jail	1933
Washington County Jail	1906
Wayne County Jail	1960
Wyoming County Jail	1902
Yates County Jail	1976

### Construction Projects Reviewed by the Commission During the Year 1978.

#### COUNTY DETENTION/CORRECTIONAL FACILITIES

<b>Albany County Jail and Penitentiary at Colonie</b>
On-going evaluation of construction and renovation program
Electrical Service and Fixture Replacement
<b>Broome County Jail Barracks at Binghamton</b>
Proposed Alterations to Shower Areas
Proposed Design Scheme for Renovations
<b>Chemung County Jail at Elmira</b>
Evaluation of Physical Plant

<b>Chenango County Jail at Norwich</b>
Fire Escape Stairs
Inspection of New Visitation and Activity Area
<b>Clinton County Jail at Plattsburgh</b>
General Assessment of Physical Plant
<b>Columbia County Jail at Hudson</b>
New Outdoor Activity Yards
Fire Escape Stairs
Fire Detection System
Indoor Recreational Areas

**CITY, TOWN AND VILLAGE SHORT-TERM FACILITIES**

**Amityville Municipal Building**  
New Lighting and Sanitary Fixtures

**Village of Carthage Police Department**  
Proposed Short-Term Holding Area

**Village of Depew Police Station**  
Proposed New Detention Area

**Glens Falls Police Headquarters**  
General Renovations

**Gloversville City Hall Police Department**  
New Detention Area

**Irondequoit Town Police Department**  
Evaluation of Police Detention Facilities

**Mount Kisco Police Department**  
Renovation of Detention Area

**Village of Lyons Police Department**  
Proposed New Detention Area

**NYC POLICE DEPARTMENT FACILITIES**

84th Precinct Station House-Brooklyn Central Booking Facility

Proposed Short-Term Holding Cell

**Brooklyn Criminal Court Building**  
Alterations to Basement Detention Area

**STATE DEPARTMENT OF CORRECTIONAL SERVICES FACILITIES**

Downstate Correctional Facility at Fishkill  
Inspection of New Construction

**OTHER STATE AGENCIES**

Empire State Plaza - Albany  
Capital Police Short-Term Holding Facility

**Cortland County Jail at Cortland**  
Proposed Life Safety Improvements

**Dutchess County Jail at Poughkeepsie**  
New Inmate Lighting

**Erie County Holding Center at Buffalo**  
General Evaluation of Facility  
Expansion of Female Housing  
Proposed Renovation

**Erie County Correctional Facility at Alden**  
Security Modifications

**Essex County Jail at Elizabethtown**  
Ventilation Exhaust Fans  
Improvements to Shower Facilities

**Fulton County Jail at Johnstown**  
Security Modifications

**Genesee County Jail at Batavia**  
Statistical Analysis for Future Construction

**Greene County Jail at Catskill**  
Proposed New addition

**Herkimer County Jail at Herkimer**  
Proposed Closed Circuit T.V. Surveillance System

**Jefferson County Jail at Watertown**  
Review of Present Renovation and Construction

**Monroe County Jail at Rochester**  
Proposed New Women's Facility  
Proposed Women's Facility at City Jail

**Montgomery County Jail at Fonda**  
Fire Safety Improvements  
Proposed Renovation of Administration Areas  
Proposed New Outdoor Recreation Area

**Niagara County Jail at Lockport**  
Extension of Outside Exercise Area

**Oneida County Jail at Oriskany**  
Review of Physical Plant

**Onondaga County Correction Facility at Jamesville**  
General Evaluation of Physical Plant  
Proposed Use of Alternate Facilities  
Proposed Site Locations

**Onondaga County Public Safety Building at Syracuse**  
Security Modifications  
Maintenance Program

**Ontario County Jail at Canandaigua**  
Electrical Modifications

**Orange County Jail at Goshen**  
Proposed Increase in Women's Section  
Proposed Alterations for:  
Visiting Area  
Medical Office  
Mental Health Office

**Orleans County Jail at Albion**  
Transom Covering Plate Installation

**Oswego County Jail at Oswego**  
Alterations for Consultation Area

**Otsego County Jail at Cooperstown**  
Proposed Outdoor Activity Yards

**Putnam County Jail at Carmel**  
Proposed New Facility

**Rensselaer County Jail at Troy**  
Proposed Commissary

**Saratoga County Jail at Ballston Spa**  
Renovation for Dormitory Housing  
Enlarge Outdoor Recreation Area

**St. Lawrence County Jail at Canton**  
Proposed Vacated School for Correctional Center

**Schenectady County Jail at Schenectady**  
Exterior Fence Modifications  
Architectural Program Development  
Proposed Site Location

**Schoharie County Jail at Schoharie**  
Proposed Window Screens

**Ulster County Court House at Kingston**  
Holding Facilities

**Warren County Jail at Lake George**  
Proposed Outdoor Recreation Yard

## TRAINING

The present state of corrections places great demands on the correctional line officer. Today's correction officer continuously faces situations whereby he/she is expected to have expertise in security, counseling, emergency medical care, legal issues, and determining the psychological and emotional problems of inmates. They must be prepared to face these situations. Unfortunately much attention has been given to the individual correction officer in the form of prescribing the kind of person he/she should be rather than a formulation of task-relevant skills which should make correction officers professionally unique. Therefore in some quarters the correction officer must be a discrete person of good character while in others he/she must be a trained social worker, and in some others he/she must be any person of good character who has earned a college degree.

The New York State Commission of Correction training unit has taken steps to formulate task-relevant skills because we know and firmly believe that a correction officer is professionally unique. These task-relevant skills provide the foundation for the Commission's extensive training program.

This nationally renowned program provides all employees of the correctional facilities (recruits, supervisors, etc.) with basic, management, and special seminar training.

The basic training program offers newly appointed officers training in such areas as understanding and dealing with special prisoners (drug offenders, alcoholics, emotionally and psychologically unstable inmates), facility discipline, observation techniques and report writing, the role of the correction officer his/her attitudes between other personnel and inmates, the legal rights of the correction officer and inmate, transportation techniques and first aid procedures, and many other topics which relate to the emerging importance of the officer in the criminal justice process.

In 1978, this curriculum, methods of instruction, and training expertise of Commission trainers received national recognition. The National Institute on Corrections requested and used Commission trainers to:

1. Teach courses to jail administrators from all over the United States at the National Jail Institute in Boulder, Colorado.
2. Develop and implement basic training programs at various jails throughout the United States.
3. Provide individual course instruction at various correctional facilities throughout the United States.

A highly sophisticated internal curriculum and program evaluation system is one reason for the basic programs high standard of excellence.

Commission supervisory programs are none-the-less recognized. The Correctional Management Laboratory prepares correctional administrators and supervisors for the arduous task of managing a correctional facility. It allows the administrators, supervisors, etc. to scrutinize his/her communication style, correctional policy, and management style so that both positive and negative aspects can be identified and dealt with by the individual trained. It's reputation goes beyond the limits of county corrections, and has, in fact, been acclaimed by State and NYC correctional administrators as the best they have attended.

Recognizing that correctional personnel must be prepared for emergency situations in their correctional facilities the Commission's training unit, in their special seminar series, offers a Correctional Hostage Negotiators course which gives specific training to specially selected correction officer trainees on how to negotiate the safe release of hostages held in a correctional facility. It also prepares trainees to handle any facility emergency situation. This particular course has been rated by the FBI as the best correctional hostage negotiators course in the country. As a result of this national ranking, the Commission, in addition to training New York State officers trains officers from such places as the Los Angeles County Sheriff's Department - Jail Division, Tennessee Department of Corrections, Philadelphia Bureau of Prisons, New Jersey Department of Corrections, a number of county jails in Georgia, and others.

To supplement the above training, local in-service programs have been implemented (upon request) at various local jails throughout the state. Commission trainers assist local officials in designing programs which will meet the specific needs of these local jails and correctional facilities.

The concept of in-service training for local correctional personnel is based upon two principles which are:

- A. Reinforcement of elementary skills taught in the two-week Basic Training course held at the State Correctional Services Training Academy at Albany.
- B. Development and implementation of courses designed for the improvement of staff and operational procedures in local jails and correctional facilities.

In addition to developing, implementing and coordinating the above stated programs, Commission trainers must also monitor and evaluate training programs operated by New York State Department of Correctional Services, New York City Department of Corrections, and any county in the state which seeks an exemption from Commission training. Many work days are spent on this aspect of the Commission's training responsibility as mandated by Section 45 Subdivision 9 of the New York State Correction Law.

The Commission's meticulous evaluation process and the implementation of its own training programs are done with a constant dedication to quality training for that professionally unique person in the criminal system - the correction officer.

## LEGISLATION

The Commission prepared two bills to be introduced during the 1978-79 session of the legislature.

The first bill, known as the Classification Bill, was an amendment to the correction law relating to the assignment of persons to housing units in local correctional facilities. The purpose of the legislation is to provide more flexibility in the assignment of prisoners to facility housing units in county jails by vesting administrators of such facilities with the responsibility and discretion to decide, with limited exceptions, where prisoners are to be housed in such institutions. The proposal would also add a clear legislative statement that prisoners may be, in the discretion of the facility administrator, co-mingled during participation in any facility programs or activities. It is also proposed that various outdated or redundant provisions be deleted from the Correction Law to the end of ensuring a uniform legislative statement with respect to the housing of prisoners confined in county jails.

The second piece of legislation was a proposed amendment to the Correction Law in relation to the removal of prisoners in need of mental health care and treatment from county jails to appropriate mental health facilities for treatment. Correction Law §508 serves as the enabling legislation to provide local correctional facility administrators with a mechanism to ensure proper in-hospital treatment

for prisoners committed to county jails who are in need of mental care and treatment. It is accepted that such a mechanism is a vital component in ensuring that individuals confined in county jails have proper mental health services available to them and that the administrators of such facilities have a vehicle by which they can ensure that such prisoners receive necessary and proper treatment regardless of their mental status with respect to any underlying criminal proceeding (e.g., Criminal Procedure Law Article 330 and Article 730). Under the existing statutory framework of Correction Law §508, when prisoners are in need of mental care and treatment and as a result are transferred to facilities operated and maintained by the Department of Mental Hygiene, the county from which such prisoner is transferred is responsible for providing correction officer coverage around the clock. There are two significant problems with this practice:

1. The majority of county correctional facilities in New York State have a limited complement of correction officers, and when the provisions of 508 are invoked for a particular prisoner, the chief administrative officer of such a facility must make available at least three officers in every 24 hour period to provide necessary supervision for prisoners transferred pursuant to 508. These officers must often travel to a

geographically remote mental hygiene facility to provide necessary security. Therefore, the administrations of county correctional facilities have been reluctant to employ the provisions of 508 given the often significant expense which arises and the potential for having a less than sufficient number of officers available within their respective county jails.

2. From a cost effective standpoint, the current provisions of 508 can be wasteful. For example, under the current law, any county who has one or more prisoners confined in a particular mental health facility is obligated to provide a sufficient number of custodial persons around the clock. As a result, at any given time, there may be a prisoner from each of several counties

confined in one mental hygiene facility and each of such counties is obligated to provide officer coverage for their particular prisoner. If the responsibility for providing such custodial services was centralized, the number of officers which would be needed to supervise such prisoners would be significantly decreased with the potential for more uniform security procedures and attendant decreases in the number of officers needed to provide necessary supervision.

The Commission introduced these bills during the 1978-79 session of the legislature and with the support of the CPCRC and the Medical Review Board urged their acceptance. The Commission will continue to support this legislation and encourage support for it.

## APPENDIX

### SHERIFFS OF THE STATE OF NEW YORK

Sheriff John J. McNulty, Jr.  
Albany County

Sheriff Reynard Meacham  
Allegany County

Sheriff John J. Andrews  
Broome County

Sheriff Charles B. Hill  
Cattaraugus County

Sheriff Robert C. Sponable  
Cayuga County

Sheriff John R. Bentley  
Chautauqua County

Sheriff Carl F. Draxler  
Chemung County

Sheriff Joseph J. Benenati, Jr.  
Chenango County

Sheriff Russell J. Trombly  
Clinton County

Sheriff Paul J. Proper, Sr.  
Columbia County

Sheriff Kenneth J. McEvoy  
Cortland County

Sheriff Levon A. Telian  
Delaware County

Sheriff Lawrence M. Quinlan  
Dutchess County

Sheriff Kenneth J. Braun  
Erie County

Sheriff Kenneth E. Goodspeed  
Essex County

Sheriff Percy C. Lyons  
Franklin County

Sheriff Robert M. Wandel  
Fulton County

Sheriff Roy J. Wullich  
Genesee County

Sheriff Joseph M. Pavlak  
Greene County

Sheriff Arthur Parker  
Hamilton County

Sheriff Richard W. Folts  
Herkimer County

Sheriff Alfred P. O'Neill  
Jefferson County

Acting Sheriff Floyd A. Martin  
Lewis County

Sheriff Richard A. Kane  
Livingston County

Sheriff George A. Loomis  
Madison County

Sheriff William M. Lombard  
Monroe County

Sheriff Ronald R. Emery  
Montgomery County

Sheriff Michael P. Seniuk  
Nassau County

Sheriff Anthony J. Vilella  
Niagara County

Sheriff William A. Hasenauer  
Oneida County

Sheriff John C. Dillon  
Onondaga County

Sheriff Gary A. Stewart  
Ontario County

Sheriff Wilbur K. Sherwood  
Orange County

Sheriff Donald White  
Orleans County

Sheriff Raymond A. Miller  
Oswego County

Sheriff Jack R. Nevil  
Otsego County

Sheriff Raynor Weizenecker  
Putnam County

Sheriff Eugene Eaton  
Rensselaer County

Sheriff Raymond A. Lindemann  
Rockland County

Sheriff Ceylon E. Allen  
St. Lawrence County

Sheriff James D. Bowen  
Saratoga County

Sheriff Bernard T. Waldron  
Schenectady County

Sheriff Harvey E. Stoddard  
Schoharie County

Sheriff Michael J. Maloney  
Schuyler County

Sheriff Matthew J. McKeon  
Seneca County

Sheriff Jack Lisi  
Steuben County

Sheriff John Finnerty  
Suffolk County

Sheriff Robert J. Flynn  
Sullivan County

Sheriff James R. Ayers, Sr.  
Tioga County

Sheriff Robert L. Howard  
Tompkins County

Sheriff Thomas F. Mayone  
Ulster County

Sheriff William T. Carboy  
Warren County

Sheriff Clyde M. Cook  
Washington County

Sheriff Paul D. Byork  
Wayne County

Sheriff Thomas J. Delaney  
Westchester County

Sheriff Allen Capwell  
Wyoming County

Sheriff George F. Spike  
Yates County

**NEW YORK STATE SHERIFFS' ASSOCIATION**

**Peter R. Kehoe**  
Counsel And Executive Director

**Thomas A. Mitchell**  
Associate Counsel

**OFFICERS**

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Putnam County

Carl Draxler, 1st Vice President  
Chemung County

William M. Lombard, 2nd Vice President  
Monroe County

Percival C. Lyons, Secretary  
Franklin County

Kenneth J. McEvoy, Treasurer  
Cortland County

**NEW YORK STATE ASSOCIATION  
OF CHIEFS OF POLICE, INC.**

August 1978 to July 1979

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Chief of Police, Haverstraw Police Department

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Chief of Police, Auburn Police Department

Paul J. Oliva, 2nd Vice President  
Chief of Police, Mt. Pleasant Police Department

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Chief of Police, Colonie Police Department

Joseph S. Dominelli, Executive Secretary

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BOARD OF CORRECTION**  
Peter Tufo, Esq., Chairman

**NEW YORK CITY  
DEPARTMENT OF CORRECTION**  
William Ciuros, Commissioner

NYC HOUSE OF DETENTION FOR MEN  
14-14 Hazen Street  
East Elmhurst, New York 11370

NYC CORRECTIONAL INSTITUTION FOR MEN (C-76)  
10-10 Hazen Street  
East Elmhurst, New York 11370

RIKERS ISLAND MENTAL HEALTH CENTER (C-71)  
12-12 Hazen Street  
East Elmhurst, New York 11370

NYC CORRECTIONAL INSTITUTION FOR WOMEN (C-73)  
15-15 Hazen Street  
East Elmhurst, New York 11370

NYC ADOLESCENCE RECEPTION & DETENTION CENTER  
11-11 Hazen Street (C-74)  
East Elmhurst, New York 11370

BRONX HOUSE OF DETENTION FOR MEN  
653 River Avenue  
Bronx, New York 10451

BROOKLYN HOUSE OF DETENTION FOR MEN  
275 Atlantic Avenue  
Brooklyn, New York 11201

QUEENS HOUSE OF DETENTION FOR MEN  
126-02 82nd Avenue  
Kew Gardens, New York 11415

RIKERS ISLAND HOSPITAL  
14-14 Hazen Street  
East Elmhurst, New York 11370

MANHATTAN HOUSE OF DETENTION FOR MEN  
125 White Street  
New York, New York 10013

\*DEACTIVATED

**HOSPITAL PRISON WARDS**

BELLEVUE HOSPITAL  
39th Street & 1st Avenue  
New York, New York 10016

ELMHURST HOSPITAL  
79-01 Broadway  
New York, New York 11373

KINGS COUNTY HOSPITAL  
451 Clarkson Avenue  
Brooklyn, New York 11201

**WORK RELEASE FACILITIES**

MANHATTAN & BRONX RESIDENTIAL FACILITY  
151 West 118th Street  
New York, New York

BROOKLYN RESIDENTIAL FACILITY  
Granada Hotel  
268 Ashland Place (7th Floor)  
Brooklyn, New York 11217

\*CLOSED

**DETENTION PENS**

BRONX COURT DETENTION PENS  
851 Grand Concourse  
Bronx, New York 10451

BROOKLYN COURT DETENTION PENS  
120 Schermerhorn Street  
Brooklyn, New York 11201

MANHATTAN COURT DETENTION PENS  
100 Centre Street  
New York, New York 10013

QUEENS COURT DETENTION PENS  
125-01 Queen Blvd.  
Kew Gardens, New York 15150

STATEN ISLAND COURT DETENTION PENS  
30 Richmond Terrace  
Staten Island, New York

**NEW YORK STATE  
DEPARTMENT OF CORRECTIONAL SERVICES  
Acting Commissioner, Richard Hongisto**

ALBION CORRECTIONAL FACILITY  
Albion, New York 14411  
(716) 589-5511

ARTHUR KILL CORRECTIONAL FACILITY  
2911 Arthur Kill Road  
Staten Island, New York 10309  
(212) 356-7333

ATTICA CORRECTIONAL FACILITY  
Attica, New York 14011  
(716) 591-2000

AUBURN CORRECTIONAL FACILITY  
Box 618  
Auburn, New York 13021  
(315) 253-4801

BAYVIEW CORRECTIONAL FACILITY  
550 West 20th Street  
New York, New York 10011  
(212) 924-1143

BEDFORD HILLS CORRECTIONAL FACILITY  
247 Harris Road  
Bedford Hills, New York 10507  
(914) 241-3100

BUSHWICK CORRECTIONAL FACILITY  
41 Howard Avenue  
Brooklyn, New York 11221  
(212) 491-11221

CLINTON CORRECTIONAL FACILITY  
Box B  
Dannemora, New York 12929  
(518) 561-3262

COXSACKIE CORRECTIONAL FACILITY  
West Coxsackie, New York 12192  
(518) 731-8151

\*DOWNSTATE CORRECTIONAL FACILITY  
Fishkill, New York 12524  
(914) 831-7400

EASTERN CORRECTIONAL FACILITY  
Box 338  
Napanoch, New York 12458  
(914) 647-7400

EDGEcombe CORRECTIONAL FACILITY  
611 Edgcombe Avenue  
New York, New York 10032  
(212) 923-2575

ELMIRA CORRECTIONAL FACILITY  
Box 500  
Elmira, New York 14902  
(607) 734-3901

FISHKILL CORRECTIONAL FACILITY  
Box 307  
Beacon, New York 12508  
(914) 831-4800

FULTON CORRECTIONAL FACILITY  
1511 Fulton Avenue  
Bronx, New York 10457  
(212) 583-8000

GREAT MEADOW CORRECTIONAL FACILITY  
Box 51  
Comstock, New York 12821  
(518) 639-5516

GREEN HAVEN CORRECTIONAL FACILITY  
Stormville, New York 12582  
(914) 226-2711

HUDSON CORRECTIONAL FACILITY  
Route 9W  
Hudson, New York 12534  
(518) 828-4315

LINCOLN CORRECTIONAL FACILITY  
31-33 West 110th Street  
New York, New York 10026  
(212) 860-9400

\* Scheduled to open 1978

MID-ORANGE CORRECTIONAL FACILITY  
Warwick, New York 10990  
(914) 986-2291

MOUNT MCGREGOR CORRECTIONAL FACILITY  
Wilton, New York 12866  
(518) 587-9540

OSSINING CORRECTIONAL FACILITY  
354 Hunter Street  
Ossining, New York 10562  
(914) 941-0108

OTISVILLE CORRECTIONAL FACILITY  
Otisville, New York 10963  
(914) 386-1490

PARKSIDE CORRECTIONAL FACILITY  
10 Mount Morris Park West  
New York, New York 10027  
(212) 876-6300

QUEENSBORO CORRECTIONAL FACILITY  
47-04 Van Dam Street  
Long Island City, New York 11101  
(212) 361-8920

ROCHESTER CORRECTIONAL FACILITY  
55 Greig Street  
Rochester, New York 14608  
(716) 454-2280

TACONIC CORRECTIONAL FACILITY  
250 Harris Road  
Bedford Hills, New York 10507  
(914) 241-3010

TAPPAN CORRECTIONAL FACILITY  
Ossining, New York 10562  
(914) 941-0108

WALLKILL CORRECTIONAL FACILITY  
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Wallkill, New York 12589  
(914) 895-2021

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Woodbourne, New York 12788  
(914) 434-7730

CAMP ADIRONDACK  
Raybrook, New York 12977  
(518) 891-1343

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Georgetown, New York 13072  
(315) 837-4675

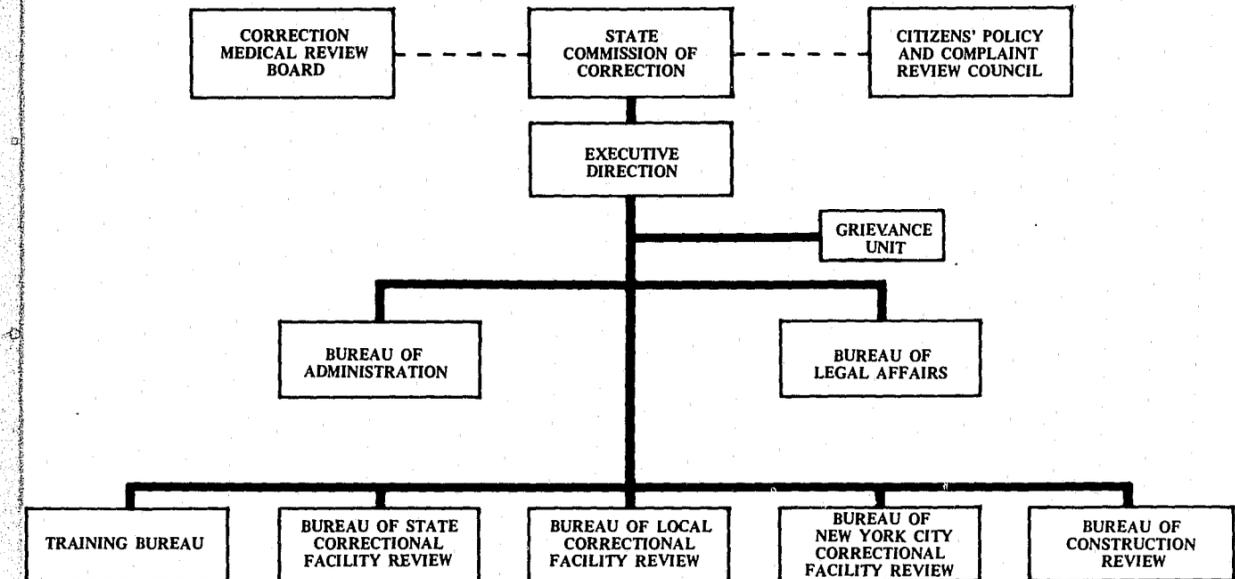
CAMP MONTEREY  
R.D. #1  
Beaver Dams, New York 14812  
(607) 962-3184

CAMP PHARSALIA  
South Plymouth, New York 13844  
(607) 334-4805

CAMP SUMMIT  
Summit, New York 12175  
(518) 287-1721

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1134 New Scotland Road  
Albany, New York 12208  
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**COMMISSION OF CORRECTION**



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**END**