

# HOUSE . . . . . No. 3221

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## The Commonwealth of Massachusetts

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EXECUTIVE DEPARTMENT,  
STATE HOUSE, BOSTON, August 18, 1958.

*To the Honorable Senate and House of Representatives.*

### A PROGRAM FOR THE DEPARTMENT OF CORRECTION.

In my Capital Outlay Message of August 15, 1957, I reported that I would appoint a special committee to evaluate the building requirement of the Department of Correction. I believe that this was necessary in view of the many conflicting recommendations which had previously been made either to the General Court or to the Executive Department. As was true in many phases of state government operation, a review of the policy and program planning was required to re-focus objectives in the light of the fiscal situation with which we were confronted.

The General Court had adopted my recommendation for the creation of the Special Commission on Audit of State Needs which was conducting broad studies in many vital areas of our activity. The Committee on Building Needs in the Department of Correction was appointed to re-study and make recommendations on the special needs of that department. It has completed its work and has prepared a comprehensive report on the building needs of each of our correctional institutions. That report is attached to this message and I respectfully commend it to your attention.

Progress in the Department of Correction has been made in the last year. One great factor in this progress has been the forbearance and dedication of Commissioner Arthur T. Lyman who accepted the call to public service during a period of great difficulty. Commissioner Lyman's consideration for progress and the maintenance of humane values within our prison system, on the one hand, and his insistence upon proper respect for authority, on the other,

have contributed to the stabilizing of conditions within our correctional institutions.

As we plan for the future of the Department of Correction, I believe it important that we constantly balance our responsibility to provide adequate protection for society, at the same time maximizing the opportunities for individual rehabilitation. It has been demonstrated that a sound program providing opportunity for rehabilitation ultimately reduces the cost to the taxpayers of the Commonwealth. Prisons are expensive to build and to maintain. Correction programs of the future should increasingly utilize the knowledge available from scientific research and the experience of our sister states who have pioneered in institutional and other improvements in the correctional field.

I am attaching herewith a schedule of Capital Outlay recommendations for the Department of Correction for fiscal 1959 totaling \$4,250,000. I believe that the recommendations herein presented will enable us to make significant and substantial progress in the field of corrections at a minimum cost to the taxpayers. Every possible economy has been sought. Previous estimates for an adequate building program for the Department of Correction totaled between 50 and 60 million dollars. The Commonwealth must be indebted to the members of the Special Committee on Building Needs in the Department of Correction for their work demonstrating that by maximum utilization of existing facilities and by careful planning for the future Massachusetts it is possible to develop a rounded program at an anticipated total cost of ten million dollars.

#### *Framingham Reformatory.*

Framingham Reformatory is the only institution in the Department of Correction caring for adult female offenders, and has been operating for many years in an inadequately converted factory building. We can no longer neglect our clear responsibility to provide adequate facilities for this population.

The out-dated main building is a distinct fire hazard and it contributes to excessive maintenance costs at this institution. More important, however, is the adverse effect upon rehabilitative and proper enforcement programs. Improper heating conditions, poor lighting facilities and inadequate plumbing arrangements impose unnecessary obstacles to the fulfillment of the purpose of this vital institution.

I therefore recommend that 1.5 million dollars be provided for the immediate construction of six modern cottages which are best suited to the needs of the Framingham Reformatory, and which will allow for a more effective administration of this institution. The old main buildings should, of course, be razed upon completion of the new cottages if there is no use for them consistent with the purposes of the Reformatory.

#### *Concord Reformatory.*

Earlier recommendations of the Wessell Committee and the Advisory Committee on Correction have advocated that Concord Reformatory be abandoned. The attached report of the Committee on Building Needs in the Department of Correction makes it clear that while we are not now utilizing all of the available facilities in some of our prisons, M.C.I. Concord should be remodeled and retained as a vital facility in our total correction program.

I therefore recommend that 1.5 million dollars be provided for the remodeling of Concord Reformatory as a maximum security prison with two wings to be used for housing up to 600 inmates and the third wing to be converted into administrative offices and to provide accommodation for professional and treatment personnel.

The Committee report states that, "After proper engineering studies have been completed, the need for a new power plant at Concord may be accurately determined and an additional \$1,250,000. may then be required." Previous recommendations for construction of a new institution would require several million dollars. This recommendation will result in considerable savings and will provide an essential facility.

#### *New Reformatory for Youthful Offenders.*

The Wessell Committee, the Advisory Committee on Correction and Commissioner Lyman have recommended that a reformatory for youthful offenders be provided as an essential adjunct to a modern correctional program in the Commonwealth.

The need for such an institution is apparent from an examination of age levels and "first offenders" within our prison population. (See Table 4 and Chart 12.)

Norfolk Reformatory has not been fully utilized in recent years, despite its excellent facilities. The Committee on Building Needs in the Department of Correction is to be commended for its study

and recommendation for maximum utilization of this institution and the conservation of the tax dollar. This excellent plant can be used to move forward in our program of correction. In this instance an excellent program and economical operation have been combined.

The Committee has recommended that one million dollars be provided for the construction of a new institution to be called the Massachusetts Reformatory at Norfolk. The Committee has recommended that this construction should include a fence or wall to separate the new reformatory from the rest of Norfolk.

The new reformatory should have its own superintendent and staff, entirely independent of Norfolk, and should be provided with the necessary facilities for conducting a program of academic and vocational training for young offenders in order that they may not be doomed to careers of crime and hopelessness.

This recommendation will permit the Commonwealth to add an important link to the present correctional program and will allow for the best use of existing facilities. More important, however, will be the improved opportunity for the rehabilitation of young offenders to the end that they may become useful and productive members of society.

#### *New Classification and Treatment Center.*

A Classification and Treatment Center for all male offenders has been recommended by correctional authorities in recent years, though there have been differences in the recommended locations for such an institution.

The success of such a center in a correctional program is directly dependent upon the availability of trained professional personnel. In order to attract and retain such personnel the Center should be located within easy access of the hospitals and teaching facilities of the city of Boston.

In addition, such a Center, if it is to attract skilled professionals and retain them, must provide opportunities for treatment and research as well as for the more routine functions of prisoner classification. Through programs of research and treatment it may be possible eventually to reduce the total costs of our correctional system. Adequate funds are already available to enable us to begin at once to provide this needed facility in the city of Boston.

The Committee states that from 4 to 4½ million dollars additional may be required to complete the constructing and equipping of such a Center and that these funds should be authorized in fiscal 1960.

### *Bridgewater State Hospital.*

The human suffering of the criminally insane, the defective delinquents and the alcoholic population at Bridgewater State Hospital is a challenge to the moral conscience of the Commonwealth.

Bridgewater is a state hospital, yet the responsibility for the care of the unfortunates in that institution is placed in the Department of Correction. This must be corrected in order to make available to the inmates the best care and treatment that it is possible for us to supply. Medical knowledge in this complex field has made great strides, and it is now necessary to adjust our administrative arrangements in order to bring the advantages of research to those who are afflicted.

A quotation from the attached report by the Committee on Building Needs in the Department of Correction underscores the human tragedy of the existing situation at Bridgewater State Hospital:

“Fortunately the psychotic female offender is accepted for care and treatment by the Department of Mental Health; only the men are remanded to this forsaken institution. The human beings relegated to this hopeless bastille constitute the largest population in any penal institution in the state. And they are clearly not only the souls most in need of help but are also the ones most neglected and abandoned.”

This shocking condition cannot be allowed to continue. I therefore recommend that the entire physical plant of the State Hospital for the Criminally Insane and its inmate population be transferred from the Department of Correction to the Department of Mental Health, and a draft of legislation to accomplish this purpose is attached.

It will not be sufficient, however, to transfer the administration of this institution from the Department of Correction to the Department of Mental Health. Adequate facilities must be provided if the Department of Mental Health is to care adequately for these

unfortunates. In a later section of this message I have recommended that funds be provided for plans and site acquisition for a new hospital for the criminally insane.

I recommend that all employees assigned to Bridgewater State Hospital be likewise transferred to the Department of Mental Health.

Certain inmates at this institution may be transferred to the Department of Mental Health in the near future, and we should begin this humane project without delay. Legislation to permit such transfers is attached.

The Committee on Building Needs in the Department of Correction has recommended that \$250,000 be provided for the renovation and remodeling of approximately 100 cells at Bridgewater State Hospital. Such renovation and remodeling at Bridgewater will provide for inmates on a temporary basis, who present special problems at other correctional institutions.

I have requested that the New England Governors' Conference consider at its next meeting the feasibility of a regional policy with reference to the care of defective delinquents. Such a policy would provide better facilities and would save money for each of the New England States.

### *Alcoholism.*

The increased awareness of the causes of alcoholism and of the new treatment possibilities that have been advanced through research and medical programs require that we re-evaluate public policy in this area, especially as it affects our correctional program.

There will be those who will complain that such inquiry will only lead to increased costs and additional commitments on the part of the Commonwealth to provide increased services to its citizens.

If one considers, however, the amounts now spent by the Commonwealth as a direct result of problems of the alcoholic population, one can readily see that a small investment can save thousands of dollars annually.

The Commission on Alcoholism, a new agency, has, in cooperation with the Commissioner of Correction, conducted studies concerning the problem of alcoholism in our correctional institutions. The results of these studies indicate that the time and money now spent in the enforcement of our laws concerning the alcoholic by public and private welfare agencies and in our correctional institutions

requires a new approach to the alcoholic problem. The volume of human suffering and broken homes associated with alcoholism underscores the need for such a new approach.

I have requested the Commission on Alcoholism to prepare recommendations by December 1, 1958, for the initiation of a pilot project for a "half-way house." Half-way houses are designed to reduce the burden on correctional institutions and to ease the problem of adjustment to work and home for the afflicted individual.

In addition, I have requested the Commissioner of Correction, the Commission on Alcoholism and the Commissioner of Public Health to evaluate the operation of the existing laws pertaining to alcoholism in the Commonwealth. The volume of voluntary admission and commitments of alcoholics to our correctional institutions indicate the need for a re-study of the laws governing this area.

I have also appointed two committees to evaluate our present programs of education and vocational training in the Department of Correction.

The building schedule I have recommended must be accompanied by substantive improvements in our program of individual rehabilitation if our correctional system is to fulfill its responsibility to society.

#### CAPITAL OUTLAY RECOMMENDATIONS FOR CORRECTION.

##### *Recommended: Fiscal 1959.*

1. Construction of a new, modern reformatory for women at Framingham . . . . .	\$1,500,000
2. Renovation, remodeling at Concord Reformatory . . . . .	1,500,000
3. Establishment of a new reformatory for youthful offenders at Norfolk . . . . .	1,000,000
4. Remodeling of cells at Bridgewater State Hospital . . . . .	250,000
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	\$4,250,000

##### *Projected Requirements: Fiscal 1960.*

1. Funds for completion of Classification and Treatment Center (estimate) . . . . .	\$4,500,000
2. New power plant at Concord Reformatory (estimate) . . . . .	1,250,000
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	\$5,750,000
Total . . . . .	<hr/>
	\$10,000,000

## OTHER CAPITAL OUTLAY RECOMMENDATIONS.

In my budget message I included a detailed statement of requests by departments and of recommendations by the Director of Building Construction made as a part of the five year program which the Director is required to submit annually. All items pertaining to the state operated institutions of higher learning have been included in my recommendations made in the special message on higher education, "The Responsibility of the Commonwealth in Higher Education."

Total capital outlay requests for all departments this year made prior to the delivery of the budget message totaled \$73,884,000. I am recommending for the fiscal year 1959, \$8,634,000 in addition to the amount recommended herein for the special building program of the Department of Correction.

I regret that it is not possible at this time to make additional recommendations from any of the many items requested by the several departments. Only items of great priority are herein recommended. Special Capital Outlay recommendations have been made this year in order to enable the Commonwealth to improve our long neglected post high school educational facilities and to improve the facilities of the Department of Correction.

Indicated below are amounts recommended in each of the following categories:

1. Extension of utilities such as water, sewer and power plant, which are inevitable accompaniments of the programs being carried on at the institutions, either to replace worn out facilities or to complete the requirements of new buildings . . . . .	\$1,157,000
2. Renovation or replacement of defective or dangerous facilities, including such things as heating, lighting, ventilation and refrigeration . . . . .	692,000
3. Work needed to remove hazards to safety . . . . .	1,775,000
4. New facilities or additions to old ones . . . . .	3,916,000
5. Department of Correction projects . . . . .	4,250,000
6. Working plans . . . . .	519,000
7. Contingent Reserve . . . . .	575,000
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	\$12,884,000

I wish to call to your attention the special recommendation for the Department of Mental Health providing for \$250,000 for site acquisition and plans for a new institution for the criminally insane. In addition, I have included a special recommendation for the construction of a new facility for boys at the W. E. Fernald

State School as a vital part of the construction program to aid retarded children.

I recommend that you authorize the items detailed in the accompanying schedule, with a twenty year bond issue and with provision for temporary note financing similar to that of previous authorizations in order to allow the Treasurer the necessary flexibility in selling bonds.

*Armory Commission.*

Armory Commission, State Share . . . . .	\$471,000
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*Massachusetts Aeronautics Commission.*

Federally aided Airport Construction, State Share . . . . .	\$400,000
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*State Superintendent of Buildings.*

State House, Ashburton entrance Renovations . . . . .	\$50,000
Electrical Distribution Improvements . . . . .	76,000
Library Elevator . . . . .	21,000

*Youth Service Board.*

Oakdale Treatment Center, Utility and Related Improvements . . . . .	\$75,000
Lyman School, Power Plant and Utility Distribution Improvements . . . . .	185,000
Industrial School for Boys, Plans, Improvement of Boiler Plant and Utility Distribution . . . . .	20,000
Hampden County Detention Unit, additional . . . . .	70,000
Worcester County Detention Unit, additional . . . . .	58,000

*Mental Health.*

Metropolitan State Hospital, Power Plant Improvement . . . . .	\$265,000
Cushing Hospital, Additional Renovations . . . . .	1,812,000
Monson State Hospital, Sewage Disposal Improvements . . . . .	100,000
Monson State Hospital, Heating and Ventilation Improvements . . . . .	150,000
Northampton State Hospital, Power Plant and Utility Distribution Improvements . . . . .	350,000
Boston State Hospital, Heating Improvements . . . . .	170,000
Grafton State Hospital, Steam Lines and Heating Improvements . . . . .	75,000
Grafton State Hospital, Storage Areas Renovation . . . . .	75,000
Taunton State Hospital, Building Replacements, Plans . . . . .	100,000
W. E. Fernald State School, Laundry addition . . . . .	300,000
W. E. Fernald State School, Replace Boys' House . . . . .	805,000
Site to be selected, Site Acquisition and Plans, Hospital for Criminally Insane . . . . .	250,000
Belchertown State School, Utility Distribution Improvement . . . . .	40,000
Belchertown State School, Refrigeration System Improvement . . . . .	50,000
Wrentham State School, Water Supply Improvements . . . . .	126,000

*Department of Public Health.*

Pondville Hospital, Water Supply Improvement . . . . .	\$30,000
Lakeville State Sanatorium, Water Supply Improvement . . . . .	61,000
Mass. Hospital School, Nurses Home, Plans . . . . .	49,000

*Division of Building Construction.*

Fire Protection Improvements, Public Safety Requirements . . . . .	\$1,725,000
Preliminary Plans and Specifications . . . . .	100,000
Contingent Reserve . . . . .	575,000

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 \$8,634,000

Capital Outlay Recommendations, Department of Correction . . . . .	4,250,000
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 \$12,884,000

Respectfully submitted,

FOSTER FURCOLO,  
Governor of the Commonwealth.

## APPENDIX A.

**The Commonwealth of Massachusetts**

In the Year One Thousand Nine Hundred and Fifty-Eight.

AN ACT MAKING SPECIAL PROVISIONS AS TO THE BRIDGEWATER  
STATE HOSPITAL.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

1 SECTION 1. Chapter 125 of the General Laws is hereby  
2 amended by striking out section 18, as appearing in section 11  
3 of chapter 770 of the acts of 1955, and inserting in place thereof  
4 the following section:

5 *Section 18.* The Bridgewater state hospital shall be part of  
6 the Massachusetts Correctional Institution, Bridgewater, but  
7 shall be under the jurisdiction of the department of mental  
8 health.

1 SECTION 2. Chapter 123 of the General Laws is hereby  
2 amended by striking out section 22A, as amended by section 7  
3 of chapter 194 of the acts of 1941, and inserting in place thereof  
4 the following section:—

5 *Section 22A.* The Bridgewater state hospital shall be under  
6 the jurisdiction of the department and the department shall,  
7 subject to all provisions of law now or hereafter in effect, have  
8 the same supervision over the commitment of insane persons to  
9 the Bridgewater state hospital as it has over the commitment of  
10 insane persons to other state hospitals under the provisions of  
11 this chapter; it shall have the same authority to discharge or  
12 transfer inmates of said Bridgewater state hospital who are not  
13 under sentence, or whose sentences have expired, as it has to  
14 discharge or transfer inmates of other state hospitals. It shall  
15 have authority to discharge inmates who are under sentence of  
16 the court, except those sentenced to life at the expiration of  
17 sentence and to transfer to other state hospitals at any time  
18 inmates who are sentenced to life or any term of years. Nothing  
19 herein contained shall be construed as conferring on the depart-

20 ment of mental health any authority to change or vary, except  
21 as herein provided, the decree or order of a court having com-  
22 petent jurisdiction.

1 SECTION 3. Said chapter 123 is hereby further amended  
2 by inserting after section 22A the following section: —

3 *Section 22B.* The commissioner of mental health shall appoint  
4 a physician as medical director of the Bridgewater state hospital.  
5 The medical director shall have the care of the inmates thereof  
6 and govern them in accordance with rules and regulations ap-  
7 proved by the commissioner.

1 SECTION 4. The employees at the Bridgewater state hospital  
2 in the department of correction who hold positions classified  
3 under chapter thirty-one of the General Laws, or are subject to  
4 the provisions of section nine A of chapter thirty of the General  
5 Laws, are hereby transferred to the service of the department of  
6 mental health without impairment of their civil service, retire-  
7 ment, seniority or other rights, and their term of office shall not  
8 be deemed to be interrupted within the meaning of said chapter  
9 thirty-one or said section nine A of chapter thirty notwith-  
10 standing any change in title or duties made as a result of such  
11 transfer; provided, that no such employee shall be lowered in  
12 rank or compensation. The employees of said department of  
13 correction who hold positions not classified under chapter thirty-  
14 one of the General Laws, or are not subject to the provisions of  
15 section nine A of chapter thirty of the General Laws, are hereby  
16 transferred to the service of the department of mental health  
17 without impairment of their tenure, retirement, seniority or  
18 other rights, notwithstanding any change in title or duties made  
19 as a result of such transfer; provided, that no such employee  
20 shall be lowered in rank or compensation and the positions to  
21 which they are transferred shall not be subject to said chapter  
22 thirty-one.

23 The medical director of Bridgewater state hospital appointed  
24 under the provisions of section eighteen of chapter one hundred  
25 and twenty-five of the General Laws, as existing prior to the  
26 effective date of this act, is hereby transferred to the department  
27 of mental health without impairment of any civil service, retire-  
28 ment, seniority or other rights.

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REPORT OF GOVERNOR'S COMMITTEE ON  
BUILDING NEEDS IN THE DEPARTMENT OF CORRECTION

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The following table shows the results of the various experiments conducted during the year 1917. The first column shows the date of the experiment, the second column shows the name of the person who conducted it, and the third column shows the results obtained. The results are given in terms of the amount of material used and the amount of material produced. The results are given in terms of the amount of material used and the amount of material produced.

REPORT OF GOVERNORS COMMITTEE ON BUILDING NEEDS IN THE DISTRICT OF COLUMBIA

The following table shows the results of the various experiments conducted during the year 1917. The first column shows the date of the experiment, the second column shows the name of the person who conducted it, and the third column shows the results obtained. The results are given in terms of the amount of material used and the amount of material produced. The results are given in terms of the amount of material used and the amount of material produced.

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# The Commonwealth of Massachusetts

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## INTRODUCTION.

Since its first meeting your Committee on Building Needs of the Department of Correction has been, at the request of Your Excellency, studying the problem suggested by its title. In arriving at its conclusions and recommendations special consideration was given to the various and, in some instances, conflicting recommendations made to Your Excellency in the past by informed and expert persons and agencies. Some of the results of the committee's research are presented in the tables and charts accompanying this report. Perhaps the data presented will, in addition to the value it has been to your committee, also be helpful to others in the operation and long-range planning of the correctional program of the Commonwealth.

In the course of its study your committee has formally visited the Framingham and Concord institutions, consulted with Mr. Frank Loveland, Deputy Director of the U. S. Bureau of Prisons, and has heard testimony from Dr. Leon Shapiro, representing the Department of Mental Health, and Mr. Harold Demone, Commissioner of the Commission on Alcoholism. The views of institution superintendents and others have been solicited. Dr. Henry Solomon, who is a member of the Advisory Committee on Correction, was also a valued member of this committee. Commissioner Lyman and Mr. Cornelius J. Twomey, chairman of the Parole Board, are both ex-officio members of the Advisory Committee and were also most conscientious members of this committee.

In the present and for the immediate and long-range future Massachusetts must have a Department of Correction that is worthy of its name. Your committee has proceeded from a basic and firm conviction that this Commonwealth must have a modern, corrective, rehabilitative and treatment-oriented correctional program. It is convinced that a negativistic, custodial program will not only fail in the long run in its ultimate purpose of protecting the community but will actually result in an increase in our crime rates, thus adding to the overall cost of our correctional system.

It would have been a simple matter for your committee to enumerate various new physical plants which could be added to our correctional program if costs were no object. If the committee's assignment was to suggest an "ideal" building program its recommendations would be different. Such idealistic proposals would be enormously expensive in these times of high building costs and, in view of the pressing and competing financial needs in other governmental programs and the already heavy tax burden on our citizenry, your committee felt that requests for expenditures which were unrealistically high would be ignored, thus hurting rather than helping the cause. We, therefore, proceeded with the determination to recommend measures to make maximum use of existing facilities in the system before suggesting new and expensive construction. We believe we have done this and that our recommendations are conservative from the point of view of capital outlay. Your committee is proposing a total new capital outlay of 10 million dollars for this extensive new program; \$4,250,000 is recommended for fiscal 1959 — the balance to be authorized in fiscal 1960, as required. This sum is, as you know, far less than has been proposed in the recent past.

An "ideal" building program, disregarding the Committee's realistic concern with making maximum use of existing facilities, would cost over 24 million dollars. Such a plan might include the following:

- \$12,000,000 — new maximum security institution to house 600 inmates, if the Concord institution were to be razed.
- 5,600,000<sup>1</sup> — new Classification and Treatment Center.
- 4,500,000 — new Reformatory for young prisoners.
- 1,500,000 — new Reformatory at Framingham.
- 300,000 — new gymnasium at Norfolk.
- 250,000 — remodeling at Bridgewater.

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Total — \$24,150,000

Your Committee, however, believes that the adoption of the following building program recommended for the Department of Correction will provide a sound and practical means of enabling the Department to more adequately discharge its responsibilities:

## Recommended: Fiscal 1959:

1. Construction of a new modern reformatory for women at Framingham. . . . .	\$1,500,000
2. Remodeling at Concord . . . . .	1,500,000
3. Establishment of a new reformatory for youthful offenders at Norfolk . . . . .	1,000,000
4. Remodeling at Bridgewater . . . . .	250,000
	<hr/>
Total . . . . .	\$4,250,000

## Recommended: Fiscal 1960:

1. Construction of new Classification and Treatment Center. <sup>1</sup>	Estimated 4 to 4¼ million dollars.
2. New power plant at Concord.	Estimated 1¼ million dollars.

The Committee's recommendations, if adopted, will in effect provide each of the facilities enumerated in the "ideal" program. The Committee believes that construction of a *new* reformatory to replace Concord is not required.

The Committee wishes to make it quite clear that its recommendations, unless otherwise stated, are proposed for *immediate implementation*. The needs are urgent and the benefits derived in terms of reclaimed lives and increased public safety will be substantial.

The Committee estimates that an additional \$5,750,000 may be required in fiscal 1960 to fulfill its recommendations; 4 to 4½ million, in addition to the 1.1 million previously authorized may eventually be required for the Classification and Treatment Center. An estimated 1¼ million may be required for the construction of a new power plant at Concord and necessary engineering studies should be undertaken as soon as practicable.

Your Committee quotes the following excerpts from the Annual Report of Commissioner of Correction, Arthur T. Lyman, to the General Court, dated November 30, 1934, which it discovered near the end of its deliberations. One notes a remarkable coincidence of

<sup>1</sup> \$1,100,000 has already been appropriated for this purpose.

agreement between these recommendations and ours, and that our recommendations are not "radical". More importantly these quotes may serve as a warning against permitting another quarter of a century to elapse without action in this important field:

"The State Prison (at Charlestown) is antiquated and should be abandoned. The State Prison Colony at Norfolk should not be ruined by turning it away from its present course where real progress has been made in preventing recidivism. *The criminal insane should be transferred to the Department of Mental Diseases*, and a new institution built to handle them. The law states that these unfortunates are not responsible for their crimes because of insanity and yet the institution is administered by the Department of Correction. . . .

"There is no doubt that the enlightened program for the reformable type is infinitely superior and more protective than the debasement and narrowness of the older system. Have no fear that under the enlightened program prison is becoming a place of pleasant sojourn. There is just as much desire and pressure to be released from Norfolk as there is from the Massachusetts Reformatory or the State Prison. Thorough case work and proper classification are the very heart of a successful correctional program.

"It would seem that an ideal program would call for the *building of a receiving station in the city*, a new institution of maximum security of approximately 600 capacity, *an institution of 500 capacity of the Chillicothe dormitory type for the rehabilitative younger offenders*, and *reconstruction or rebuilding of the Reformatory for Women along cottage lines* in order to allow maximum classification in the institution. Of the above, the most important is the new institution of approximately 500 capacity for younger men. Separation for the better first offenders from the second, third and fourth offenders that are at the Massachusetts Reformatory would seem to be wise.

"Such a program from a physical standpoint would give the State adequate cell capacity and a sound rehabilitative program that should in time effect material savings in costs, and above all — and much more important — real savings in human beings. Sound classification based on facts, absolute freedom from political interference, common sense and fairness are essential if the best results are to be obtained and the public properly protected. . . ."

The committee wishes to express formal appreciation to Commissioner Lyman for providing considerable research and clerical

assistance by members of his staff. Mr. Edwin Powers, Deputy Commissioner in charge of Personnel and Training, cheerfully took considerable time out of a very busy schedule to gather data for the committee and his research skill and industry proved to be of great value. We wish also to express our thanks for the most helpful contributions to the work of the committee made by members of your staff, Charles F. Mahoney, Esq., David White and Kermit Morrissey.

#### GENERAL COMMENTS.

Despite the problems which arise from time to time in our prisons, Massachusetts is comparatively well off at the present time from the point of view of the size of its inmate population.

Nationally, the number of commitments to state penal institutions tends to vary in consistent terms with the increase or decrease in the incidence of crime rates and also, but in a more general way with increases or decreases in the general population. Chart #14 shows that nationally the number of major crimes committed, the commitments to state prisons and the size of the general population decreased during the years of World War II. All three factors have been increasing steadily since 1944 in the national picture, with the crime rate and rate of imprisonment showing an acceleration far greater than the general population increase.

The Massachusetts picture is quite different. Though our general population figures have been steadily increasing since 1940 (see chart #2) our crime rates and our prison *populations* (which may be roughly compared to the national prison *commitments*) have shown significant variations. The picture in our state penal institutions reveals the same declining trend during World War II as in the national picture but we did not begin an upward trend until 1947-1948, where as the trend upward nationally began in 1944-1945. Most significantly, however, our increase was short-lived and a pronounced downward trend in our prison "count" began in 1949-1950 and has continued generally downward since that time, while the national trend has been consistently and quite sharply on the increase year after year.

Actually, as may be seen in chart #2, Massachusetts presently has the lowest population in its combined state penal institutions since the year 1924.

It has been suggested that one of the major factors involved in the reduced number of commitments has been the more extensive use of probation by the courts in lieu of sentences to institutions. The ratio of the use of probation to imprisonment in our superior courts has not varied substantially since 1943 (see table #6). The district courts over this period seem to be actually making somewhat less use of probation.

Neither can it be said that the courts generally have begun to use the jails and houses of correction rather than the state penal institutions relatively more in recent years. The commitment trend to these institutions (see chart #5) is similar to the national trend of commitments to *state* institutions over this period. The trend has not been down since 1949-1950 as in state institutions. The "count" in these institutions for minor offenders has, however, continued to be substantially below the 1940 population in every year since that time. Thus, our county institutions also, but to a less remarkable extent, have a relatively low population compared to the national figures.

It would appear from an examination of paroling practices in recent years (chart #9) that there has been a distinctly lower ratio of parole releases from 1950 to 1956 than the preceding five years. We do not have such parole figures for pre-1940 years to compare with these results so that the relationship of paroling policies to our declining prison population is not clear. In any event, it is clear that paroling policies since 1940 do not explain the enigma. We have a low "count" *despite* the comparatively fewer releases.

Shorter sentences produce smaller prison populations even if commitment rates remain the same. A study of sentences since 1940 (table #5) seems to show that not only have our courts not been giving shorter sentences, they have tended to give longer sentences to our Concord institution in recent years, resulting in an overall trend of increasingly severe sentences. Thus, our population has been on the decline despite this trend of giving longer sentences.

Our relatively low population (less than  $\frac{2}{3}$  full) is reflected in each of our institutions except Walpole and the prison camps (see chart #1). It is especially significant that both the Concord and Norfolk institutions where recommendations for building are being made by your committee are considerably underpopulated.

Comments concerning expected population trends in each of the institutions in the future are reported in the respective sections of this report. Generally, we can expect substantial increases in each of the institutions during periods of serious economic depressions and substantial decreases during periods of war. (The Framingham institution is somewhat atypical in this respect and the Bridgewater State Hospital appears to be totally unaffected by these conditions.) Barring these calamities, your committee feels that the general population in our prisons will remain at approximately the same level as at present or slightly higher despite the expectation that our general civilian population will be increasing. Population trends in each of the institutions on a yearly basis since 1920 and monthly since January, 1957 are presented in charts #3 and #11.

#### NEW CLASSIFICATION AND TREATMENT CENTER.

It seems to the committee to be unnecessary to explain the value of and need for a reception-classification center for all male offenders committed to the Department of Correction by the courts. Suffice it to say that everyone who has studied the problem in recent years has recommended such a facility in urgent terms. The Wessell Committee in both reports, the Advisory Committee in each of its three reports, former Commissioner Oswald and Commissioner Lyman have all pressed for the creation of such an institution. In addition, an initial sum of \$1,100,000 has been appropriated for its construction and preliminary plans for the facility have been completed.

Your committee agrees with all that has been said with reference to the *need* for such a facility and wholeheartedly concurs in the views relating to need as expressed on this subject.

There are two important questions to be resolved, however: what functions should the new facility assume and where should it be located?

A reception-classification center must be a secure physical plant. The study of criminal offenders for corrective purposes can be competently performed only by professional personnel, experts in religion and the so-called "behavior sciences", physicians, psychiatrists, psychologists, social workers, and the like. Competent professional staff is the heart of the matter.

We are most fortunate in this Commonwealth and, particularly in the Greater Boston area to have educational and training institutions of world renown which attract, train and employ some of the world's outstanding physicians and scientists.

Professionals of this type are relatively scarce in other sections of this country. It is not easy to recruit them into the correctional field where their services are so badly needed. In private practice their earning capacity is far in excess of the pay scales in public service. It is unrealistic to believe that the Commonwealth can attract such personnel on the basis of financial reward alone. They can be drawn into the service, however, if there are other compensations which do appeal to them. If Massachusetts can establish an imaginative, dynamic program in the correctional field with opportunity for training, and research we can attract the kind of staff which would pay rich dividends to the Commonwealth in terms of reclaimed human lives and added community protection.

Your committee has become convinced, based partly on experiences in other states, that this indispensable prerequisite — competent professional personnel — can be obtained only if we increase the scope of the new facility from what has been previously suggested. A straight reception-classification center is designed to gather data and administer examinations and tests for the limited purpose of arriving at diagnoses and recommending programs of treatment. Research opportunities are restricted. The most important part of the professional's competence, and the most interesting to him, is removed — that of treating the patient or prisoner. Mere classification or diagnostic procedures tend to become assembly-line activities which are relatively unattractive to top-grade professional people. It is necessary to offer opportunities for treatment — for putting plans into action — before we can attract the kind of personnel we must have to operate and maintain a worthwhile facility.

Your committee therefore believes that a new facility designed solely to receive and classify prisoners would not attract the necessary professional personnel. This center must have other functions as well.

There is no scarcity of inmates within our prison population who can benefit from treatment and research programs. The "sex offenders" and others who are custodial problems due to mental

deficiency or emotional imbalance or defect which does not amount to insanity would benefit from such a broadened program. We should have out-patient facilities for persons on parole where constructive therapy can be rendered to the subject alone or in cooperation with wives or other family members actively taking part in the plan. All of this, plus badly needed research and experimental treatment efforts, have great practical value to a program of "correction." In addition, the work of such a center may well reduce, in time, the total cost of the correctional system.

Your committee therefore recommends that the proposed center be expanded to include a treatment function as explained below.

As to location of the new facility, the committee has considered the different recommendations suggested. The first report of the Wessell Committee resulting from an exhaustive study of the correctional system recommended that the center be located within the walls of the Concord institution. The second Wessell Committee report one year later strongly recommended that it be at the Walpole institution. Your Advisory Committee on Correction has consistently recommended that a new institution be built in Mattapan. Former Commissioner Oswald concurred in this recommendation. Commissioner Lyman has, in the past, suggested that it be located in the Concord institution.

Your committee has considered these and other alternative recommendations. We have concluded that this new and vital facility should not be located in any of the existing institutions. We have been persuaded also that it should not be built outside the City of Boston. The Committee, satisfied that competent staff is the sine qua non of the program, is convinced that a location outside the City of Boston will greatly reduce the attractiveness of the facility to professional personnel and limit the "treatment" aspect of its program.

The Committee therefore recommends:

1. That a new facility to be called the Massachusetts Classification and Treatment Center be provided in the City of Boston.
2. That such facility be designed to receive 250 male convicted offenders in the classification section with 100 additional accommodations for the in-patient treatment section.
3. That adequate facilities be provided for out-patient and experimental therapy and research.

4. That the Commissioner of Correction be authorized by corrective legislation to transfer inmates between and among all institutions in the Department of Correction without limitation. Legislation to accomplish this purpose is attached as Appendix "B".

5. That the precise location of such institution be recommended to Your Excellency, after study, by your Commissioners of Correction, Mental Health and others that Your Excellency may determine, with the suggestion that these officials examine any practicable existing buildings or new sites within the City of Boston.

6. That in addition to the \$1,100,000 previously appropriated and now available for use in fiscal 1959, an estimated 4 to 4½ million which may be required to accomplish this objective be authorized in fiscal 1960.

#### NEW REFORMATORY FOR YOUTHFUL OFFENDERS.

Your committee wholeheartedly agrees with the unanimous sentiments expressed by the Wessell Committee, your Advisory Committee, former Commissioner Oswald and Commissioner Lyman that this Commonwealth is in dire need of a reformatory-type institution. For many years (1884-1955) the institution at Concord was officially named a reformatory but the fact is that it was built as a state prison and the physical plant was never changed from the maximum security type institution it was designed and built to be. It has been next to impossible to conduct a reformatory-type program in this maximum security prison. A true reformatory for the youthful offender is an absolutely indispensable facility for a modern correctional program.

As may be seen from table #4, an average of nearly  $\frac{1}{3}$  of the inmates confined in our institutions for the serious male offender (Walpole, Concord and, by transfer, Norfolk and, since 1952 the prison camps) over the years since 1940 were under the age of 21 when sentenced. Most of these youthful offenders were, of course, committed to what we formerly called the "Reformatory" at Concord.

The percentage of so-called "first offenders", regardless of age, committed over the years since 1940 is presented in chart #12 and emphasizes the sizable portion of our prison populations from this group.

In terms of actual numbers, 140 offenders under the age of 21 were committed to Concord and 55 to the State Prison in the year 1956. Most of this large total of 195 can adapt to and should be given the benefit of the kind of program which a modern reformatory for youthful offenders can offer.

Your committee is satisfied that the institution at Concord cannot be converted into a reformatory for youthful offenders.

If the cost of construction of a new institution was not an important factor and if we were getting maximum benefit from our existing institutions, your committee would favor an entirely new institution. However, both of these considerations are of major importance, particularly the latter, and because of these very practical considerations your committee believes its recommendations, given below, is sound and progressive.

As a result of its study, the committee has found that over the years the excellent physical plant and accommodations at Norfolk have not been fully utilized. There may be other reasons also, but the committee has become convinced that the major reason for this is that there has been in the eyes of succeeding administrators an insufficient number of the "Norfolk type" inmate in the remainder of the population available for transfer to this institution, particularly since the Concord farm dormitory and the prison camps have been "siphoning off the better type inmate."

Norfolk is a penal institution that compares favorably with any modern penal facility of the less restrictive type in the country in physical plant and general atmosphere.

Whether the present and past transfer standards and policies are wise or not, it seems unlikely that this excellent facility will be fully utilized as an auxiliary to Walpole and Concord in the years to come.

The normal living accommodations at Norfolk for approximately 900 prisoners are contained in 6 relatively new dormitory buildings with individual rooms and dormitory facilities for the inmates. The buildings contain no cells or barred doors or windows. The institution has an outstanding library both from the point of view of its literary collection (12,000 volumes) and its physical makeup and attractiveness. It has a Grade A hospital, an excellent auditorium and a relatively new and attractive school building. Its shops are housed in modern fireproof buildings.

In view of the basic excellent physical plant for a reformatory and the committee's considered judgment that a portion of this institution will not, in the ordinary course of events in the foreseeable future, be fully utilized your committee recommends:

1. That a new institution to be called the Massachusetts Reformatory be constructed within the walls of the M. C. I., Norfolk for the care and custody of approximately 200 youthful offenders. The cost of such construction is estimated at one million dollars.

2. Such construction should include the erection of a fence or wall to separate the new Reformatory from the Norfolk institution.

3. The new institution should have its own Superintendent and staff, entirely apart from Norfolk.

4. The new Reformatory should have a varied and extensive training program with emphasis on academic and vocational training, employing treatment personnel.

5. As an adjunct to and as part of the new Reformatory, the former Norfolk farm dormitory building located outside the wall of this institution should be utilized to accommodate approximately 100 additional youthful offenders.

6. Some of the existing facilities at Norfolk can be utilized by both institutions on separate schedules under proper supervision and without intermingling the separate populations. It is suggested that a needed gymnasium can be established by renovating one of the existing farm buildings. This renovation will provide a much needed facility for youthful offenders and contribute to an effective program of rehabilitation.

7. It is further recommended that plans for establishing a State Police barracks in the aforementioned farm dormitory should be abandoned and any monies appropriated therefore be transferred to the account of the Department of Correction to be used in the construction of this new Reformatory.

#### M. C. I., FRAMINGHAM.

The Framingham institution consists of a main building comprising the administration building and wings containing cells or rooms, industrial shops, auditorium, chapel, etc. The main building, opened in 1877 as the second penal institution designed exclusively for women prisoners in the country, is of brick construction.

In addition to the main building and a dairy barn and other farm structures there are two relatively small "cottages" on the unwallled premises: Hodder Hall and Jessie Woodrow Wilson Sayre Cottage, both of which were opened in 1936. Hodder Hall is utilized for the younger girls and the Sayre Cottage houses inmate mothers and prospective mothers.

Exclusive of hospital beds and disciplinary cells or rooms, the present inmate capacity is approximately 450. Hodder Hall accommodates about 30 women, the Sayre Cottage 25 women and 30 babies, with the balance of nearly 400 rooms in the main building. As of April 26, 1958 there were 180 women and 19 babies confined. Both cottages are populated to near capacity, with about 275 vacant rooms in the main building.

A study of the population trends from 1920 through 1956 (see chart #3) reveals that during this period the average population each year at Framingham varied from a low of 180 to a high of 475. The population increased quite consistently from 1920 until the peak year of 1945, with the sharpest upturn during the depression years of the 30's continuing through the years of World War II. It may be noted that the dramatic decrease in population following the outbreak of war which was characteristic of the men's penal institutions is not a feature of this women's institution. There has been a fairly consistent downward trend in the population each year since 1945 from the high of 475 to less than 200 at the end of the period. The decline in population was most sharp in the years 1949 and 1950 (from over 400 in 1948 to less than 250 in 1950). Since 1950 the population has remained quite constant at approximately 200.

Comparing the above trends with the general female population trend in the Commonwealth, we find that the latter has little effect on the institutional population, as there has been a steady increase in the number of women in the general population year after year, while the inmate population shows great variation.

The trends and variations in population at Framingham are very roughly consistent with the female populations in the 16 jails and houses of correction; *i.e.*, the "counts" are "up" or "down" fairly consistently in both compared groups although there is some variation. (Compare charts #3 and #5.)

A study of the commitment (rather than average population) figures of female offenders to Framingham and the jails and houses of

correction since 1940 shows consistent commitment trends except for two periods: 1948-1949 and since 1955 (chart #13).

Part of the large increase in commitments to Framingham in 1957 over 1956 is explained by the increase in sentences for drunkenness under the new law which became effective on December 27, 1956 (see table #8). The committee can only speculate on what other factors are present. It should be kept in mind, however, that this recent increase in number of commitments has not resulted in any appreciable increase in average population (see chart #3).

The decrease in the Framingham commitments and the concurrent increase in sentences to the jails and houses of correction during the years 1948 and 1949 suggests the hypothesis that our courts preferred to sentence female offenders to the jails and houses of correction rather than to Framingham during this period.

An examination of very recent population trends (monthly from January, 1957 through April, 1958) indicates slight variations above and below 200 inmates. (See chart #11.) There does not appear to be any suggestion in these figures that either a pronounced increase or marked decrease in that figure can be expected in the immediate future.

This institution is the only penal institution within the Department of Correction caring for adult female offenders. It must, therefore, provide for all types, felons and misdemeanants; those who have been convicted of crimes ranging from murder to drunkenness. Most of its inmates have been committed from the various District rather than the Superior Courts. Accommodations are provided not only for the regular type of commitment but also for the babies of some of its inmates and for a small number of the female mentally deficient who present behavior problems, the so-called Defective Delinquents. In addition, the Framingham institution cares for a small number of women alcoholics who are *voluntarily* admitted for a 15-day period.

A study of the crimes committed by those sentenced over the period 1950 through 1956 (chart #8) reveals that over one-third of its commitments have been for the crime of drunkenness. One-fifth of those committed were sentenced for "sex crimes." (It is interesting to note that a higher proportion of male "sex offenders" are committed to Walpole than are female "sex offenders" to the women's institution at Framingham (chart #6). Sex misbehavior on the part of the women offenders may be present in such other

crimes as "Idle and Disorderly", "Vagrancy" and "Stubbornness" which have not been included in this category so that the proportion of female offenders violating our laws and mores concerning sex may be higher than indicated. Nevertheless, the common belief that Framingham is populated in the main by "sex offenders" is not borne out by this analysis.)

Less than 15% of the population have been committed for the kind of offenses which are characteristic of the male offender and which are, perhaps, more typically "criminal" or menacing to the public safety, *i.e.*, Larceny, Assault, Breaking and Entering and Larceny, Robbery, Drugs, Manslaughter and Murder.

A breakdown of this description by types of offense during the seven-year period is presented in table #3 to indicate the presence or absence of any noticeable trends in recent years. This comparison of the most recent three years (1954-1956) with the preceding four-year period shows no significant variation in the types of offenses committed.

The age range at Framingham is presented in table #7, indicating a wide span from 16 years to those women in the 70 years and over category with only approximately 42% of the population under the age of 30 at the time of their sentence. Chart #12 shows a considerably larger percentage of "first offenders" at Framingham than in the men's institutions.

A detailed analysis of sentences for drunkenness for the period 1950-1957 (table #8) indicates generally an erratic course. The substantial increase in commitments since the enactment of the new statute which drastically changed the sentencing laws for this offense suggests that the relative predominance of alcoholics at Framingham will increase in the years ahead.

The Wessell Committee in its first report recommended that this institution be further studied to "evaluate its strengths and weaknesses, and to establish long-range plans for its future development." It also ". . . voices its concern . . . with the fire hazard (at Framingham) and deems it a critical one. The Legislature is urged to appropriate sufficient funds to fireproof the buildings at the earliest possible date. While this may be a costly procedure, a critical situation exists and requires immediate remedy."

Former Commissioner Oswald commented ". . . Physically it (Framingham) is recognized as an institution which will need replacement in the not-too-distant future and request has been (made)

to (the) Division of Building Construction to consider plans as to whether it should be replaced gradually . . . .”

The Advisory Committee on Correction in its first report complained that except for the two cottages the institution “cannot be operated efficiently and its maintenance is high” because of the age and antiquated plan of the institution but suggested further study before it could make recommendations.

In its annual report for 1957 the Advisory Committee reached positive conclusions.

“. . . There is no doubt that it (the main building at Framingham) is inadequate and that it should be replaced. It has inadequate toilet facilities, it is not suitable for use as a prison and it is difficult and expensive to maintain and operate. In dealing with human beings of any kind, surroundings are of great importance. They are of much greater importance when the persons involved are confined in them. The surroundings afforded by the main building at Framingham are not good.

“The committee recommends the immediate construction of cottage type buildings to take the place of the main building and the abandonment of the main building as a correctional unit.”

#### *Conclusions and Recommendations.*

Your committee is in complete agreement with Commissioner Lyman, the Advisory Committee on Correction and former Commissioner Oswald that the main buildings of this institution must be replaced. These buildings, because of their age, deterioration and grossly inadequate plumbing and heating facilities not only militate against a rehabilitative program but actually impose a regimen of living that cannot be allowed to continue. There is a fire hazard here which is a serious problem. The construction, layout and lighting in the main buildings make it very difficult to supervise the inmate population, require a larger custodial staff than should be necessary and lead to serious problems in the administration of the institution. Though efforts have been made, it is difficult to dispel the gloomy, 19th century penitentiary atmosphere created by this outmoded structure.

The relatively new cottages, Hodder Hall and the Sayre Cottage, are structurally sound and functionally suited to a good program and should be retained.

Your committee recommends that six new cottages be built to augment the two now functioning and that the main buildings be razed as soon as this has been done. In addition to the cottages it will also be necessary to construct an administration building, a centralized dining room, and industrial shops building or buildings. We suggest that the capacity of each cottage be between 25 and 50 inmates and that one of the cottages be constructed and equipped with additional security features.

We have been advised that this entire building program at Framingham would cost the Commonwealth approximately one and one-half million dollars.

Your committee feels this program to be of urgent priority and suggests that now is a most propitious time to start this program while the "count" is low.

The cottage-type institution proposed has been recommended because it is most conducive to a modern rehabilitative program and can be operated more efficiently, economically and effectually than the traditional type of penal institution. It will provide for maximum classification and diversity of program so necessary in this institution where the age range and types of offender is so great.

Your committee believes that these new facilities will provide for the needs of the Commonwealth in caring for the female offender for many years to come. When completed, the institution will accommodate about 300 inmates. The population has remained quite steadily at about 200 since 1950. With the institution proposed a reality, your committee feels the courts might tend to commit to Framingham more of the female offenders who are now sentenced to the county jails and houses of correction, and hopes that this would be so. Both the community and the offenders would be far better off if such offenders entered upon a treatment program rather than straight confinement. To offset this expected increase in commitments it is anticipated that the sizable number of women committed for drunkenness will be substantially decreased (see section on the Prison Department at Bridgewater — page 38).

In any event, there is considerable ground area at the institution and additional cottages could be added in the event of the need for increased capacity in the years to come. Plans for the new facility should take this possibility of expansion into account.

## M. C. I., CONCORD.

Your committee spent a great deal of time on the question of what to do with or at this institution. It considered very carefully the reports and recommendations that it be abolished and has given due consideration to the competence and sincerity of those making the proposals.

The Wessell Committee in its first report stated: "Ideally it (Concord) too, should be abandoned, but we realize that at this stage this is impracticable." In its second reappraisal report one year later it recommended that the institution be ". . . abandoned as soon as possible . . ." and a new reformatory built. Former Commissioner Oswald agreed with the latter recommendation and the Advisory Committee on Correction has consistently reaffirmed its recommendation that the institution be abandoned.

Much of the motivation behind the proposals to abandon this institution is intertwined with the desire to obtain, for the first time in Massachusetts, in actuality, a true "reformatory." Your committee wholeheartedly agrees with this desire and it is recommending that such an institution be constructed (see page 17).

With this accomplished, however, the problem is not solved. The suggestion has been made that the present population at Concord be transferred to Walpole, Norfolk and the prison camps. The current population at Concord is approximately 500 inmates, with 100 living in the farm dormitory. The committee agrees with the unanimous feeling that the farm building and program at Concord be retained. Thus, at the present time the population in question is approximately 400 men. Currently Walpole is filled to capacity. So are the prison camps. The only existing facility which could receive these men is the Norfolk institution. This facility has a capacity of approximately 1,000 and is presently caring for about 700 inmates. If it were feasible to transfer, en masse, the Concord inmates to Norfolk, therefore, the latter institution could accommodate 300 of the 400 inmates involved. Obviously a new institution would have to be built to provide for even what is now a "low count" period, and the suggestion is that it be a new reformatory.

By adopting the plan of abandoning the main institution at Concord, the Commonwealth would be losing a huge custodial facility — 920 cells.

The current approximate population figures and capacities of the institutions listed is as follows:

	Current Population.	Capacity.
Concord (farm dormitory not included)	400	920
Walpole	560	560
Norfolk	700	1,000
	1,660	2,480

Looking at the problem solely from the point of view of living accommodations capacity (cells and rooms), if we abandon Concord, construct a new reformatory of, perhaps 400 capacity, as has been suggested, and fill Norfolk we would have sufficient accommodations with a surplus of about 300 cells or rooms to spare in the three institutions combined. This extra space would, perhaps, be sufficient for the immediate future but might be insufficient to take care of our long-range needs, keeping in mind that we currently have a low total population.

But the problem is not solely a question of having a sufficient number of cells or rooms in the combined institutions. The most serious question concerns the availability of inmate types who can adjust to and benefit from the program at each institution.

Norfolk is and the new reformatory would be an institution for the "better type" of inmate. Though they are similar in this respect, they are meant to accommodate different types of male prisoners.

The new reformatory would be designed for the young offender, with a positive program of training designed to educate and train these more hopeful prisoners with less confirmed criminalistic habits, a shorter experience in anti-social behavior and with, perhaps, more positive attitudes for good than the older more experienced inmate.

Although Norfolk at the present time cares for many of the above described youthful offenders it is not the type of reformatory we are considering. Transfers are made to this institution largely on the basis of whether an individual prisoner is the type who can adjust to the "openness" of the institution within the walls and extra freedom provided by the program. As a result, the population is a mixture of all types of offenders, the age range is extensive

and contains many older inmates with co-operative but essentially negative attitudes.

There are those who believe that all or nearly all prisoners can adapt to and benefit from the reformatory, prison camp and Norfolk type programs. Your committee would also like to subscribe to this belief. Its study of the problem, however, has led it to the conclusion that we must retain maximum security and more restrictive facilities for a substantial portion of our prison population.

Chart #12 indicates that, since 1940 at least, approximately two-thirds of our male offenders committed to State Prison and Concord have served one or more sentences previously in a juvenile or adult penal or correctional institution.

Charts #6 and #7, and Tables #1 and #2 present the kinds of offenses committed by the men committed to these institutions over the period 1950-1956. The breakdown of this seven-year period into two periods in the tables shows no appreciable trend in recent years away from the established pattern over the full seven years. Robbery is the most common offense committed by both the State Prison and Concord inmate, and chart #10 indicates that men convicted of robbery are making up more and more of the Concord population over the years since 1941.

Another relevant fact emerges from table #5. Our courts have been tending to give longer sentences in recent years, particularly to those committed to Concord.

This conclusion of the need for maximum security facilities does not mean, however, that the Committee feels that such secure prisons should degenerate into the oppressively custodial or mere detention type of institution.

On the contrary, these prisons are within a department of *correction* and must maintain a positive correctional program, albeit within a more restrictive environment. The Walpole institution is indeed a maximum security prison and yet the program there is positive and correctional.

The Norfolk institution is, aside from our small prison camps, our most modern institution, permitting considerable freedom within its walls in a relatively non penal atmosphere. It is most nearly like a modern reformatory. Ideally, it should be kept filled close to capacity to obtain maximum benefit from the advantages it presents over the Concord and the Walpole institutions. Actually, it has always been substantially underpopulated except during the

depression days when all institutions were overcrowded and during the year 1950. (See chart #3.) Commissioner Lyman has stated that this failure to utilize the maximum benefit from Norfolk is due primarily to the difficulty in finding inmates in the other two institutions who are suitable for transfer to that facility — inmates who can adapt to this program and not abuse the advantages offered. For some reason, maybe the same, other Commissioners over several years have not kept this institution full.

Your committee believes that for the immediate and long-range future we will require a realistic balance between the secure cell type building accommodations and the less restrictive type. At the present time we are caring for about 100 inmates in our camps. This will be increased to 150 in the near future when the third forestry camp will be opened. We shall continue to accommodate approximately 100 at the Concord farm dormitory. Norfolk with the new reformatory will continue to have room for 1000 men. This will give us a capacity of approximately 1250 in the minimum medium security class.

With a capacity of 500 inmate accommodations at Walpole, roughly an additional 600 cells will be required for the full program. The alternatives for providing this additional cell space are: 1) to abandon Concord and build a new maximum security institution, or 2) to renovate and modernize, but not raze, Concord. Your committee sees no particular advantage in the former and suggests that adoption of the latter will, among other things, save the Commonwealth several million dollars over the alternative proposal. It is estimated that a new prison of the maximum security type to accommodate 600 prisoners would cost in the vicinity of 12 million dollars.

Your committee therefore recommends:

1. The institution at Concord not be abandoned.
2. The institution at Concord be extensively renovated and remodeled so that it may be efficiently operated as a maximum security prison (not a reformatory) and equipped to provide a modern rehabilitative program.
3. That two of the wings be continued for the housing of approximately 600 inmates and that the third wing be converted into administrative offices and working accommodations for professional and treatment personnel.

It is suggested that such renovating can be done with a minimum of difficulty if it is started immediately, one wing at a time, as the present population is sufficiently low to permit this without transferring the inmates during reconstruction.

It has been estimated that such reconstruction will cost in the vicinity of  $1\frac{1}{2}$  million dollars. If it becomes necessary to install a new power plant in this institution the expense will be approximately an additional  $1\frac{1}{4}$  million dollars.

#### M. C. I., BRIDGEWATER.

Our conclusions and recommendations respecting certain matters that relate to the inmate population here will affect the overall inmate population in the Department of Correction and the proper utilization of all of the Department facilities.

The combined population figures for the three sections of this institution (see chart #3) show a generally consistent trend with the total Department of Correction count (see chart #2) over the years since 1920, except for the years 1932-1935 when the trend in population at Bridgewater was "down" whereas the general prison population in the Department of Correction was "up." As was the case in the overall population (see chart #1), the current overall population at Bridgewater is lower than it has been since the early 1920's.

Considering each of the three departments of this huge institution in turn:

#### *State Hospital for the Criminally Insane.*

The influences of economic conditions and war do not affect the population in this mental institution, which provides long-term custody, as shown by chart #4. The population starting in 1937 remained quite steadily between 850 and 920 until 1953. Since then it has been decreasing steadily in small numbers until it is now 760, the lowest "count" in the 20 years studied.

The committee recommends that this entire institution be transferred from the Department of Correction to the Department of Mental Health. In 1935 a bill was enacted purporting to do this very thing. It was to take effect, however, when Federal funds were available for a new institution. Needless to say, Federal funds have not become available and it seems unlikely that they will be

in the foreseeable future. We also fully appreciate that the Department of Mental Health does not wish to assume this additional responsibility. Nevertheless, for the overall good of the Commonwealth, and, as a simple act of mercy if nothing else, we recommend that this be done.

The 760 inmates of this institution have all been diagnosed as *psychotic*. Reflecting the point of view of its expected function, it was properly named a State *Hospital*. The inmates are to be treated for severe mental illnesses. It has been estimated that about one-fourth of its population has been transferred there, not from penal institutions or the courts, but from hospitals in the Department of Mental Health, and are not "correctional" problems in the formal sense of the word. Other inmates are not convicted offenders. Some are undergoing observation while awaiting trial. Others were found innocent of an offense for which they were charged because of insanity at the time the offense was committed or they became mentally deranged between the time the offense was committed and the date for their trial. Even the most modern, professionally staffed or psychiatrically oriented *correctional* program would be inadequate to have any effect on this very large population. *Fortunately the psychotic female offender is accepted for care and treatment by the Department of Mental Health; only the men are remanded to this forsaken institution. The human beings relegated to this hopeless bastille constitute the largest population in any penal institution in the state. And they are clearly not only the souls most in need of help but are also the ones most neglected and abandoned.*

If we are to dispel that darkness which shrouds those who languish there, we must see to it that it becomes a hospital in fact and does not remain a prison. Many if not most of these truly forgotten men can respond to a mental health program, and they should all be given that opportunity.

Although the Committee believes that the solution to the problems, including those involving the physical plant, of this institution should be the concern of the Department of Mental Health and not Correction, we wish to point out that a new facility will be needed to adequately care for and treat the sick men in this institution. Studies of this institution have been made recently by Dr. Gaebler of the Department of Mental Health, by physicians of the U. S. Public Health Service and by your Advisory Committee on Correc-

tion. The institution is an old dungeon, unsuitable for even a maximum security prison. It would be impossible to convert it into a hospital facility. Furthermore, its location in Bridgewater is inaccessible to the point where the Department of Mental Health would find it impossible to find a professional staff to operate it as a modern mental health hospital.

Despite the recommendation that this institution be transferred to the Department of Mental Health, your Committee repeats that the mere transfer will not adequately solve the problem, a new institution at a more accessible location with adequate staff is indispensable.

Your Advisory Committee on Correction has reported that on a recent inspection they found that 476 of the patients here were fifty years or older, 296 were sixty years or older and 94 were seventy years of age or older. The Committee has been informed that the Department of Mental Health is presently ready to accept the care of many of these patients, particularly the elderly men, but is unable to receive them since there is no authority to transfer such men from Correction to Mental Health. Your Committee recommends that, in the event of delay in transferring the institution to the latter Department, legislation be speedily enacted which would permit such transfers.

It is therefore recommended:

1. That legislation be introduced transferring the entire physical plant of the State Hospital for the Criminally Insane and its inmate population to the Department of Mental Health.
2. That all employees of the Department of Correction assigned to this institution be likewise transferred to the Department of Mental Health without impairment of their status.
3. That legislation to permit the transfer of inmates to and from this institution and Mental Health should be speedily enacted.
4. That once the transfer of this facility is effected, Your Excellency and the Legislature should give prompt and effective attention to the needs of this institution and appropriate sufficient funds for a new facility in a location which will attract the kind of professional personnel which is necessary to operate a real mental health program.

*Defective Delinquent Department.*

The population in this section of Bridgewater is fortunately very low — approximately 160 inmates (see chart #4). The Committee believes that there will continue to be considerable cell space here which will be available for other parts of the Department program for some time to come. Of the original approximately 400 cells in this department, over 100 have been turned over to the Prison Department and some additional rooms are not usable at the present time. There are approximately 100 cells which can be used immediately, and the committee is pleased to endorse Commissioner Lyman's plan to use these facilities in the near future on a temporary basis for inmates confined in institutions throughout the Department of Correction who present special problems. Some renovations and remodeling will be required to carry out this plan, and it has been estimated that the cost of this will be about \$250,000.

The regional interstate compact proposal referred to at the end of this report should encompass this type of offender. Your Excellency may wish to repropose that part of "Recommendation #1" of the Special Commission on Institutional Care of the New England Governor's Conference (Final Report submitted in 1949) which states: "That a single institution to serve the New England States in the care and treatment of the defective delinquent be established in Massachusetts by the enlargement of the Bridgewater State Farm to meet the needs of the respective states for this purpose . . . ." The present population of this section of Bridgewater is such that the enlargement referred to would not be required.

*Prison Department.*

All inmates in this section of the Bridgewater institution are at the present time either committed for drunkenness or are voluntarily admitted for either drunkenness or, in very small numbers, drug addiction. Your Committee does not foresee a problem of overcrowding in this department unless the voluntary admissions continue or are permitted to continue to increase. The present committed population of approximately 550 (see charts #1 and #4) is about one half of the capacity of this department.

Insofar as the committed alcoholics are concerned it is difficult to project future population prospects. The new statute has shortened the sentences from 1 year to 6 months and has eliminated returns to the institution for violation of parole. On the other hand, our courts seem to be using Bridgewater far more under the new law. Between 1956 and 1957 court commitments to Bridgewater for drunkenness have nearly doubled (see table #9). The net result of these conflicting influences seems to be that they are cancelling each other out and the average daily count seems unaffected (see chart #4). Perhaps many of the "commitments" are men who would have been returned for parole violation under the old law. Note that the current "count" is below the 1956 population.

The committee strongly endorses proposals to create so-called "Half-way Houses" in our larger cities to assist in the rehabilitation of the convicted alcoholic.

With respect to the voluntary admission of alcoholics, the Committee was impressed by the startling increase in the number of such admissions in recent years (see table #9). The increase has gone from 6 admissions in 1950 to 915 in 1957. It believes that it is unlikely that the rate of such admissions will decrease, in view of the size of the problem in the community but might very well increase if no substitute provisions are made.

Many people have become convinced that alcoholics should not be considered or adjudicated criminals but rather should be classified as medical problems. Perhaps the court-adjudicated alcoholic should continue to be a proper subject for a state correctional program, at least for the short-range future. If this is so, the Prison Department will continue to be a necessary part of the Department of Correction program.

With reference to voluntary admittees, however, there seems to be no good reason for maintaining such persons in a penal institution from the point of view not only of the Commonwealth but, especially, for the best interests of the afflicted person.

Your Committee endorses the program of the Commonwealth in providing facilities for persons suffering from addiction to alcohol to which they can go for care and treatment if they are unable to afford the expense of private medical care. It sees no sense, however, in offering a penal institution as a solution to this problem,

which is solely a medical one as far as the voluntary admittee is concerned.

The Department of Public Health is in the early stages of a program which includes both in-patient and out-patient treatment of alcoholics in public and private hospitals. It is recommended that this program be encouraged and greatly expanded toward the end that our alcoholic sick, without tinge of criminal behavior, may find their treatment elsewhere than in a penal institution.

Your Committee is not as yet willing to recommend that the law permitting admission to Bridgewater on a voluntary basis be rescinded but is hopeful that this will be possible in the not too distant future.

#### SUMMARY OF RECOMMENDATIONS.

In order to achieve a sound, modern, efficient and effective program for the custody, care and treatment of offenders committed to the Department of Correction your Committee makes the following recommendations:

1. That a new facility to be called the Massachusetts Classification and Treatment Center be constructed within the City of Boston, the precise location to be determined later, to provide for approximately 250 male offenders in the classification section and 100 such offenders in the treatment section. It is estimated that such a facility will cost 4 to 4½ million dollars in addition to the \$1,100,000 already appropriated for this institution.

2. That a new institution to be called the Massachusetts Reformatory be constructed within the walls of the Norfolk institution for the care and custody of approximately 200 young prisoners. This institution is to have its own staff and program, and should utilize the farm dormitory outside the walls of the Norfolk institution for an additional 100 young inmates. It is estimated that the cost of constructing and equipping this institution will approximate one million dollars, which should be authorized for this purpose in fiscal year 1959.

3. That six new cottages, an administration building, dining room and shop buildings be constructed on the grounds of the Framingham institution, adding to the two cottages presently there. The antiquated main buildings at this institution should be

razed as soon as the cottages have been built. It is estimated that the cost of this project will be approximately  $1\frac{1}{2}$  million dollars and this total amount should be immediately authorized.

4. That the Concord institution will be needed in the correctional program for the foreseeable future and should not be abandoned. Extensive renovating and reconstruction will be necessary to give this facility maximum effective utility. It is recommended that two of the three wings be remodeled so as to provide living quarters for 600 inmates. The third wing should be converted into modern working space for offices for administrative, professional and other personnel. It is estimated that the cost of carrying out this recommendation will be approximately  $1\frac{1}{2}$  million dollars. If a new power plant becomes necessary, the cost will be increased by  $1\frac{1}{4}$  million dollars. It is recommended that only the  $1\frac{1}{2}$  million dollars be appropriated in the current fiscal year. The remaining sum should be appropriated in the 1960 fiscal year if it becomes necessary.

5. That the State Hospital for the Criminal Insane at Bridgewater now within the Department of Correction be transferred to the Department of Mental Health.

6. That legislation be adopted to permit the transfer of inmates to and from Bridgewater State Hospital and the Dept. of Mental Health.

7. That once the transfer of the Bridgewater State Hospital to the Dept. of Mental Health is effected, Your Excellency and the Legislature should give prompt and effective attention to the needs of this institution and appropriate sufficient funds for a new facility in a location which will attract the kind of professional personnel which is necessary to operate an effective mental health program.

8. That steps be taken to provide additional money and staff to the Department of Public Health, particularly, and to the Commissioner on Alcoholism and the Department of Mental Health, so that provision may be made for the care of so-called "voluntary admission" alcoholics presently cared for in large numbers in the Prison Department of the Bridgewater institution in the Department of Correction. Impetus should also be given to the proposal to establish "Half-way Houses" as part of the treatment plan for alcoholics committed as criminals by the courts.

9. That approximately \$250,000 be appropriated in this fiscal year for necessary remodeling of part of the Defective Delinquent

department at Bridgewater for the care and treatment of special cases of inmates within the Department of Correction.

10. That legislation be enacted (see Appendix B) permitting the Commissioner of Correction to transfer inmates between and among all institutions within the Department without restriction.

11. That steps be taken toward the adoption of a regional interstate compact among the New England States to make maximum use of existing correctional facilities throughout the region and to co-ordinate building programs among the states so as to provide a modern and effective program with maximum efficiency and economy to all the jurisdictions involved.

Respectfully submitted,

GEORGE F. McGRATH,

*Chairman.*

MRS. ELIZABETH R. KEANE,

*Secretary.*

ARTHUR T. LYMAN,

*Commissioner of Correction.*

CORNELIUS J. TWOMEY,

*Chairman, Parole Board.*

MATTHEW T. CONNOLLY, Esq.

HARRY C. SOLOMON, M.D.

THOMAS J. FORD, D.M.D.

JUNE, 1958.

## PROPOSED LEGISLATION.

## APPENDIX B.

**The Commonwealth of Massachusetts**

In the Year One Thousand Nine Hundred and Fifty-Eight.

## AN ACT TO AUTHORIZE THE TRANSFER TO AND FROM CORRECTIONAL INSTITUTIONS.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

1 Section 97 of chapter 127 of the General Laws, as amended  
2 by section 57 of chapter 770 of the acts of 1955 is hereby amended  
3 by inserting after the word "Concord" in line 13, the words  
4 "Massachusetts Correctional Institution Bridgewater" so as to  
5 read as follows:

6 *Section 97.* The commissioner may transfer any prisoner from  
7 one correctional institution of the commonwealth to another  
8 and with the approval of the sheriff of the county, from any such  
9 institution to any jail or house of correction or from any jail or  
10 house of correction to any such institution, or from any jail or  
11 house of correction to any other jail or house of correction; pro-  
12 vided, that no person sentenced to the state prison other than  
13 prisoners transferred in accordance with sections eighty-three B,  
14 eighty-three E and one hundred and eleven A shall be so re-  
15 moved to any other institution except the Massachusetts Cor-  
16 rectional Institution, Walpole, the Massachusetts Correctional  
17 Institution, Norfolk, or the Massachusetts Correctional Institu-  
18 tion, Concord, Massachusetts Correctional Institution Bridge-  
19 water, except with the approval of the governor and council.  
20 Prisoners so removed shall be subject to the terms of their origi-  
21 nal sentences and to the provisions of law governing parole from  
22 the correctional institutions of the commonwealth.

TABLE 1. *Commitments to State Prison.*

Commitments by offenses to show relative incidence of various crimes. (Predominant age group at time of commitment, 25-29 years.)

CRIME.	FOUR-YEAR PERIOD, 1950-1953.		THREE-YEAR PERIOD, 1954-1956.		TOTALS.	
	Number.	Per Cent.	Number.	Per Cent.	Number.	Per Cent.
Robbery <sup>1</sup>	369	29.0	308	29.0	677	29.0
Sex crimes	279	21.9	233	21.9	512	21.9
Rape	91		65		156	
Abuse child	98		70		168	
Lewd, lascivious, etc. <sup>2</sup>	57		73		130	
Incest	31		25		56	
Polygamy	2		-		2	
B. E. and L.	257	20.2	200	18.9	457	19.6
Larceny	126	9.9	79	7.4	205	8.8
Goods and money	43		32		75	
Auto	39		22		61	
Common and notorious thief	33		17		50	
Receiving	11		8		19	
Assault <sup>3</sup>	66	5.2	63	5.9	129	5.5
Manslaughter	49	3.8	36	3.4	85	3.6
Murder — first and second	27	2.1	49	4.6	76	3.3
Escape and aiding	26	2.0	28	2.6	54	2.3
Forgery and uttering	18	1.4	16	1.5	34	1.5
Abortion	14	1.1	3	*	17	*
Drugs	11	*	19	1.8	30	1.3
Arson	9	*	6	*	15	*
Kidnapping	6	*	3	*	9	*
Carrying armed weapon	3	*	7	*	10	*
Miscellaneous	14	1.1	11	1.0	25	1.1
	1,274		1,061		2,335	

\* Less than one per cent.

<sup>1</sup> Including robbery armed, attempt to rob.

<sup>2</sup> Including sodomy, indecent assault, lewd and lascivious cohabitation, etc.

<sup>3</sup> Including assault to murder, assault with armed weapon.

Data taken from Statistical Report of the Commissioner of Correction, Public Document No. 115, 1950-1956.

TABLE 2. *Commitments to Concord.*

Commitments by offenses to show relative incidence of various crimes. (Predominant age group at time of commitment, 16-20 years.)

CRIME.	FOUR-YEAR PERIOD, 1950-1953.		THREE-YEAR PERIOD, 1954-1956.		TOTALS.			
		Number.	Per Cent.		Number.	Per Cent.	Number.	Per Cent.
Robbery <sup>1</sup>		307	32.1		255	33.9	562	32.9
B. E. and L.		283	29.6		231	30.7	514	30.1
Larceny		166	17.4		97	12.9	263	15.4
Goods and money	70			37			107	
Auto	91			51			142	
Common and notorious thief	2			-			2	
Receiving	3			9			12	
Sex crimes		92	9.6		90	12.0	182	10.7
Rape	31			21			52	
Abuse of child	37			45			82	
Lewd, lascivious, etc. <sup>2</sup>	23			22			45	
Incest	1			2			3	
Assault <sup>3</sup>		32	3.3		32	4.3	64	3.9
Forgery <sup>4</sup>		8	*		9	1.2	17	1.0
Carrying armed weapon		8	*		2	*	10	*
Escape		7	*		0	*	7	*
Arson		6	*		9	1.2	15	*
Manslaughter		1	*		1	*	2	*
Kidnapping		6	*		0	*	6	*
Drugs		6	*		3	*	9	*
Miscellaneous		33	3.3		23	3.1	56	3.3
		955			752		1,707	

\* Less than one per cent.

<sup>1</sup> Including robbery armed, attempt to rob.

<sup>2</sup> Including sodomy, indecent assault, lewd and lascivious cohabitation, etc.

<sup>3</sup> Including assault to murder, assault with armed weapon.

<sup>4</sup> Including fraud, cheating.

TABLE 3. *Commitments to Framingham.*

Commitments by offenses to show relative incidence of various crimes. (Predominant age group at time of commitment, 25-29 years.)

CRIME.	FOUR-YEAR PERIOD, 1950-1953.		THREE-YEAR PERIOD, 1954-1956.		TOTALS.	
	Number.	Per Cent.	Number.	Per Cent.	Number.	Per Cent.
Drunkenness	281	37.1	223	34.5	504	35.9
Sex crimes	145	19.2	130	20.1	275	19.6
Lewdness	63		53		116	
Adultery	37		26		63	
Lewd and lascivious cohab.	25		21		46	
Fornication	9		9		18	
Disorderly house and night walker	6		18		24	
Incest	1		2		3	
Other	4		1		5	
Non-support	81	10.7	74	11.4	155	11.0
Idle and disorderly	63	8.3	46	7.1	109	7.8
Larceny	47	6.2	31	4.8	78	5.6
Vagrancy	32	4.2	8	1.2	40	2.8
Stubbornness	27	3.6	22	3.4	49	3.5
Assault	14	1.8	13	2.0	27	1.9
Escape	8	1.1	18	2.8	26	1.9
B. E. and L.	8	1.1	7	1.1	15	1.1
Abortion	8	1.1	12	1.9	20	1.4
Robbery	8	1.1	9	1.4	17	1.2
Drugs	8	1.1	24	3.8	32	2.3

TABLE 4. *Age at Time of Commitment.*

Showing the percentage of males under 21 of all commitments to State Prison and Concord.

CALENDAR YEAR.		Per Cent under 21. State Prison.	Per Cent under 21. Concord.	Per Cent under 21. Total.
1940	. . . . .	6.8	56.6	33.6
1941	. . . . .	7.1	54.6	29.9
1942	. . . . .	9.2	65.8	37.6
1943	. . . . .	9.3	68.2	38.8
1944	. . . . .	9.1	67.1	41.8
1945	. . . . .	17.6	67.5	45.4
1946	. . . . .	10.6	61.5	36.0
1947	. . . . .	9.8	49.8	29.2
1948	. . . . .	7.5	51.6	27.8
1949	. . . . .	6.9	54.1	30.5
1950	. . . . .	7.1	55.2	28.2
1951	. . . . .	9.1	52.1	29.2
1952	. . . . .	4.4	56.0	24.5
1953	. . . . .	9.9	46.4	25.2
1954	. . . . .	5.9	56.0	27.3
1955	. . . . .	9.5	51.1	27.5
1956	. . . . .	12.9	53.0	28.2
Average	. . . . .			31.8

TABLE 5. *Sentences with Maximums of More than 5 Years.*

Showing relative increase of such sentences to State Prison and Concord.

CALENDAR YEAR.	PERCENTAGE OF SENTENCES WITH MAXIMUMS OF MORE THAN FIVE YEARS.		
	State Prison.	Concord.	Total.
1940	35.0	18.0	25.8
1941	41.8	11.9	27.4
1942	53.0	12.7	32.8
1943	52.1	14.3	33.2
1944	50.0	12.3	28.5
1945	51.0	13.8	30.2
1946	56.5	12.0	34.3
1947	42.2	10.3	23.3
1948	43.2	13.8	29.6
1949	47.4	14.0	30.7
1950	48.4	18.4	35.2
1951	49.3	19.3	35.3
1952	45.9	19.4	35.6
1953	48.9	26.5	39.5
1954	46.8	33.3	41.1
1955	56.1	25.4	42.9
1956	52.3	26.9	42.6
Average			33.4

TABLE 6. *Relationship between Imprisonment and Probation.*

(14-year period)

CALENDAR YEAR.	SUPERIOR COURT.			DISTRICT COURTS.		
	Imprisonment.	Probation.	Per Cent Imprisonment.	Imprisonment.	Probation.	Per Cent Imprisonment.
1943 . . . . .	1,818	1,331	57.7	6,426	20,946	23.5
1944 . . . . .	2,037	1,604	55.9	5,472	16,248	25.2
1945 . . . . .	1,860	1,373	57.5	5,413	17,028	24.1
1946 . . . . .	2,146	1,706	55.7	5,013	15,423	24.5
1947 . . . . .	1,941	1,685	53.5	6,371	18,966	25.1
1948 . . . . .	1,856	1,574	54.1	7,887	17,896	30.6
1949 . . . . .	2,199	1,562	59.0	8,114	17,935	31.1
1950 . . . . .	2,441	1,382	63.9	7,649	16,833	31.2
1951 . . . . .	2,081	1,306	61.4	7,258	17,271	29.6
1952 . . . . .	2,085	1,141	64.6	8,148	15,656	34.2
1953 . . . . .	1,872	1,367	57.8	8,511	16,146	34.5
1954 . . . . .	1,935	1,444	57.3	9,314	16,110	36.6
1955 . . . . .	2,028	1,570	56.4	8,141	16,638	32.9
1956 . . . . .	2,189	1,578	58.1	8,483	18,012	32.0
Totals . . . . .	28,488	20,623	-	102,200	241,108	-
Average . . . . .	2,035	1,473	-	7,300	17,222	-

Average yearly imprisonment all courts . . . . . 9,335

Average yearly probation all courts . . . . . 18,695

Average per cent imprisonment . . . . . 33.4

TABLE 7. *Prisoners sentenced to Reformatory for Women from 1950 by Age.*

YEAR ENDING,	TOTAL,	16	17	18	19	20	21	25	30	35	40	45	50	55	60	65	70 and over.
							to to										
							20 24	20 20	30 34	35 39	40 44	45 49	50 54	55 59	60 64	65 69	
December 31																	
1950	190	1	4	5	6	6	22	23	33	24	25	17	10	6	4	3	1
1951	210	-	11	11	9	4	13	20	32	27	30	16	13	4	8	1	2
1952	195	-	8	6	5	8	28	28	15	26	29	21	13	4	2	-	2
1953	162	-	9	8	5	9	17	28	22	19	15	11	10	3	6	-	-
1954	178	-	12	3	8	5	23	26	21	22	18	19	10	4	2	2	3
1955	222	-	7	5	9	10	29	30	46	31	20	12	6	8	6	1	2
1956	247	4	11	12	12	7	29	38	27	31	25	15	17	10	7	2	-
Totals	1,404	5	62	50	54	49	161	202	196	180	162	111	79	39	35	9	10
Per Cent		*	4.4	3.6	3.8	3.5	11.5	14.4	14.0	12.8	11.5	7.9	5.6	2.8	2.5	*	*

Under 20 . . . . . 12.2%  
 20 — 29 . . . . . 29.4%  
 30 — 39 . . . . . 26.8%  
 40 — 49 . . . . . 19.4%  
 50 and over . . . . . 12.3%

\* Less than 1%.

TABLE 8. *Number of Women sentenced to Framingham for Drunkenness, 1950-1957.*

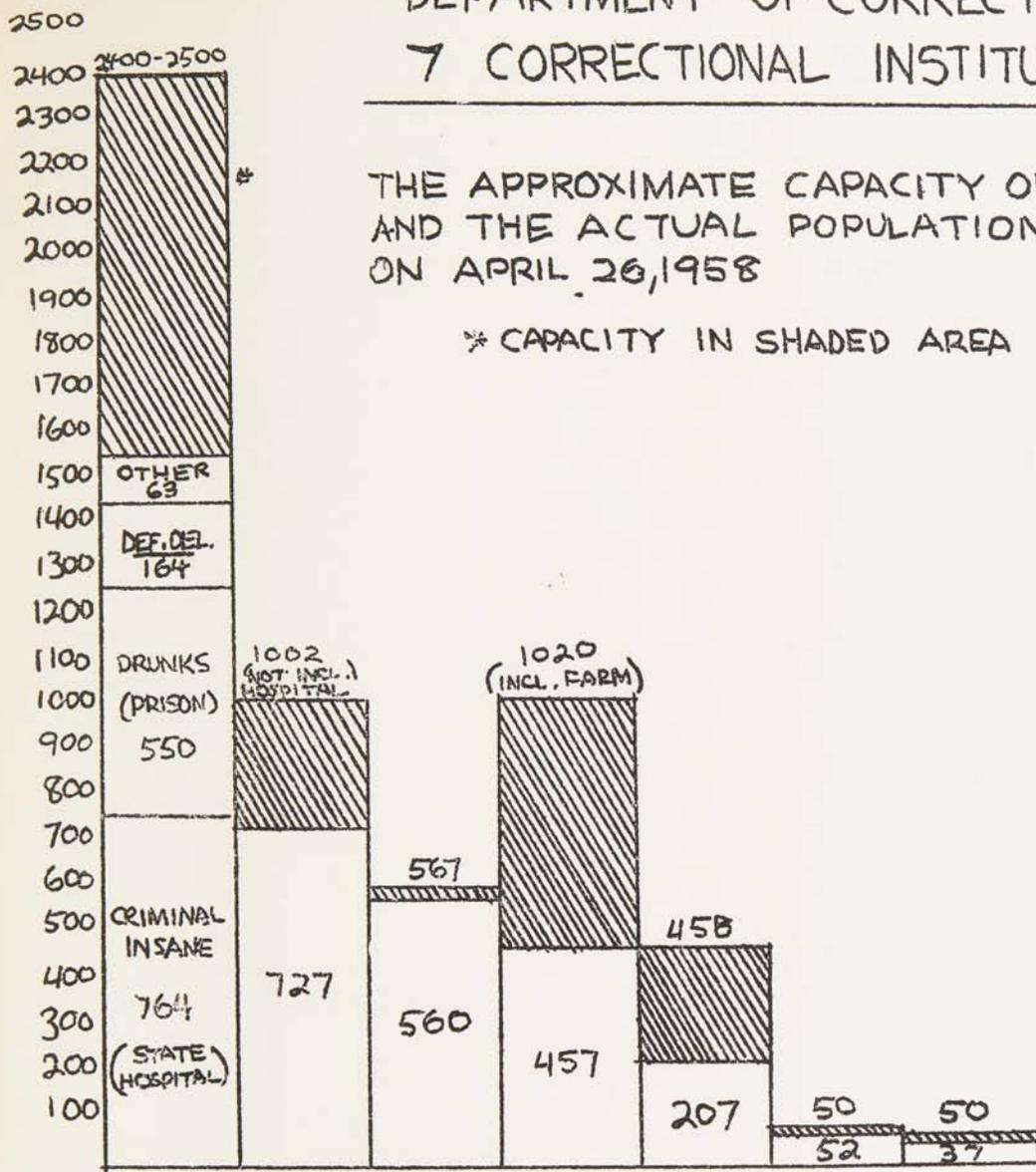
	1950	1951	1952	1953	1954	1955	1956	1957*	TOTAL
January . . . . .	5	3	9	5	3	7	5	9	46
February . . . . .	7	1	5	-	3	10	5	7	38
March . . . . .	4	7	3	7	4	11	4	11	51
April . . . . .	4	6	8	3	6	4	7	6	44
May . . . . .	9	9	3	5	4	7	9	10	56
June . . . . .	7	5	8	5	7	6	8	11	57
July . . . . .	7	9	13	5	7	9	11	10	71
August . . . . .	5	16	5	4	8	9	7	12	66
September . . . . .	6	6	3	5	5	5	4	9	43
October . . . . .	9	13	7	6	5	5	10	16	71
November . . . . .	2	3	2	3	2	2	6	7	27
December . . . . .	5	9	8	6	1	4	7	7	47
	70	87	74	54	55	79	83	115	617

\* Chapter 715, Acts of 1956 — took effect Dec. 27, 1956.

# DEPARTMENT OF CORRECTION'S 7 CORRECTIONAL INSTITUTIONS

THE APPROXIMATE CAPACITY OF EACH  
AND THE ACTUAL POPULATION  
ON APRIL 26, 1958

\* CAPACITY IN SHADED AREA



BRIDGEWATER NORFOLK WALPOLE CONCORD FRAMINGHAM PLYMOUTH MONROE

COUNT → 1551 727 560 457 207 52 37

TOTAL 3592 - { ABOUT 63% FULL

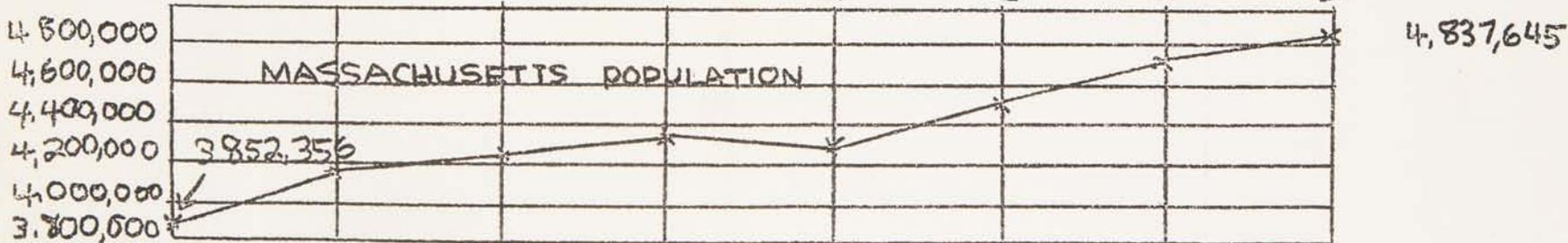
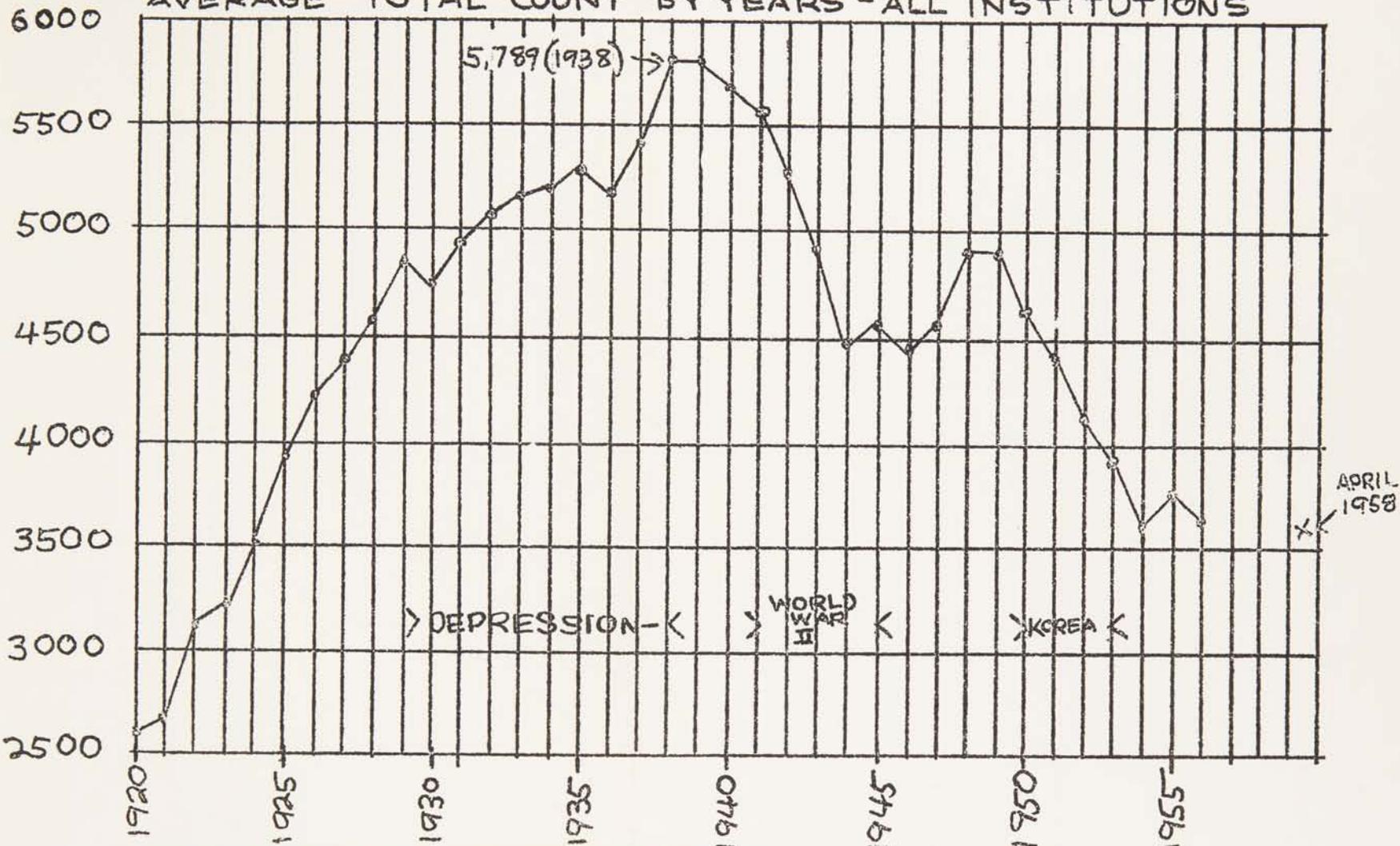
CAPACITY APPROX 5600



2.

# DEPARTMENT OF CORRECTION

AVERAGE TOTAL COUNT BY YEARS - ALL INSTITUTIONS

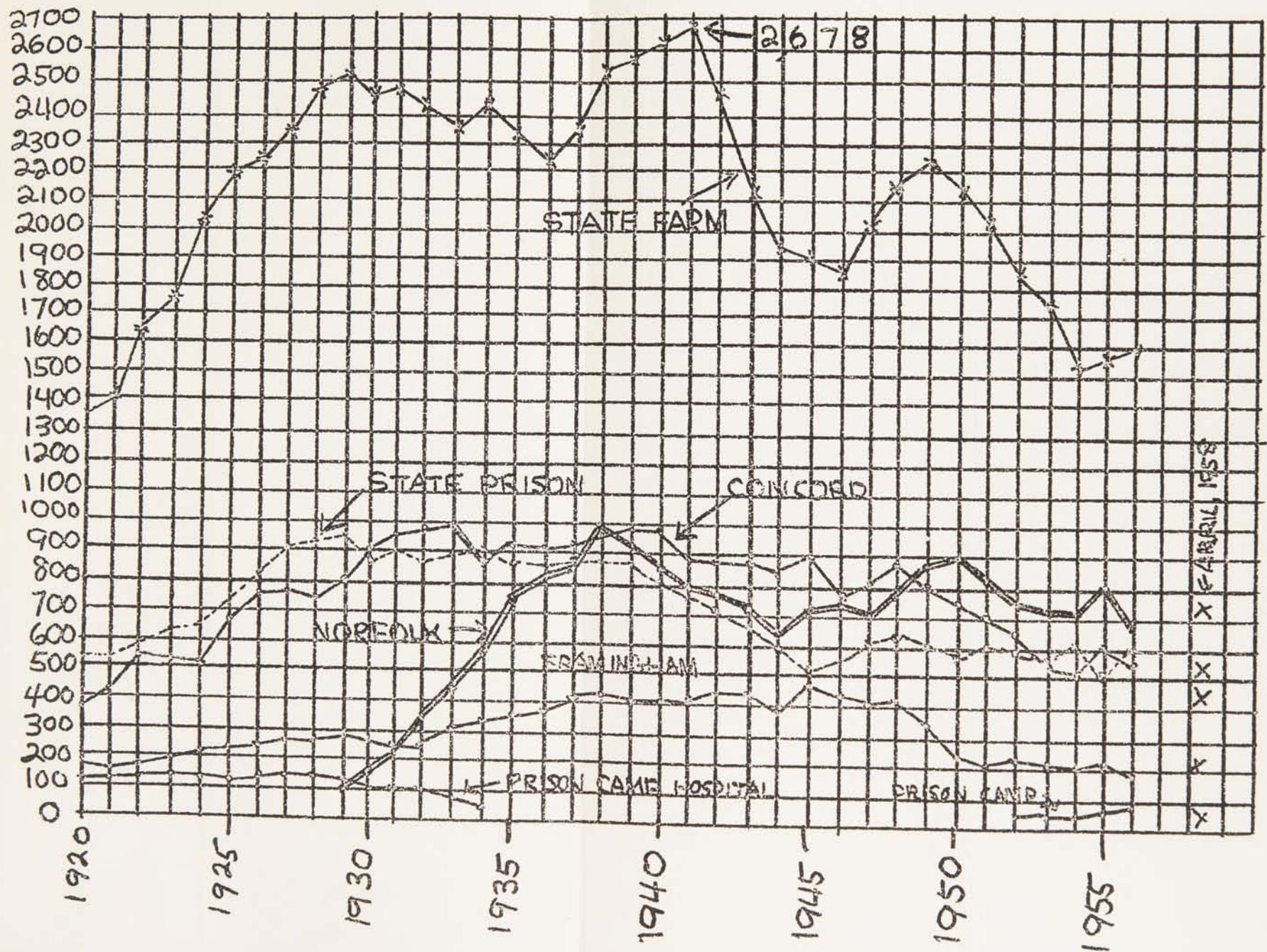




3.

# DEPARTMENT OF CORRECTION

## AVERAGE TOTAL "COMMT." BY YEARS - 1920-1956



X YEAR, 1958

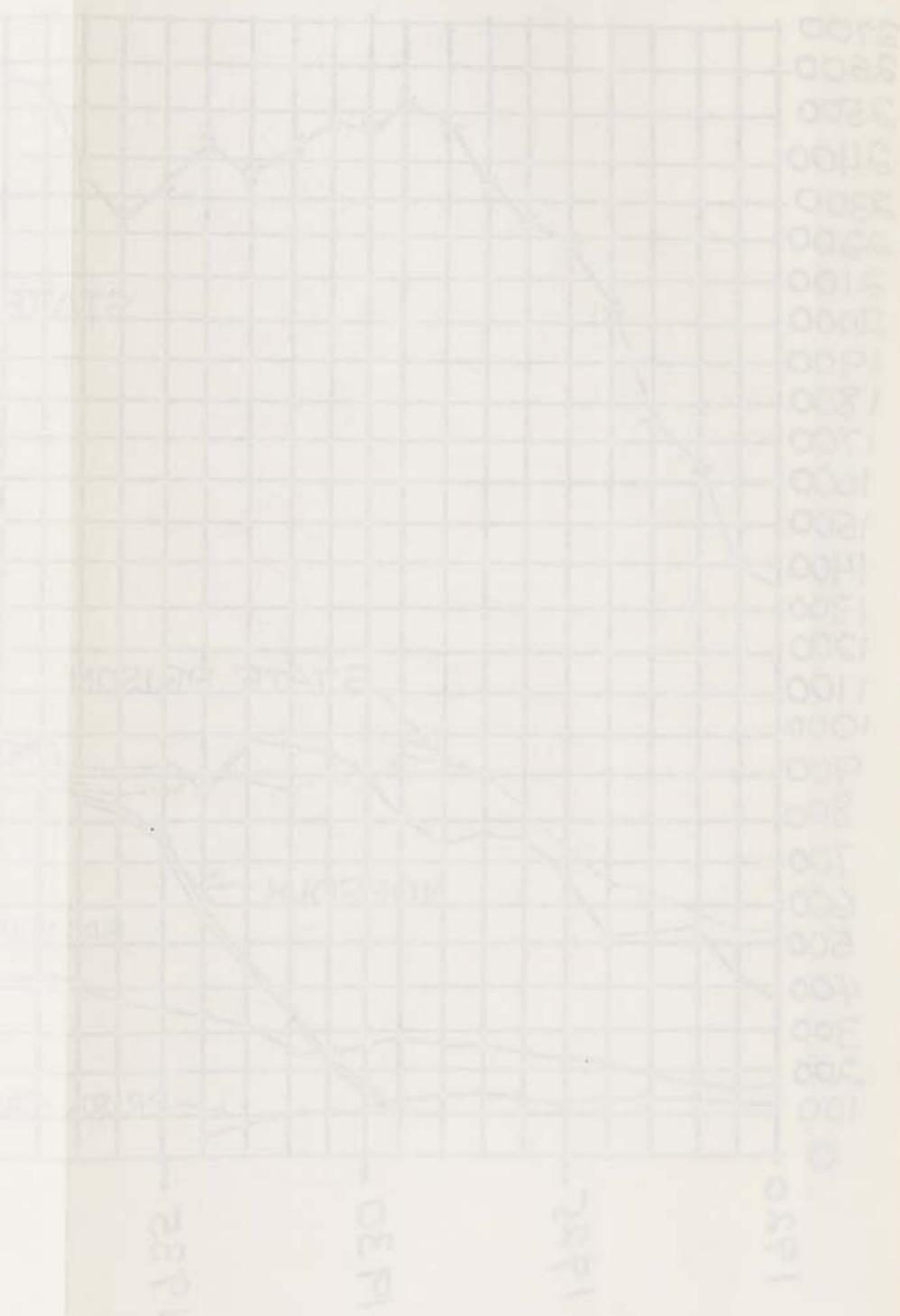
X X

X X

X

X

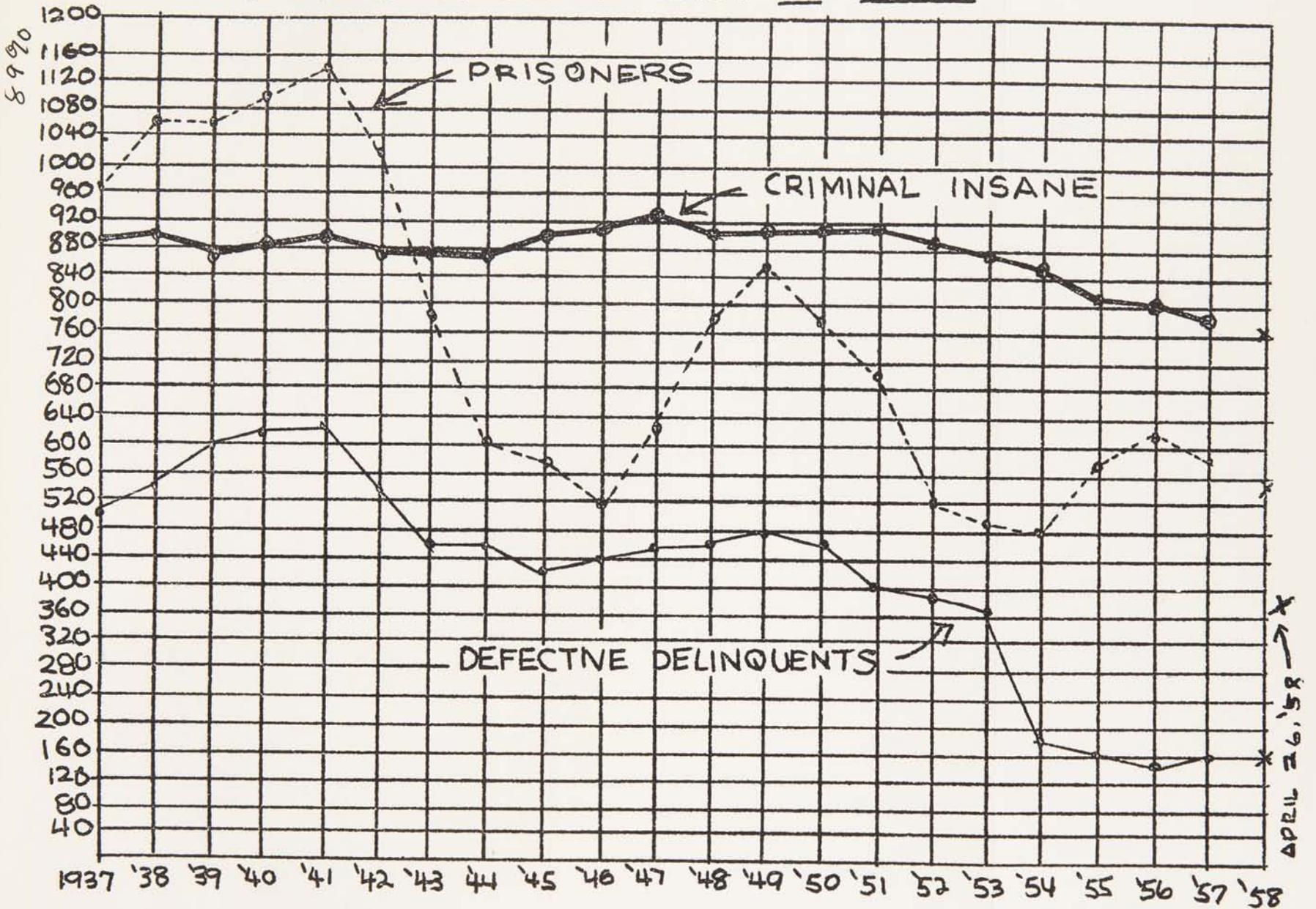
DEPARTMENT OF CORRECTIONS  
AVERAGE TOTAL COMMITMENTS



4.

# STATE FARM - M.C.I. BRIDGEWATER

## AVERAGE DAILY "COUNT" - PAST 20 YEARS



4.

STATE FARM - M.

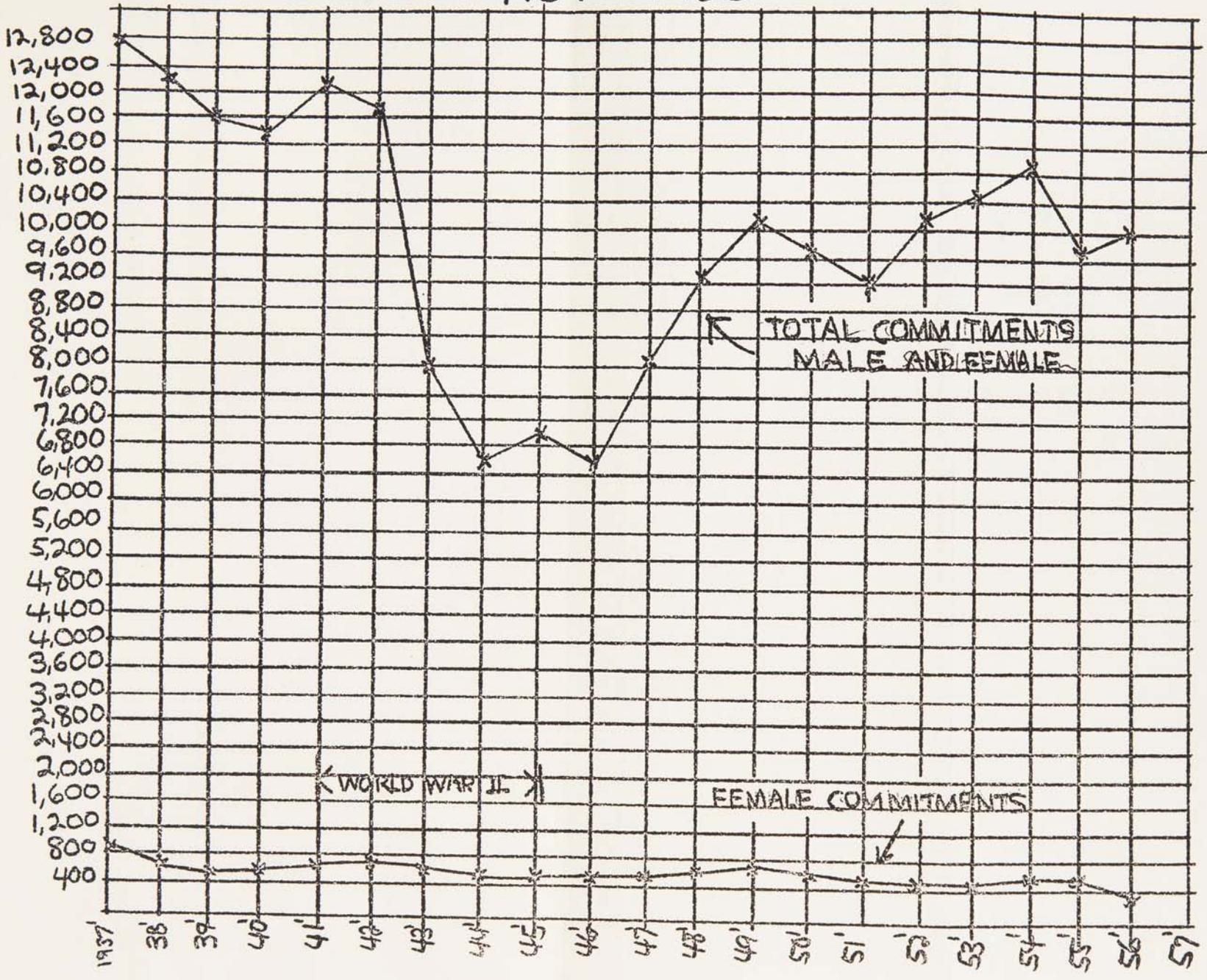
AVERAGE DAILY COUNT



5.

# COMMITMENTS TO JAILS AND HOUSES OF CORRECTION

1937 - 1956





# COMMITMENTS TO STATE PRISON

COMPOSITE PICTURE - 7-YEAR PERIOD - 1950-'56

NO. OF CASES —

CRIMES	APPROXIMATE PERCENTAGE
ROBBERY	29%
SEX	22%
B. E. & L.	20%
LARCENY	9%
ASSAULT	6%
MANSLAUGHTER	4%
MURDER	3%
OTHER	7%

SEE TABLE #1



# COMMITMENTS TO CONCORD

COMPOSITE PICTURE - 7 YR. PERIOD - 1950-'56

NO. OF CASES - 1,707

CRIMES	APPROXIMATE PERCENTAGES
ROBBERY	33%
B.F. & L.	30%
LARCENY	15%
SEX	11%
ASSAULT	4%
OTHER -	7%

~ SEE TABLE #2



# COMMITMENTS AT FRAMINGHAM

COMPOSITE PICTURE 7YR. PERIOD 1950-'56

NO. OF CASES - 1,404

## CRIMES

APPROXIMATE  
PERCENTAGE

DRUNKENNESS

36%

SEX

20%

NON-SUPPORT

11%

IDLE & DISORDERLY

8%

LARCENY

6%

STUBBORN

4%

VAGRANCY

3%

2%

2%

2%

OTHER

6%

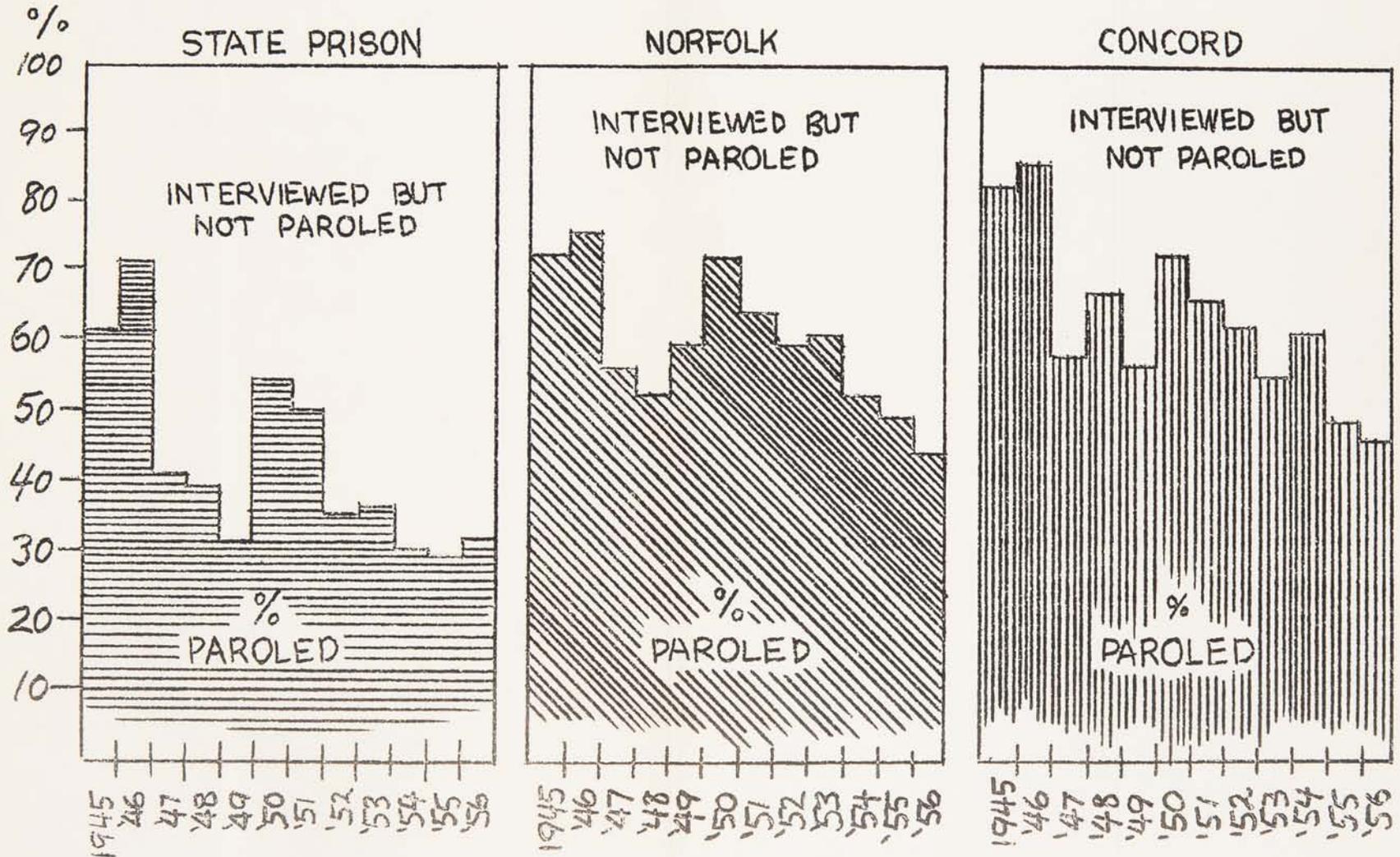
ESCAPE  
DRUGS  
ASSAULT

SEE TABLE #3



# 9. PAROLE

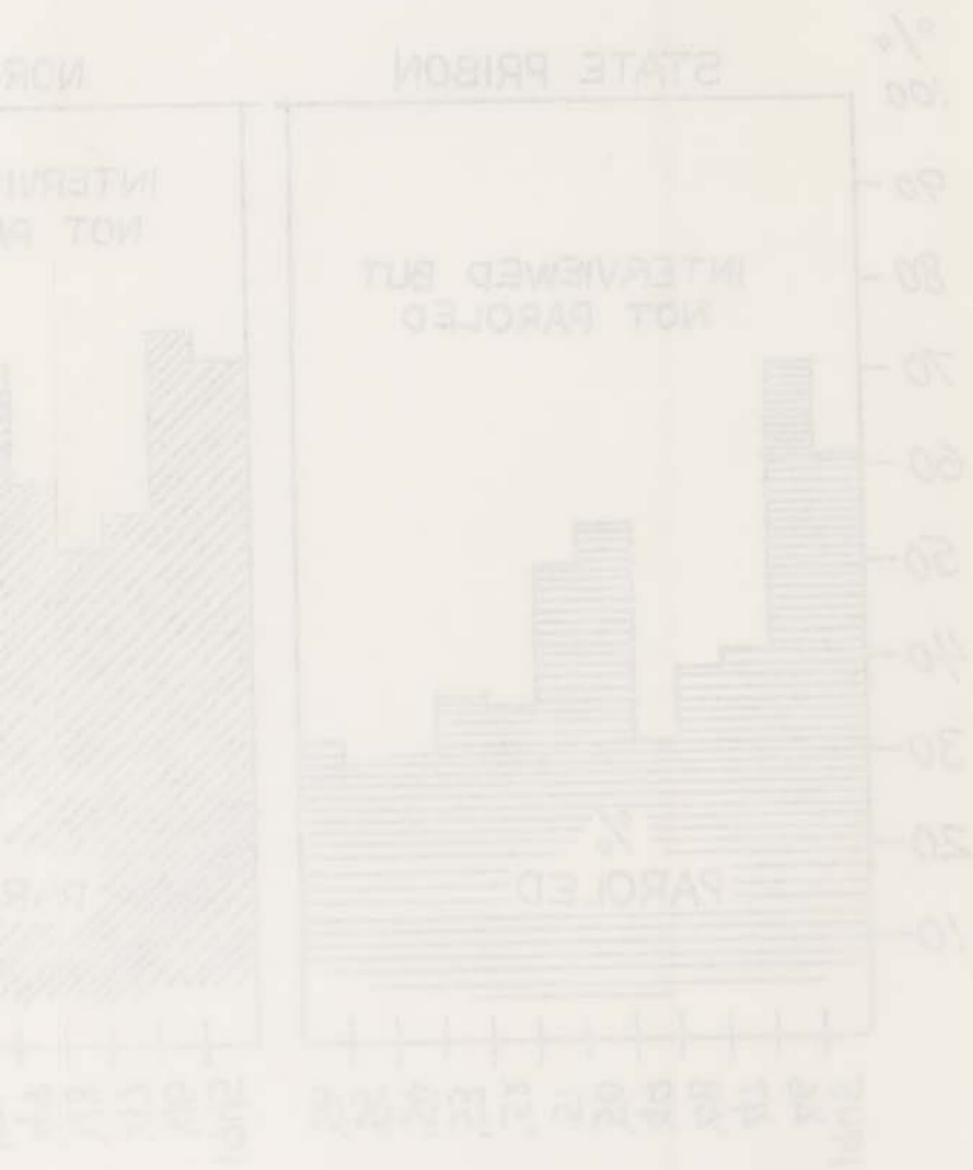
RELATIONSHIP BETWEEN TOTAL NUMBER INTERVIEWED FOR PAROLE AND NUMBER GRANTED PAROLE. COMPARING 3 INSTITUTIONS OVER A 12 YEAR PERIOD OF TIME -



PAROLE

9.

RELATIONSHIP BETWEEN TOTAL NUMBER IN  
PAROLE COMPARED WITH INSTITUTION

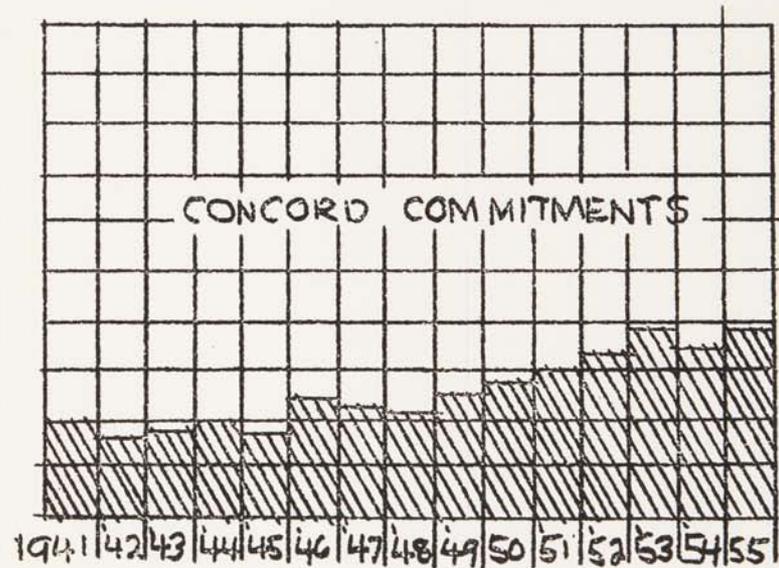
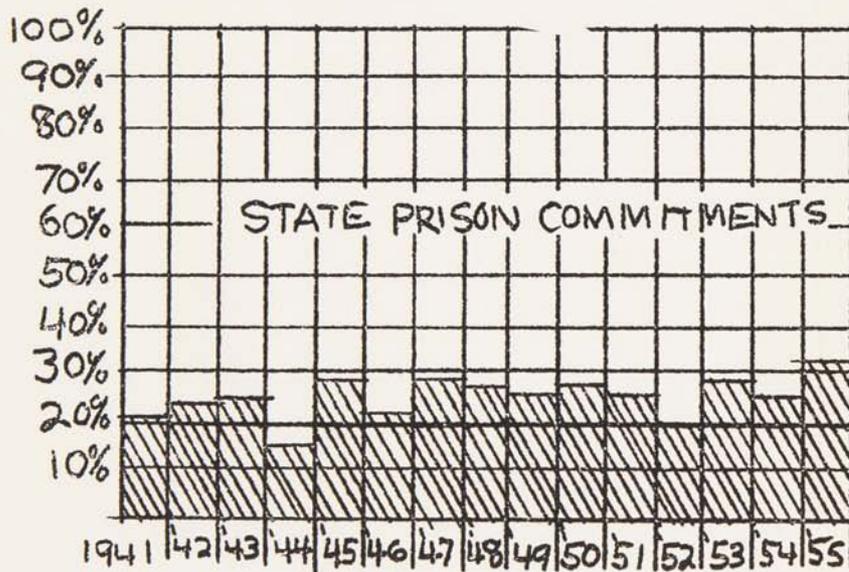


10.

IS THERE A RELATIVE INCREASE IN COMMITMENTS  
FOR ROBBERY (ARMED AND UNARMED) ?

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OF ALL COMMITMENTS TO STATE PRISON AND CONCORD  
FROM 1941 TO 1945 THE PERCENTAGE OF COMMITMENTS  
FOR ROBBERY IS SHOWN IN SHADED SQUARES.



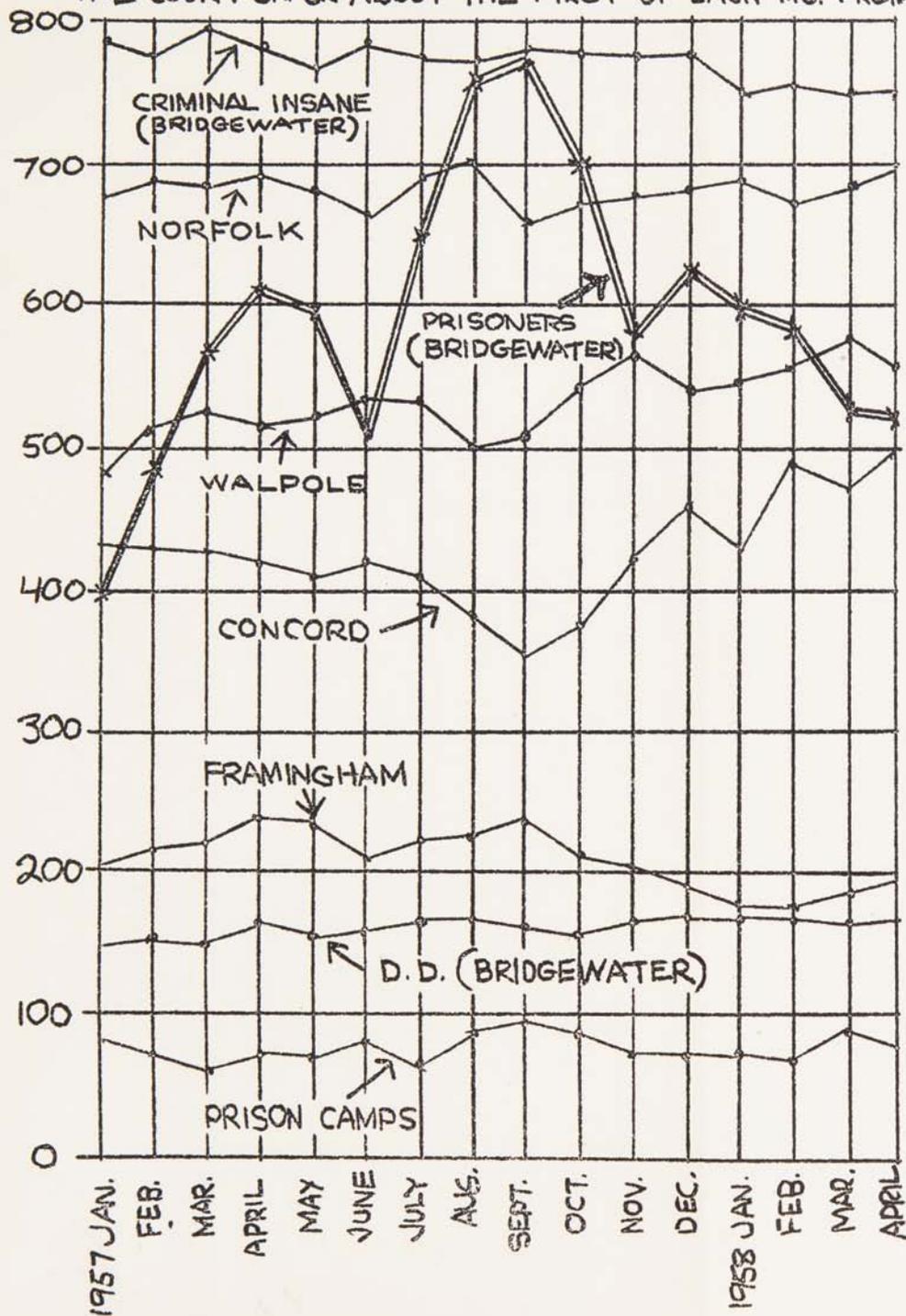


# DEPARTMENT OF CORRECTION

## CURRENT INSTITUTIONAL POPULATION TRENDS

THE "COUNT" ON OR ABOUT THE FIRST OF EACH MO. FROM JAN. 1957

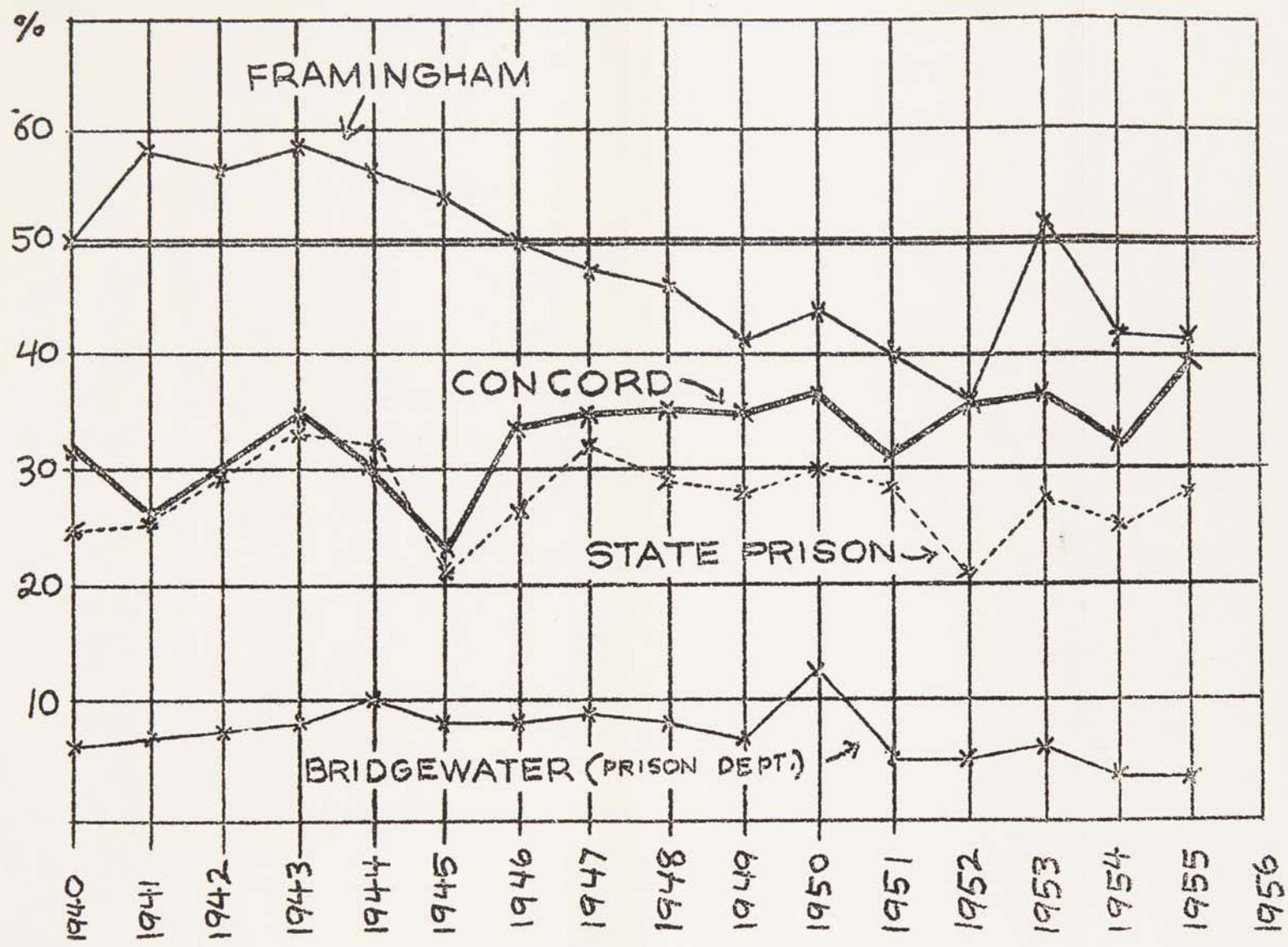
TO  
DATE





# CHART 12. PERCENTAGE of "FIRST OFFENDERS" AMONG SENTENCED PRISONERS

— FOR EACH YEAR, ENDING DE



"FIRST OFFENDER" NOT HAVING SERVED A COMMITMENT PREVIOUSLY ADULT OR JUVENILE, PENAL OR CORRECTIONAL INSTITUTION

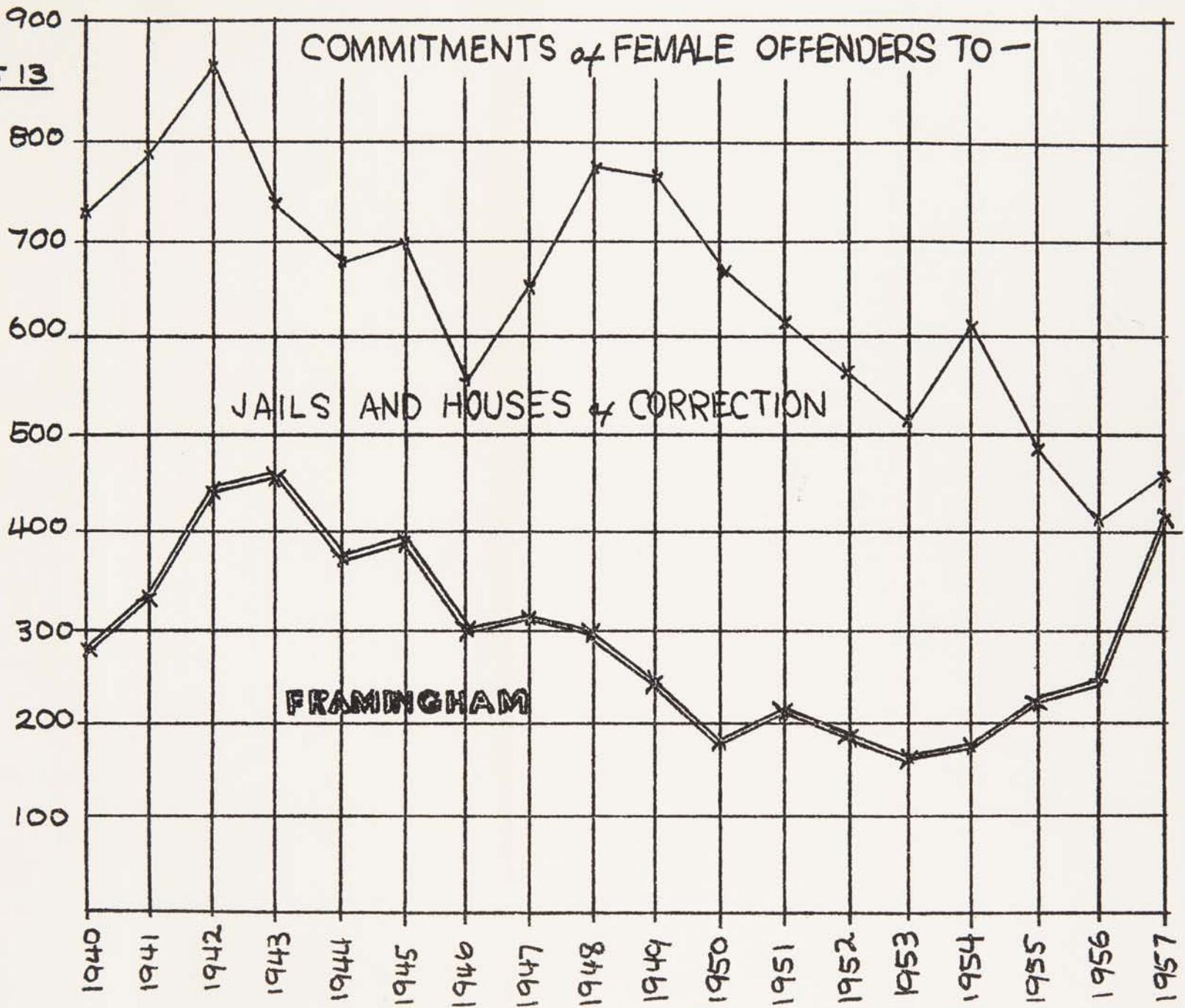


CHART 13

COMMITMENTS of FEMALE OFFENDERS TO -

JAILS AND HOUSES of CORRECTION

FRAMMINGHAM





PERCENTAGE  
CHANGE

# CHART 14

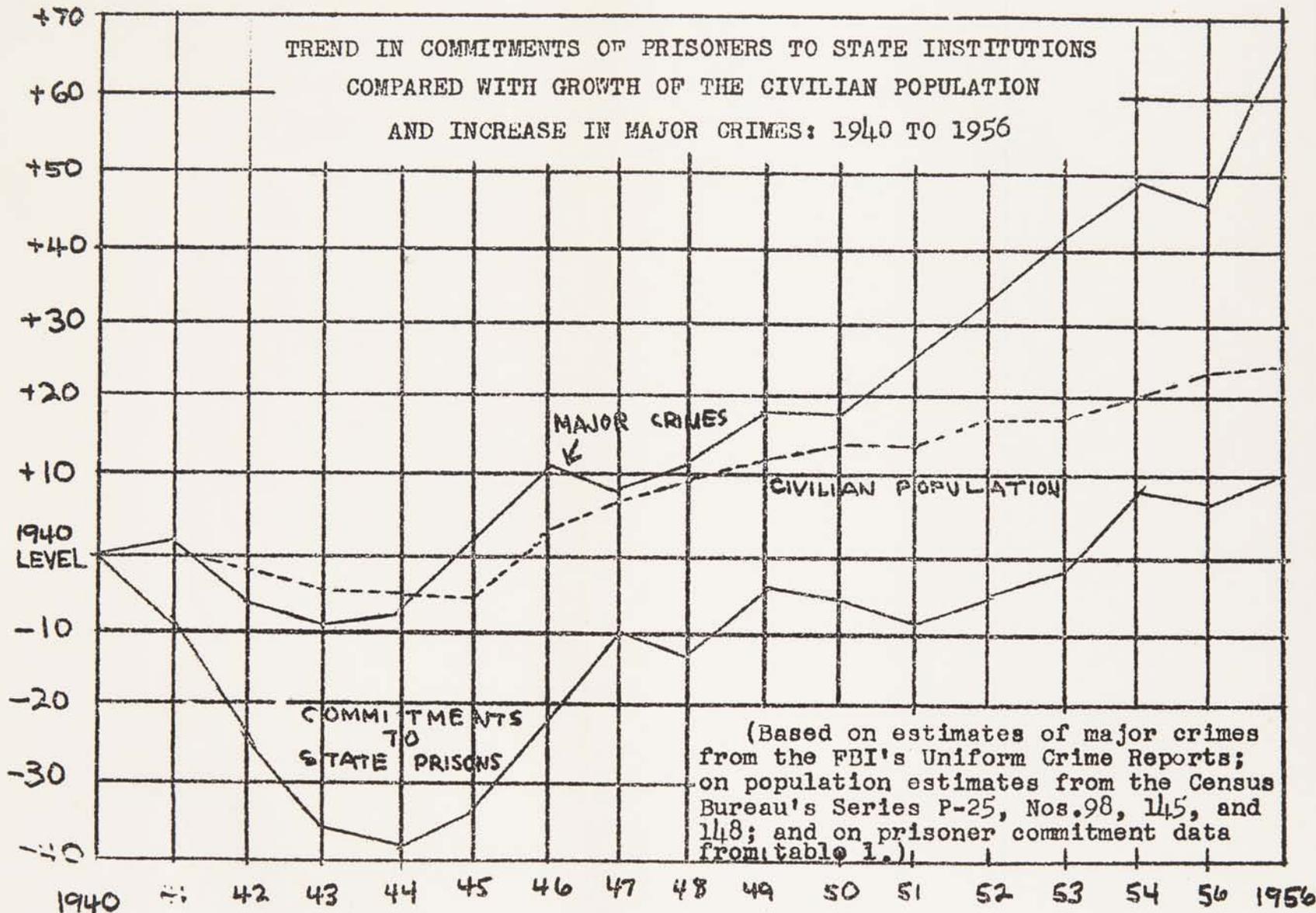




TABLE 9. *Alcoholics at Bridgewater, 1950-1957.*

	Committed by Courts.*	Voluntarily admitted.
1950 . . . . .	1,113	6
1951 . . . . .	1,125	117
1952 . . . . .	952	209
1953 . . . . .	911	288
1954 . . . . .	956	311
1955 . . . . .	1,120	441
1956 . . . . .	1,209	556
1957** . . . . .	2,379	915

\* Returns for violation of parole prior to December 27, 1956, not included.

\*\* Chap. 715, Acts of 1956 became effective December 27, 1956.

TABLE 1. - *Life History of the Mosquito, 1902.*

Stage	Duration	Temperature	Remarks
Egg	1-2	70-80	
1st larva	3-5	70-80	
2nd larva	3-5	70-80	
3rd larva	3-5	70-80	
4th larva	3-5	70-80	
Pupa	3-5	70-80	
Adult	3-5	70-80	

NOTE. - The duration of the life history of the mosquito is given in hours. The temperature is given in degrees Fahrenheit.