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State of New Jersey

Four Year Summary of Reports of
The State Board of Control
OF
Institutions and Agencies



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New Jersey
State Board of Control
OF
Institutions and Agencies

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LETTER OF TRANSMITTAL

HONORABLE EDWARD I. EDWARDS,
Governor of New Jersey, State House.

DEAR GOVERNOR EDWARDS:—

The State Board of Control of Institutions and Agencies submits herewith a summary report of the activities of this Department for the four years ending June 30, 1922.

Chapter 147, Laws 1918, paragraph 121 provides that such a record of the continuous development of the charitable, hospital, relief and training institutions and correctional institutions and non-institutional agencies of this State shall be compiled by the State Board or the Commissioner from time to time.

Numerous special reports and the annual report of the expenditures and requested appropriations have been submitted. These reports have set forth the needs and accomplishments of the State Institutions year by year.

You are familiar with the basic principles which have guided this Board in its determination of an economical and progressive administration of this important Department of the State's business. The outstanding features of this work for the first four years are outlined below.

1. The extension of a policy of treatment and prevention to all State Institutions has been effected. This means that New Jersey does not believe that it is right or necessary to permit the increase of custodial, helpless, dependent insane and feeble-minded persons. Every proper scientific and medical measure should be employed to treat, cure, improve and train these patients so that they may be re-claimed and if possible rehabilitated. The effective policy of this Department has checked the growing tide of custodial State wards. Moreover, the lessons learned in these efforts have resulted in local counties and communities pursuing more hopefully and effectively a campaign of prevention.

2. Business practices which are modern, economical and effective have been introduced in all State institutions. Allegations of extravagance advanced occasionally by uninformed persons are answered completely by the facts. The report of Commissioner Lewis, transmitted herewith, details the savings accruing to the State as the result of proper business administration of the various Departments of institutional work. Appropriations for maintenance, including food, clothing and other materials and supplies have been supervised so effectively

that institution living costs have advanced at only a fraction of the rate for general living costs. In addition, improved and scientifically correct dietaries have been provided for all institutions. We aim to see that they are carried more effectively into effect as time goes on. The accompanying report of Commissioner Lewis also gives convincing evidence of the savings to the State made by the present Division of Architecture and Construction, working in co-operation with the State House Commission and the Advisory Board on Plans, Design and Construction.

3. Employment of all types of State wards has advanced rapidly through the development of the State Use System. Much has been accomplished in eliminating idleness. Productive work in industries which make goods for State consumption has supplanted the old treadmill contract shops. Farm work and road building have both been developed under the supervision of the Central Department. This has resulted in checking the increasing cost of maintenance as well as in industrial and agricultural training for State wards. During its first year this Department developed a complete program for employing all prisoners at diversified occupations. Only the lack of appropriations has stood in the way of the complete carrying out of this program. The Legislature has supported us in every other department. It has failed to appropriate sufficient funds alone in this particular field.

In conclusion, the State Board of Control has consistently recognized that the State will perform its highest function in caring for the dependent and delinquent by bringing home to the local communities their ultimate responsibility for eliminating the causes of dependency, delinquency and crime. We are glad to report that the communities and counties of the State have responded cordially in advancing this principle. We have noted a quickened interest not only in the work within the institution, but in the even more important application of institutional experience to the program of prevention in the local communities.

Yours very sincerely

ELLIS P. EARLE, *President*,

State Board of Control of
Institutions and Agencies.

July 1, 1922.

TRENTON, N. J., June 30, 1922.

TO MR. E. P. EARLE, *President*,

State Board of Control of Institutions and Agencies.

REPORT IN BRIEF

I submit a special summary report of the activities of the State Department of Institutions and Agencies for the four years ending June 30, 1922. The annual report of expenditures and requested appropriations and numerous special reports have set out the outstanding features of the Department's work year by year. The significant accomplishments for the four years are:

1. The Establishment of a Co-ordinated Department in place of the Investigational and Reporting Agency which preceded it. The powers of the former Department of Charities and Corrections were limited chiefly to inspecting and reporting upon the condition of State and County institutions, to maintaining statistical records of commitments, admissions and discharges to State and County institutions, to checking up admission lists for hospitals and training institutions by correspondence and office interviews and by means of occasional mental examinations, to co-operation with other agencies in handling prison labor, and to occasional surveys of certain welfare problems. The various institutions were administered without any special reference to each other and through Boards of Managers chosen in various ways who were responsible directly to the Governor and the Legislature.

Under the existing plan, all institutions are placed together in a single Department with a central staff of a functional character co-operating with the institutional authorities in promoting and developing such functions as medical treatment, provision of clothing, education, employment and financial relations in all institutions, whether they are correctional, charitable, hospital, training or custodial in type. The State Board is responsible for all administration, is the channel through which the annual estimates of all institutions are submitted to the Governor and the Legislature, and it employs a Commissioner as its chief executive, financial and budgetary officer. The system may be characterized as one of centralization of policy making with decentralization of administrative procedures, but the local Boards of Managers are called upon by the State Board to make initial recommendations with regard to all matters of major interest. The Department is responsible for investigations and reports upon the conduct and management of all county, municipal, public and semi-public

institutions and agencies in the State. The charter of corporations not organized for pecuniary profit must be approved by the Commissioner before filing with the Secretary of State. All private institutions for mental disease must receive an annual license from the Commissioner in order to operate and all agencies placing children of other States in this State must receive a license from the Commissioner before they are authorized to bring children into New Jersey. The State Board or the Commissioner is authorized to summon witnesses, to take sworn testimony, to summon documents and memoranda generally in connection with any matters which it is empowered to handle. All State building operations requiring architectural treatment, save schools under the supervision of the State Board of Education, are carried on by the Department.

2. The Specialization of State Institutions in place of Institutions of General Scope with Overlapping Powers, Functions and Responsibilities. Formerly the institutions tended to be cosmopolitan in character, receiving patients of various classes. Under the re-organization, institutions are specialized to handle groups of patients. The feeble-minded committed to the State Home for Boys whose delinquency is not a primary characteristic are transferred, with the approval of the court, to the New Lisbon Colony, whereas, for the time being the children who are characteristically delinquent although they may be feeble-minded at the same time are maintained character defects. The relatively few feeble-minded of a highly trainable character without marked character defects are transferred, when in separate groups at the State Home for Boys, pending the establishment of a specialized institution for the feeble-minded with marked the end of each month. As this system develops, the Superintendents ever possible, to the Training School at Vineland as State patients. In like manner, inmates of the State Home for Girls with particularly difficult character defects are in many instances transferred to the State Hospital Psychopathic Department for medical treatment and are thus given an opportunity to recover and return to society, whereas continued stay in a correctional institution only aggravates their behavior difficulties. The ten-year construction program includes provision for more specialized institutions.

3. The Installation of a thoroughly Modern and Complete System of Cost and Consumption Accounting. Each institution formerly operated with a system of accounting peculiarly its own. This Department has established a uniform system of cost and consumption accounting, which shows monthly the cost of service, the cost of supplies and the total goods consumed in the various departments of the institutions. The same monthly report carries a twelve-month recapitulation which provides a twelve months' summary at

and Boards of Managers will have an increasingly close control over administration and over the use of supplies and materials, which in turn will enable the Commissioner and the State Board to make more intelligent recommendations to the Legislature as to financial requirements. The State is beginning to reap the fruits of this system of accounting and of the subsequent control it has made possible. At the end of this year \$580,645.64 in funds appropriated for maintenance in the budget for this year was returned unused to the treasury and an increase of \$94,102.67, in receipts over estimated receipts was achieved.

4. The Provision of Administrative Codes for each Institution, Establishing a Merit System of Assignment and Promotion. The work of the Department was inaugurated by a personnel study of each and every position in each and every institution and by the provision of administrative codes and books of rules governing the work of each and every department, indicating the name and title of the person to be assigned to each position and the number and assignments to be made in each division of the institution. The annual budget recommendation for personnel is now made, utilizing this schedule as a basis. Through co-operation with the Civil Service Commission a system of rating has been established, indicating more clearly the standard of performance for each employee. This serves as a basis for promotion.

5. The Establishment of a proper line of Demarkation between Centralization of Policy Making and Decentralization of Administration. The Department has aimed to obviate the common criticism that its type of organization precludes a satisfactory critical revision of its functioning. In many States it is maintained that no organization will publicly criticise itself, notwithstanding that that type of organization has become common in both large and small business enterprises. The State Board and the Commissioner have maintained from the very beginning that any particular unit of the Department is more interested in discovering weaknesses and in modifying them than any outside agency possibly could be. The uniform policy of the central department has been a rigorous program of self-scrutiny and of self-criticism which offers an opportunity not only to clean house but also to educate the people of the State to appreciate the positive constructive needs of the institutions. Frank criticism, coupled with constructive recommendations to eliminate improper conditions, is the only sound basis for administrative progress.

The Commissioner has always maintained that criticism is of more service in the long run to a public official than uniform praise. Occasions for self-criticism and for self-analysis have arisen repeatedly in developing a program of centralization of policy making with de-

centralization of administrative details. It is not always easy but quite necessary to end debates concerning policies with the issuance of general rules in the formulation of which the central office and the institutions have participated. As time goes on, difficulties due to misunderstandings of respective points of view and purposes will become less and less a source of delay in institutional management.

6. The Substitution of a Program of Treatment and Prevention for a Program of Custodial Care. One of the alarming features of modern government is the increase in the cost of custodial care of the wards of governmental agencies. From the day of its establishment, this Department has taken a position in favor of preventive work in childhood as contrasted with custodial care of adult dependents and delinquents. It has maintained that all public institutions, no matter what their present functions, should be operated primarily to supply information to be used by the people and by all public and private agencies and institutions in carrying forward a program of prevention for the benefit of children in their pliable and teachable age. The remarkable achievements in preventive health work, in training children in accordance with their endowments and in emphasizing the moral and religious side of life as well as the physical in isolated sections of the country warrant the application of these well tested results on a State wide scale and even a nation wide scale in public health work, in public educational work and in public institutional management.

New Jersey institutional achievements have justly attracted attention and have been favorably commented upon by magazines, newspapers and public officials throughout the world. Persons in British India, China, Japan, Soviet Russia, England, France, Italy, Australia and New Zealand have given particular attention to or have made inquiry for details concerning the advancement of our work.

7. The Establishment of a Modern System of Training, Productive Work, Medical Treatment and Rehabilitation in Place of Private Prison Contract Tread Mill Work. For one hundred years the prison labor problem has puzzled the best minds on both sides of the Atlantic Ocean. It has remained a serious stumbling block and one of the principal unsolved problems in connection with correctional institutional management in North America and in Europe. For want of more constructive efforts, England in the middle of the last century inaugurated a system of tread mills, water wheels and other devices requiring physical exertion on the part of prisoners immured behind prison walls. This proved a flat failure as did the former prevailing conditions of idleness, sequestration and inactivity. In America since 1888, because of lack of

work, due to prejudice and lack of imagination on the one hand and because of prevailing inhuman private contract prison labor on the other, small progress has been achieved. New Jersey lagged behind many other American States in eliminating inadequate private prison contracts.

The present Department has adhered rigorously to a program of training men to become self-supporting, economic persons rather than to the exploitation of the labor of inmates for the alleged purpose of paying the cost of maintenance. The Governor, as budget officer, and the Legislature have supported this policy in every way, except by the grant of adequate appropriations to carry it fully into effect and to end idleness at the Prison and at Rahway Reformatory and at the State Institution for Feeble-Minded at Vineland. This Department has steadily refused to assign more men to a shop than would be required under like conditions in the outside world and has tried to require the same or a better standard of production than that prevailing in commerce and in industry. Special commissions from British India, from Canada, from Massachusetts, from Ohio, from Pennsylvania, from Minnesota, from Alabama and from the Federal Government have visited and highly commended these phases of the department's work in New Jersey. During the last two years special phases of the industrial program of this Department have been commended by the Manchester Guardian and in the special report on "English Prisons Today" by Hobhouse and Brockway.

8. The Completion of Adequate Surveys of the Problems of Tuberculosis, Insanity, Feeble-Mindedness, Instability and Delinquency in New Jersey. The Department did not have sufficient staff to enable it to discharge its full responsibility to the State in advising as to the proper handling of the problems of tuberculosis, insanity, feeble-mindedness, instability and delinquency. It was indeed fortunate to secure the co-operation of the National Committee on Mental Hygiene to make a survey of mental hygiene in New Jersey. A summary of its report submitted to this Department indicates that New Jersey should adopt the country-wide policy of handling all new cases of insanity in special State institutions and the custodial cases in farm colony institution. The survey indicates that under existing conditions this is the most economical and practical and in effect, the only financially possible program for New Jersey.

The National Tuberculosis Association was enlisted to make a survey during the last two years of the problem of tuberculosis in New Jersey and in its report has warmly commended the best features of tuberculosis hospitals in New Jersey. It singled out particularly the Jersey City Hospital, the Hudson County Clinics, the Bonnie Burn

Sanatorium in Union County and the medical service of the State Sanatorium for special commendation. On the basis of the number of beds required for sick patients, the report indicates a shortage of 2047 beds. These figures leave out of account the even greater need for preventive work in the public schools and through local health agencies in providing home treatment and prevention of tuberculosis.

9. The Establishment of a System of Inspection and Promotion of Economical and Humane Administration of County, Municipal and other Public and Private Institutions in New Jersey. The above reports have been of great help to the Department in its work of inspecting and of recommending changes and improvements in the administration of county, municipal and other public and private institutions in the State. The Department wishes to express its appreciation of the splendid spirit of co-operation exhibited by county and municipal officials throughout the State. In only one instance in four years has it been necessary to resort to rigorous enforcement provisions of the law governing the work of this Department. Generally, the almshouses, county jails, and lock-ups were, with notable exceptions, in a sad state before and during the War but through co-operation general extensive improvements have been made. A large proportion of these have been initiated in localities by public spirited officials and citizens and this Department has been happy to co-operate and assist in the development of economical and sane procedures. In Monmouth County, in particular, a well formulated program of prevention is carried on by local officials and public spirited citizens of all classes with occasional advice and support of this Department, and is demonstrating for the benefit of other counties how a program of prevention can be carried out "by the folks at home."

10. The Promotion of Adequate Co-operation between the Departments of Education, Labor, Health and Institutions in Demonstrating the Social and Monetary Economy of Administering Institutions as Community Enterprises. This Department from the very beginning has labored earnestly to promote the co-operation of the various State Departments and to eliminate overlapping of functions and the consequent over-expenditure of public funds for specific purposes with inevitable shortages for other necessary public purposes. The Department has been met more than half way by the Departments of Education, Health and Labor. If this co-operation can continue and if a little larger expenditure could be made for the best type of research concerning the fundamentals of these Departments and this Department, the program of prevention could be pushed further forward in the State, especially with respect to education in grades one to five and in public health and in private medical work for children between the ages of one and five.

11. The Establishment of a Sound and Economical Building Construction Policy for the State. The Department has endeavored in every way to end the wasteful policy of building custodial units for patients who are too sick to recover. In like manner, it has striven to eliminate waste in the construction of these buildings due to faulty design, improper and dishonest inspection, the use of wrong or improper materials and inadequate upkeep of buildings when erected. The Department feels we have a right to be proud of our ability to build beyond the legislative program and to return to the treasury at the end of this year \$32,000. of funds appropriated for public buildings. The economies effected by the Department in this Division of its work are clearly indicated by the following table of costs:

<i>Name of Building.</i>	<i>Cost of Building including architecture, engineering and construction supervision.</i>	<i>Percent of cost for architecture, engineering and construction supervision.</i>
	<i>Cost of Building including architecture, engineering and construction supervision.</i>	<i>Percent of cost for architecture, engineering and construction supervision.</i>
Poultry Husbandry Building, Experiment Station, New Brunswick	\$ 74,338.00	.049
Dining Hall, Trenton State Hospital.....	225,000.00	.022
State Office Building, Trenton.....	271,127.00	.053
Ceramics Building, Rutgers College, New Brunswick..	100,000.00	.029
Promotional Cottage, State Home for Girls', Trenton..	45,900.00	.047
Passaic Armory, Passaic.....	96,338.00	.023
Employees' Dormitory, Glen Gardner Sanatorium....	90,000.00	.05
Housing Group, Morris Plains State Hospital.....	231,370.00	.025

<i>Name of Building.</i>	<i>Total Cubic Feet.</i>	<i>Total Cost per cubic foot.</i>
Poultry Husbandry Building, Experiment Station, New Brunswick	214,344	\$0.347
Dining Hall, Trenton State Hospital.....	705,628	0.318
State Office Building, Trenton.....	686,400	0.39
Ceramics Building, Rutgers College, New Brunswick..	236,120	0.42
Promotional Cottage, State Home for Girls', Trenton..	148,900	0.31
Passaic Armory, Passaic.....	504,915	0.19½
Employees' Dormitory, Glen Gardner, Sanatorium...	284,160	0.314
Housing Group, Morris Plains State Hospital.....	561,383	0.41½

The minimum rate of the American Institution of Architecture for preliminary and final plans and drawings and for preparation of contract and bond forms is 6%. A clerk of the works is charged for as an addition to the 6%. In these buildings the Department secured in place of a clerk of the works an experienced builder rather than an ordinary building inspector to supervise constantly the work as it progressed. A comparison of the buildings erected under this Depart-

ment's supervision with those erected previously will also indicate the striking superiority of the Department buildings as contrasted with the others which were frequently improperly designed and badly constructed of inferior materials.

12. The Inauguration of a Thorough and Efficient System of Informing the Public Currently through the Medium of Magazines, the Press and Motion Pictures. The most striking weakness of governmental work is the lack of positive, definite information the public has concerning it. From the very beginning this Department has inaugurated a program of "pitiless publicity", featuring the achievements as well as the weaknesses of public institutions and of this Department's work. In this work it has had the co-operation of the press, of the magazines and of the motion picture theaters for which it is deeply appreciative. In the beginning it was found from meetings that people were not acquainted with the names of even half of the State institutions. Public discussion has resulted from this program of publicity, with the resultant education of the public, although the Department has not had the facilities to meet the needs as they have arisen in this field. It is the hope of the Department to analyze still more adequately and thoroughly the cost of certain of its procedures and the causes of any existing waste, so that it may more properly guide its own work and inform the people and their chosen representatives of significant needs of the various branches of its service.

REPORT AS A WHOLE

The New Jersey plan of central control for the co-ordination of the work of State institutions and non-institutional agencies has attracted, during the past four years, nation-wide attention. The outstanding characteristic of the New Jersey plan is that the non-legislative or delegated policy-making powers relating to the management of its public institutions and agencies have been centralized in a State Board of Control of Institutions and Agencies, consisting of eight unpaid members, appointed pursuant to the provision of the law "without reference to religious or political affiliations." The usual objections to centralization of such importance have been overcome in New Jersey by having unpaid boards of managers appointed by the State Board with the Governor's approval to supervise the administration of local institutions and agencies, operating in harmony with the general policies determined by the Legislature and the State Board of Control. Thus, there is accomplished centralization of policy-making with decentralization of administration. It is a matter of practical experience that local boards of managers have been called into conference ever since the Central Department was established to confer with regard to institutional policies and in the development of administrative procedures.

Unpaid Board of Control and Boards of Managers

The possibility of carrying out a constructive program for important public service under such an organization has appealed to many of the leading citizens of the State, so that membership upon the Central Board of Control and upon local Boards of Managers, all of them unsalaried, has been attractive to leaders in business and professional life, who have taken a most active part in the developments of the past four years.

History of the Department

Early in 1917, a Prison Inquiry Commission was appointed in New Jersey, pursuant to the joint resolution of the Senate and Assembly "to investigate into the conditions of penal, reformatory and correctional institutions in this State, also into what is known as the State Use System, and the employment of prisoners on roads, prison farms and in other capacities." The Prison Inquiry Commission, appointed by Governor Walter E. Edge, included:

William B. Dixon, Chairman
Seymour L. Cromwell
Henry F. Hilfers
John P. Murray
Dwight W. Morrow

Upon the resignation of Mr. Dixon from the Commission, Mr. Ogden H. Hammond was appointed to the vacancy, and Mr. Dwight W. Morrow was selected as chairman.

This commission conducted its work in such a manner that the resulting report has become a classic in the field of penology. It was submitted under date of January 1, 1918 and recommended to the Governor, to the Senate and to the House of Assembly that a new law be enacted centralizing all responsibility for the conduct and management of State penal, correctional and reformatory institutions, including the power of appointment of local boards of managers for these institutions, in the hands of the State Board of Corrections, consisting of nine members, eight of whom would be appointed by the Governor, and the Governor himself would be an ex-officio member. It also recommended that the Central Board so constituted should exercise its powers of administration and supervision through an expert Commissioner of Corrections to be appointed by it and removable at its discretion.

During this same period, another special Commission, of which Mr. Ellis P. Earle of Montclair was chairman, appointed by Governor Edge pursuant to legislation enacted March, 1917 had been investigating into the conditions of State institutions other than penal, correctional or reformatory. Finally these two Commissions joined to support a bill centralizing control of all State charitable, correctional and hospital institutions in the hands of the proposed state Board of Charities and Corrections, which was created under chapter 147 of the laws of 1918. The Legislature in 1919 changed the title of this Board and of this Department to the State Board of Control of Institutions and Agencies and the Department of the Institutions and Agencies respectively.

Two Classes of Institutions and Agencies

The revised act designates two classes of institutions under the jurisdiction of the State Board of Control of Institutions and Agencies. The first class, termed the Correctional Institutions of the State, include:

- New Jersey State Prison at Trenton
- New Jersey Reformatory at Rahway
- New Jersey Reformatory for Women at Clinton
- New Jersey State Home for Boys at Jamesburg
- New Jersey State Home for Girls at Trenton

The second class of institutions designated as charitable, hospital, relief and training institutions, and not merely charitable institutions, as was formerly the case, includes:

- New Jersey State Hospital at Morris Plains
- New Jersey State Hospital at Trenton
- State Village for Epileptics at Skillman
- State Institution for Feeble Minded Women at Vineland
- Colony for Feeble Minded Males at New Lisbon
- Colony for Feeble Minded Males at Woodbine
- Sanatorium for Tuberculous Diseases, Glen Gardner
- Kearny Memorial Home for Disabled Soldiers
- Vineland Memorial Home for Disabled Soldiers, Sailors, Marines and their Wives and Widows.
- The State Board of Children's Guardians
- Commission for the Amelioration of the Condition of the Blind

Organization of the Board of Control

The first members of the State Board of Control were representative men and women from various sections of the State, appointed without regard to their religious or political affiliations, and in recognition of their leadership and ability. The first members of the Board were:

- Mr. Dwight W. Morrow, President, of Englewood
- Mr. Ellis P. Earle, of Montclair
- Mr. Ogden H. Hammond, of Bernardsville
- Mr. Frank A. Fetridge, of Newark
- Mrs. Lewis S. Thompson, of Red Bank
- Mr. Richard Stockton, of Trenton
- Dr. W. S. Jones, of Camden
- Dr. John Nevin, of Jersey City

The Board chose Mr. Morrow its first President. They selected as Commissioner, Burdette G. Lewis, who undertook the administrative organization under their direction, and who had had long previous experience in the administration of public affairs. The first recommendations of the new Commissioner related to the provisions of the law providing for the creation of administrative divisions. Certain combinations were made and the original six divisions were as follows: the Division of Labor, Agriculture, Food and Dietetics; the Division of Education and Parole; the Division of Records Reports and Information the Division of Medicine and Psychiatry, the Division of Administration, and the Division of Inspection. In 1921 the Division of Architecture and Construction was placed in this Department by an Act of the Legislature. A Division of Education and Classification and the Division of Parole and Domestic Relations were constituted to take over the work of the original Division of Education and Parole.

Administrative Organization

In the formative days of the Department provision was made for the study of the administrative organization in each of the Institutions and Agencies as well as in the Central Department itself. Mr. Herbert R. Sands, of Newark, was engaged to prepare an administrative code for the purpose of definitizing the assignment of each administrative officer and for systematizing and co-ordinating the business accounting methods of all the institutions under the control of the State Board. This was of particular importance in view of the fact that the law made the State Board of Control responsible for reviewing and transmitting the budget requests of the separate institutions and agencies, and designated the Commissioner the chief budget officer and head of the department. Through this far-sighted action, it was possible to evaluate the requests of the separate institutions so that the more urgent and essential work could be given preference. This was of particular importance when considered in the light of the previous methods of determining the needs and appropriations, as each institution and agency appealed directly and separately to the legislature for appropriations without regard to the needs of other institutions and agencies. This competition did not work to the benefit of any one institution over a period of years. It had proved to be a most unbusinesslike procedure. Under the present method of central control and supervision, the budget requests of each institution are viewed in the light of the most pressing needs of each of the other institutions, and recommendations are made in line with a consistent State-wide policy. If the appropriation committee maintains this fundamental principle, the resultant economies will continue to be substantial.

Informing the Public

From the beginning of the Department a policy of keeping the public informed as to the conduct and management of its institutions has been followed. Persistent efforts were made to enlist public interest in the weaknesses and mistakes of, as well as in the work and needs, of the several institutions. Previous experience had clearly demonstrated that the public generally were uninformed as to this important and costly phase of the State's business. The people of New Jersey were not an exception in this respect, as apathy and lack of interest has been common everywhere, unless attracted momentarily by some sensational happening, which usually gave a false view of the situation. The State Board of Control and the Commissioner recognized that public interest alone could sustain a progressive and fact-facing program such as New Jersey had prepared, and that the Institutions through the policy of education and enlightenment could become one

of the most valuable assets of the State. Moreover, it was recognized that whenever public apathy exists, there is a tendency toward the isolation of institutions, frequently tending toward undesirable routine which soon becomes fertile ground for abuses. While New Jersey institutions have, with the exception of the State Prison and the Soldiers' Homes, escaped criticisms of this kind, it was evident that if the high standards set by the Central Board and the Commissioner were to be attained, public interest and public confidence must be won through a policy of education and information. A news bulletin service was established, motion pictures depicting life and activities at the various institutions were shown throughout the State, and the Commissioner and members of the State Board of Control and members of the various local Boards of Managers and Superintendents of the institutions availed themselves of every opportunity to inform the public of the work they were carrying on.

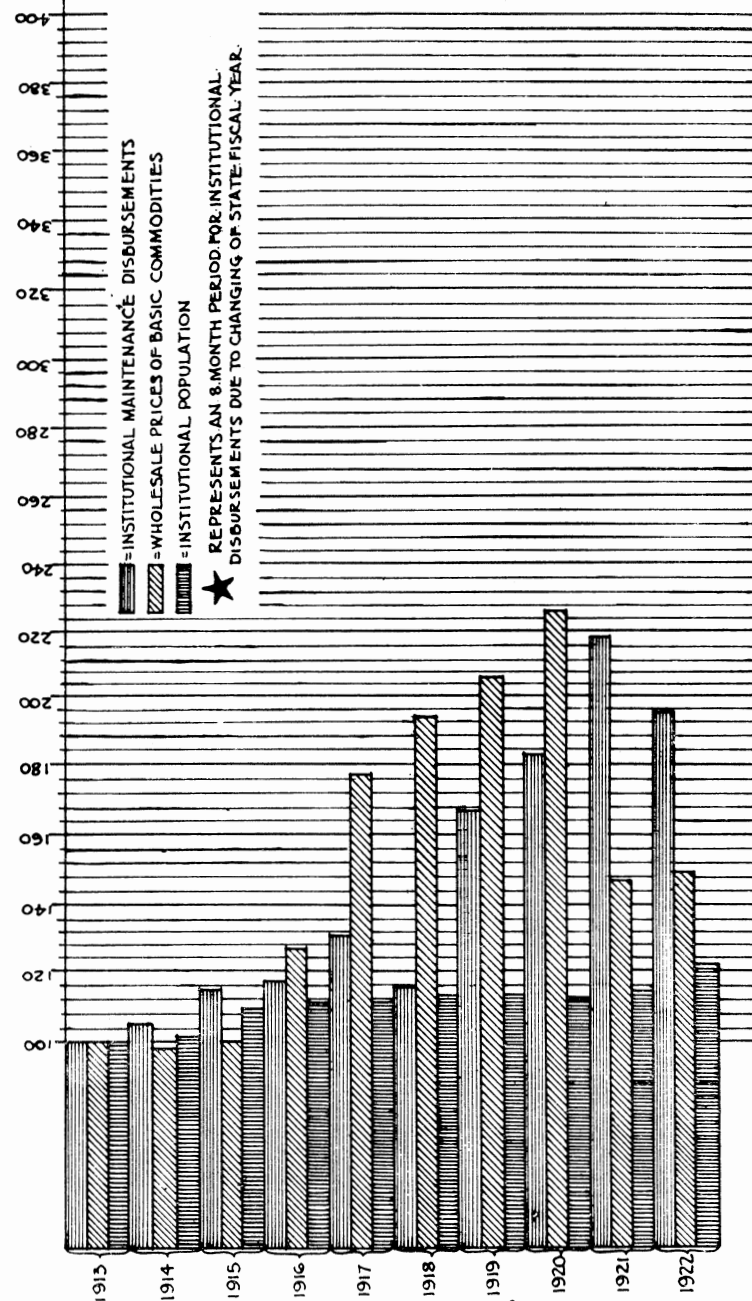
Construction Program

This campaign of education showed to the people that construction work in the State Institutions had been neglected over a long period of years. Ordinary and necessary upkeep had been neglected. Over-crowding in many of the institutions had reached a critical point. The State Board of Control, therefore, urged upon the Legislature a construction program detailing the construction needs of all state institutions over a ten-year period. The Legislature submitted to the people a bond bill which would have provided \$14,000,000, and in November 1921 a referendum on this subject brought the institutional program into prominence. Public spirited men and women carried on a forceful but somewhat limited campaign urging the passage of this bill. There was no responsible newspaper in this State which failed to recognize the need for the construction program as outlined, and although the referendum showed disapproval of the bond bill, it was generally conceded and so stated by the press that this was disapproval of the proposed method of raising the necessary funds rather than disapproval of the project itself.

Economies Effected by Co-ordination

Although there has been a steady increase since the organization of this Department in the cost of living, and particularly in the cost of food and clothing, which are major items of institutional expense, in the face of these conditions, the institutions of New Jersey, through co-operation and through conscientious effort, under expert supervision have made a most enviable record of economy. While the wholesale prices of basic commodities have been soaring, so that in 1918 they showed an increase of 194% over pre-war days, and soared still further so that at their peak the increase was 286% over the

CHART SHOWING COMPARISON
INSTITUTIONAL MAINTENANCE DISBURSEMENTS, POPULATION
AND WHOLESALE PRICES OF BASIC COMMODITIES
FOR ALL NEW JERSEY STATE INSTITUTIONS



normal, the institutions have practiced economy so effectively that operating expense and maintenance charges until 1921 and 1922 advanced much less rapidly, and at the present time show a net per capita increase of 48% over 1917 costs. This is to be contrasted with the increase of 80 to 220% encountered in the general living costs.

The tremendous drop in the wholesale prices of agricultural products caused a rapid decline in the index number of general commodities for the years 1921 and 1922. Products of manufacturing and industrial establishments, salaries and labor costs fell only slightly. These are the products and these are the expenditures that enter most largely into institutional costs. Consequently it was impossible for institutional maintenance costs to fall as rapidly in 1921 and 1922 as did the index number of general prices. The quantity of agricultural products used in institutions is relatively small. These facts account for the inability of the Department to score total cost reductions in 1921 and 1922 as rapidly as the general index number of general prices fell. The comparison between the increase and decrease of per capita maintenance costs and the general index number of prices is indicated in the accompanying chart which also shows the rapid fall of the index number of general prices for the years 1921 and 1922.

The present Department became responsible for State institutions on June 30, 1918. The facts with respect to the per capita maintenance costs in 1917, the year previous, as compared with this fiscal year, are indicated in the following tables:

TABLE I.

Statement Showing Net Cost of Maintaining All Patients in All
State Institutions for the year 1917

Name of Institutions	Number of Inmates	Cost of Maintenance	Amount Per Year	Per Capita Per week
New Lisbon Colony.....	45	\$ 2,216.72	\$ 49.26	\$.95
Kearny Soldiers' Home.....	425	88,355.27	207.89	3.99
Vineland Soldiers' Home.....	387	102,090.59	263.79	5.07
Rahway Reformatory.....	503	186,617.39	371.60	7.15
Reformatory for Women, Clinton..	78	45,473.26	581.72	11.19
Glen Gardner Sanatorium.....	246	131,721.89	535.45	10.29
State Home for Boys, Jamesburg..	609	127,918.13	210.05	4.04
State Home for Girls, Trenton....	260	76,328.40	293.56	5.64
State Hospital, Morris Plains.....	2662	329,569.76	123.82	2.38
State Hospital, Trenton.....	1774	296,182.71	167.01	3.21
Vineland Institution for Feeble Minded Women.....	548	124,146.16	226.55	4.35
New Jersey State Prison.....	1127	284,420.55	252.37	4.85
Skillman Village for Epileptics...	692	158,978.11	229.74	4.42
Woodbine Colony for Feeble Minded Males.....
Total	9356	\$1,954,018.94	\$208.85	\$ 4.02

TABLE II.

Statement Showing Net Cost of Maintaining All Patients in All State Institutions for the year 1922.

Name of Institutions	Number of Inmates	Cost of Maintenance	Amount Per Year	Per Capita Per week
New Lisbon Colony.....	116	\$ 51,394.76	\$443.05	\$ 8.59
Kearny Soldiers' Home.....	380	158,604.80	417.38	8.10
Vineland Soldiers' Home.....	300	140,610.64	468.70	9.01
Rahway Reformatory.....	546	258,586.22	473.60	9.10
Reformatory for Women, Clinton..	150	69,878.63	465.85	8.95
Glen Gardner Sanatorium.....	243	153,275.19	630.76	12.14
State Home for Boys, Jamesburg..	552	300,754.97	544.84	10.46
State Home for Girls, Trenton....	231	159,551.55	688.96	13.24
State Hospital, Morris Plains.....	2904	544,503.96	187.50	3.60
State Hospital, Trenton.....	2087	403,835.37	193.50	3.72
Vineland Institution for Feeble Minded Women.....	809	189,213.29	233.88	4.49
New Jersey State Prison.....	1190	530,248.30	445.58	8.56
Skillman Village for Epileptics...	750	183,285.18	244.38	4.69
Woodbine Colony for Feeble Minded Males.....	73	56,661.88	776.19	14.92
Total	10,331	\$3,200,404.74	\$309.79	\$ 5.96

When it is remembered that the appropriations were carefully reduced in the original budget requests by the institutions, the Department and Budget Commission, and were still further pared by the Appropriation Committee, a saving of \$700,000. will be appreciated as a most remarkable achievement. This money was lapsed into the State Treasury as of July 1, 1922 as the unused balance of many accounts.

These savings reflect the application of business methods adopted at the beginning, and gradually accumulating in effectiveness. Economies such as these were not realized in large lump sums, but have accrued from hundreds of small items, conservation of food and clothing, employment of patients and prisoners. The co-operation of institution superintendents and employees, with the help and supervision of the staff of the Central Department, combined to make it possible to return money saved to the State Treasury, and all this in a year of mounting costs, at a time when the institutions were doing a type of service, medical, educational and reformatory, which was setting a new standard of achievement for institutions everywhere. Savings to this extent were not made by skimping on the necessary medical or training facilities, but by the application of thorough-going business methods and by combined effort of all charged with the carrying on of institutional work.

State Institution Farms

Great strides have been made through centralization of responsible supervision in development of the State institutional farms. Each

year has seen a steady increase in the quantity of production, all of which has tended to keep down the cost of maintaining inmates and patients. A great saving was made by the farms under the Central Department supervision. There have been reported earnings of about \$1,508,293. Beginning in 1918 with a production value of about \$400,000., these institution farms under the guidance of the State Farm Supervisor increased that production each year, until the last available figures for the fiscal year ending July 1, 1922 shows a production of about \$508,756.66. This sum, of course, would have mounted much higher, had it not been for the enormous reduction in prices of farm products, which when 100% is a basis, dropped from 277.4 in 1918 to 134.7 in 1922.

TABLE III.

Statement Showing Comparison Between the Total Increase of Maintenance Costs and of Per Capita Maintenance Costs of all State Institutions for the years 1917 and 1922.

All Institutions	Total Increase %	Total Per Capita Increase %
Salaries and Wages.....	80%	63%
Materials and Supplies.....	39%	26%
Current Repairs.....	104%	86%
Miscellaneous	12%	00019%

Since 1917 there has been an increase in inmates in all State institutions of 10.5% and 21% in the number of employees caring for them. Approximately 50% of the increase in salaries and wages is due to the increase in the salaries and wages paid. This increase fell largely in positions paying less than one hundred dollars per month, such as hospital attendants and nurses. A considerable increase in the number of employees is due to the establishment of the eight hour day in the State Prison and in the State Reformatory in 1919. In 1917 the number of patients or inmates per employee in all State institutions was 5.66. In 1922 this ratio had fallen only to 5.18 or by one-half of one inmate per employee. The conservative employment policy of the Department is indicated in the fact that the generally accepted rule for Reformatories is one employee for each five inmates, and for tubercular hospitals, one employee for each two patients, while hospitals for the insane fall between the record for tubercular institutions and for reformatory institutions.

The clearest proof of the real economy practiced by the Department during this fiscal year is shown, notwithstanding the status of

the index number of general prices, by the amount of money returned to the State Treasury unexpended. During the last fiscal year the total appropriations were approximately \$5,200,000, an actual saving of \$699,374.67 was accomplished consisting of \$605,272.82 in unused appropriations, and of \$94,102.67 excess of earnings lapsed into the State Treasury. This saving in unused appropriations was divided as follows:

From appropriations for maintenance:	
State institutions	\$580,694.64
Non-institutional agencies	3,515.19
Central Department	21,111.99
From appropriations for building construction	
	32,622.55

The State Use System

One of the greatest problems which confronted the State Board and the Commissioner, was the productive employment of prisoners who had been made idle when the contract system of labor was abandoned in 1918 with the inauguration of the new Department of Charities and Corrections. New Jersey was one of the last of the Eastern States to rid itself of the contract system of employment of Prison Labor. The Reformatory at Rahway had, previous to this time, been making shoes and furniture and some printing for the Prison Labor Commission, and this was sold through the Prison Labor Commission, to the Institutions of the State. The State Prison at Trenton had never taken advantage of this method of employing its inmates until the passage of the law creating this Department.

The State Use system of manufacture and employment is the most practical and most progressive system of employing convict labor that has yet been found. Under State Use the State installs and equips industries which provide goods that are sold for the consumption of the State Departments and Institutions. The State itself assumes responsibility for the working conditions and mechanical equipment and the quality of the goods produced. This insures a proper standard of goods for the consuming Agencies or Departments. Under this system of management, such profits as accrue from the use of convict labor, are utilized to pay for the instruction and supervision of inmates assigned to the industries, and surplus revenue is returned to the State Treasury after the deduction of wages of the prisoners and the overhead costs of supervision and manufacture.

Under the State Use System, standards are set for the type of shoes and furniture, sheet metal work and similar products that are pro-

duced, so that a uniform and standard article is specified, especially adapted to the requirements of institution use. Purchases on the part of local institutions are made through regular channels of the State Purchasing Department, which co-operates in requiring the State Departments and Institutions to secure their purchases from the State Use industries wherever practicable.

A revolving fund of \$100,000, now \$125,000, is appropriated annually by the Legislature as a working capital, under which all State Use industries are operated.

State Use Industries at the Prison

During the first year a program which would have put to work all employable men in the State Prison was developed, and the work of putting it into effect was made the first order of business. Lack of funds has been the greatest handicap, though traditional notions have run it a close second.

The old contract industries at the Trenton State Prison had employed convicts without reference to their training or future industrial outlook. Many of the industries were of an inferior character without any training content whatever and were provided with antiquated equipment. Neither the State nor the prisoner was benefited by this system. The working conditions were disgraceful and discipline was always bad. Under State Use, on the other hand, the State Board of Control, through its Commissioner and Division of Labor and Industry, has established modern, diversified industries which benefit both the State and the prisoners who are trained in the operations of modern manufacture and in trades suited to their physical and mental capabilities.

Auto License Tags

The first industry to be established under State Use was organized for the manufacture of automobile license tags which are sold to the Motor Vehicle Department. The progress of this industry has been nothing short of phenomenal. License plates of a superior grade have been manufactured, using the most modern machinery and manufacturing methods, and sold to the State Motor Vehicle Department at a saving over the cost of purchase in the open market. Other States have studied the tag manufacturing process of New Jersey State Prison and have been stimulated to the same endeavor, so that now most of the neighboring States have undertaken this same type of work.

Training Printers

One of the outstanding achievements of State Use has been the organization on a vocational trade training basis of a modern printing industry. The Printing Department at the State Prison and at the

Reformatory at Rahway has developed with the co-operation and advice of the Union Printers League, who have outlined a course of study for all departments of this work. The Printing Department has grown under the direction of the State Use system into a high grade vocational training department, and prisoners who have had the benefit of the training are being paroled to well-paying positions. The Union Printers League has given credit to the prisoners for the time spent at this trade at the Prison and care is taken in selecting prisoners for this Department, to take only those who will be at the trade a sufficient length of time to qualify as high grade apprentices. The quality of the work produced in this Department has won approval from practical printers and State Officials and commercial printers alike. The Prison Print Shop working under State Use, does a wide variety of job printing for all State Departments and Institutions. However, it does not begin to meet all the demands for state printing, as the principal purpose of this shop is to train men competent to work at this trade and to do this in connection with productive practical jobs.

State Use Shoe Industry

A complete, modern shoe manufacturing industry has also been set up at the State Prison which operates on a training and production basis. This industry is capable of training from 40 to 60 inmates in modern manufacturing processes, using the same type of machines as are found in commercial shoe factories throughout the country. They produce shoes for inmates of all State, County and Municipal institutions who are permitted to purchase, under the law. These shoes are especially designed for institutional use, and the industry has returned its value many-fold both in the employment of men at desirable occupations and through the high quality of product which is found to out-wear the shoes that have been purchased formerly for institution inmates.

Other Industries

A high grade trade training and industrial department for training in wood working and cabinet making has been established at the Reformatory at Rahway as a further development of the vocational work of that Institution. Under the State Use, have also been organized a sheet metal industry, shoe repairing industry and a modern machine shop. Within the past year a concrete products industry and a clothing industry have also been established. New Jersey secured a War Department Shoe Repair contract under State Use in 1919. This proved a financial success, and the shoe repair industry has continued ever since. The knitting mill which was formerly operated at the State Prison under the Contract System was transferred to State Use and placed at the Institution for Feeble Minded Women at Vineland. The removal of such an industry to an institution for the

feeble-minded, to be operated by female workers, shows the spirit that has actuated the State Use Department. In the development of the State Use System, every effort has been made to establish only those industries that would have both a productive and a training value, and that would be consistent with the specific intent of the law providing for training and reformation of the State prisoner.

Road Construction

Several hundred prisoners have also been employed under State Use on the construction of concrete highways for the State Highway Commission. This has proved to be one of the most important departures from the old system of contract labor and Prison idleness. Through the State Use Department several hundred prisoners were employed in road construction along the main line of the Lincoln Highway, and their work won commendation from the public generally. This work resulted in a material saving both in the actual construction costs and also in the form of earnings which were credited to the maintenance of the prisoners employed. Prisoners so employed have received a wage which is credited to their savings and made available when released upon parole. Highway construction for the common laborer type of prisoner is a most desirable feature of work, and success has attended the initial efforts along this line, emphasizing the importance of carrying this work still further.

Farm Work

The Prison farm at Leesburg and the Reformatory Farm at Anandale have both been developed to a high degree of perfection employing Prison labor under State Use, under the immediate supervision of the Institution officers and with the advantage of scientific farming supervision from the Central Department Farm Supervisor.

Farms at the State Hospital, correctional and other institutions have also made enviable records.

Results of State Use System: (a) Financial Profit

No more remarkable achievement has ever been noted in Institution work the country over than the accomplishments under the State Use System during the past four years. In taking over antiquated plants in old misused buildings, with a surplus of idle, discontented prison labor to be put to work, this Department has achieved the distinction of establishing industries that are now looked upon as models of efficiency, both for production and for training. The Prison, the prisoner and the State have all profited by this change. During the first year of operation of industries by the State Board of Control, expenditures were \$270,197.17, and total receipts \$271,741.15. The narrow margin between the expenditures and receipts that year does not reflect completely the success or splendid co-operation on the part

processes are salvaging much of the human material committed to their of all concerned. The new equipment and manufactured products valued at \$109,094.92 must also be credited to the State Use at this time. Under the close supervision of Commissioner Lewis and Mr. David I. Kelly, Director of the Division of Labor and Industry, continued progress was made, so that the report for the fiscal year ended June 30, 1922, disclosed that the expenditures were \$226,486.00 and receipts \$248,193.47, while the inventory of equipment and manufactured goods had reached \$348,820.12.

(b) Industrial training and Reformation

These statments, however profitable, do not show the true picture of the tremendous success that has attended the inauguration of State Use in New Jersey. Prisoners have learned profitable trades which have been of the greatest value in re-establishing them socially and industrially on parole. Men trained for four years in the Printing Department have recently been paroled to positions paying as high as \$60. a week and have made good in all departments of their trade. Instances could be multiplied of prisoners who have learned through their training and work under State Use, lessons in self-support which go far toward re-establishing them as honest self-supporting members of society. Had appropriations been forthcoming, idleness would be at an end in the New Jersey State Prison. The amounts required are but a tithe of what several states have expended. The cost of this program is not a valid or effective argument against it.

Classification and Care of Inmates

State Institutions exist for the custody, care and treatment of inmates, and in addition aim to rehabilitate the inmates for return to society. Whenever it is possible along with its development of industrial and productive work, the Department of Institutions and Agencies and its several institutions have been carrying forward a progressive and scientific study in the classification of the inmates committed to the various State institutions. Prior to the organization of the Central Department, there had been, of course, the usual medical, and in some cases, a mental examination. However, it is a curious commentary that until the establishment of the Central Control of the Institutions of New Jersey, there was no systematic procedure for the classificaton of inmates in accordance with their needs and capabilities. No special studies of mentality, personality, and individual needs were made, except by rule thumb methods. It was readily demonstrated that the most effective means of stemming the growing tide of institution population was to discover the causes and basis of criminology and insanity, and to call upon

science to assist in combating the underlying causes so effectively that a vast majority of those admitted to State correctional or charitable institutions could be cured or improved so that they might be returned to society without risk either to themselves or to the community.

The first step was observed to be the systematic and scientific classification of inmates, and for this work the Department has developed a psychiatric clinic with headquarters at the State Hospital at Trenton. This Clinic, organized under the direction of Dr. Henry A. Cotton, acting Director of the Division of Medicine and Psychiatry and Medical Director of the State Hospital at Trenton, was designed for the purpose of carrying to all the institutions of the State the same effective measures for the understanding and treatment of the inmates as had proven so successful in the development of Dr. Cotton's own work. This Clinic aims to assist the institutions in making progressive studies of each inmate so that his abilities and disabilities may be definitely recognized, and so that his training and treatment may be properly directed. In one year this Clinic has carried its service into all the correctional institutions of the State, and has applied its methods to nearly 3,000 cases.

Treatment, Placement, and Training of Individuals

Through the Division of Education and Classification, Dr. Edgar A. Doll, Director, working in co-operation with the scientific workers of the Clinic, there has been provided under the administrative procedure of the State Board of Control, a classification system which aims to make the findings of the Clinic and institution staff of immediate service to the institution, in the treatment, placement and training of its charges. Through the classification procedure, the psychiatric, psychological, medical, educational and other studies are brought together and a complete summary is made to show the abilities and disabilities of the individual which need to be considered in his care and treatment. As a result of these studies, certain groups of inmates have received special medical attention for diseases, toxemias, organic defects and the like. Another group receives special educational treatment, or special vocational and industrial training. Still another group receives disciplinary training or training along special moral lines. The same individual may be classified in one or more groups according to his needs.

This classification work had achieved most satisfactory results in that it has completely changed institutions from the danger of becoming mere places of custody with the ever growing population and as burden to the State into real institutions for training and treatment. In this way our institutions through modern scientific

care. Rehabilitation is the aim wherever this is possible. On the other hand, the residue of cases that are discovered to be of the permanently custodial type are not permitted to drag along in the correctional institutions where they impede the progress of others. The properly custodial type are promptly recognized and sent to the special institutions such as the Hospitals for the Insane, the Feeble Minded Colonies or the Epileptic Village, as the case may be.

Some Applications of the Institution Classification Work

We have always maintained that institutions properly conducted are really social laboratories. Every effort has been made to carry over into the life of the community for the benefit of normal society, the lessons that have been demonstrated through institutional experience. One of the outstanding results of classification in the State institutions has been the influence of this work upon the public schools of the State through the co-operation of the Department of Public Instruction. The Commissioner of Public Instruction, Hon. John Enright, and his associates were so impressed with the progress that had been made by the Department of Institutions and Agencies in the classification and understanding of the inmates of the State Institutions that they called into conference, the experts of the State Department of Institutions and Agencies to assist in the classification of public school children of the State. A committee of educators and Department experts was organized to make a beginning of this work. As a first big step, this committee devised a group examination which was applied experimentally to 45,000 fifth grade pupils of the public schools of New Jersey. Using methods that had been found so effective in the classification work of the State institutions, the New Jersey State Department of Public Instruction has blazed the way for public school systems everywhere in the classification of school children. Some of the uses to which this classification will be put are set forth in a special bulletin in the Department of Public Instruction.

- A. The detection of sub-normal and feeble minded.
- B. The segregation of superior and gifted children.
- C. The detection of children especially suited for manual and vocational education.
- D. Data which may be used in solving problems of mal-adjustment, truancy, and delinquency.
- E. Comparisons of the results obtained in school subjects.
- F. Determining the modification of administration and methods necessary to correct these.

Thus, it is seen that a demonstration of the possibilities of individual study and treatment in the institutions of the State had immediate application in the educational program for public school children.

The Centralized Parole System

Prior to the organization of the Central Department, the parole supervision of inmates released from correctional institutions had been under the direction of each local institution. The new law permitted the centralizing of parole under a division chief on the staff of the Commissioner and having direct supervision through field parole agents over inmates released from all the correctional institutions. Mr. Calvin Derrick, who is known as a practical and progressive institution superintendent, and who had a national reputation in the correction of delinquency, worked out a system for parole which has proved effective both as a factor of successful rehabilitation of paroled inmates and in the economical administration of this important phase of the work.

Under the old system, separate parole by the institutions, each institution would send its field agents into all parts of the State, so that there was considerable duplication of travel and work. The old system put the burden of administrative responsibilities upon the superintendent, who was already over-burdened with the management of the affairs within the institution, so that field parole agents were necessarily without the close intimate daily supervision which is so essential to success in work of this character. Practically no field investigations were made of home conditions, employment, and previous personal history. The neglect of this important phase of activity was a serious handicap in understanding, treating and rehabilitating the institution inmates.

The Central Parole Bureau took over the former field agents of the local institutions, and by a process of zoning assigned each of these parole agents to specific territory. Under this method it became possible for a parole agent to know thoroughly the geographic zone to which he was assigned, to learn all the possibilities of employment, and to get into close contact with the local social agencies which could be called upon to assist in re-establishing the parolee. In addition a minimum of time was thus required for travel, as the zone within which one parole agent operated could be covered with a minimum of expenses both in time and money. It, of course, became possible to keep a much closer and helpful contact with those under supervision, and the results in terms of successful parolees have been both gratifying and extraordinary.

Success of Central Parole

A recent report prepared by the Division of Parole shows that there are at present over 3,000 inmates under the supervision of the field parole agents attached to this Division. Fifteen field officers are provided with an average of 210 parolees to each officer. If these

parolees were still confined in institutions, their maintenance would cost the State \$1,265,000 annually. This parole supervision, including all salaries both for field agents and parole directors as well as the overhead of office work costs the State \$49,210. The careful statistics that have been kept shows that failures on parole are being reduced to the minimum. When the Prison Inquiry was made 78% of the population of the State Home for Boys were "old" offenders. Eighty per cent of the boys paroled from that Home for Boys during the past year have been successful on parole. The Women's institution at Clinton and the State Home for Girls, show less than 40% of returned parole violators. The statistics on violations of parole of the Reformatory at Rahway shows that under central parole less than 10% are returned to the institution as failures. Credit for these results is given by the Division of Parole, both to the conscientious service of the field parole agents and to the splendid training given in the correctional institutions under the systems now in effect.

Winning the Fight against Mental Diseases

Just as new Jersey's penal and correctional institutions have assumed a place of national leadership, due to the effective program of training, industry and individual study and treatment described above, so the great State Hospitals have also come into national prominence through their noteworthy work in the treatment of mental diseases. Dr. Henry A. Cotton, Medical Director of the Trenton State Hospital has applied scientific discoveries in the field of focal infections to the treatment of patients committed to the State Hospital at Trenton with the most astounding success. Dr. Cotton's methods and results have attracted the attention of the medical profession throughout the country, so that the Hospital at Trenton has become the Mecca for all who would learn the most advanced and effective measures for combating insanity.

Dr. Cotton surprised the medical profession in 1918 by stating that the extraction of infected teeth, the removal of infected tonsils clearing up infections in the stomach, duodenum, the lower intestines and other vital parts of the body, of insane patients had resulted in remarkable recoveries, some of them almost immediate. Eleven years of careful, scientific study and experimentation had preceded his announcement. That this work had passed the experimental stage had become evident.

As a result of the treatments provided during the years, 1919, 1920 and 1921, 1,000 patients, classified in the so-called incurable group have been discharged in the last year. Twenty-five of this number have been re-admitted and eight of these have since been dis-

charged after the previous inadequate treatment was complete. The discharge rate for the functional group has averaged 65 to 70% of the admission for three years, as contrasted with the 10-year average of only 37%.

In a special report recently submitted by Dr. Cotton, he states that:

"During 1918 a total of 459 cases were discharged; 360 as recovered, 44 as improved and 55 as unimproved. The present status of those discharged patients is as follows: Recovered, 370; improved 19; unimproved, 14; died, 24; returned to the hospital, 32....Of the 32 returned to the hospital, only 23 belonged to the so-called functional ("incurable") group, and of the cases that have died since leaving the hospital, only 12 were classified in this group....We have found that those we considered recovered are earning their living, taking care of their families, and are normal in every respect."

The work that Dr. Cotton has been doing in Trenton has set a standard for other hospitals throughout the country. Under the modern methods employed in the State Hospital at Trenton, there is a complete diagnostic study made of each patient with the aid of the Clinic and X-Ray laboratory. All the methods of up-to-date internal medicine are included. Complete dental and surgical work is undertaken, and in this feature of the work Dr. Cotton has had the assistance of some of the country's most prominent surgeons, in particular, Dr. John W. Draper of New York City.

Economy of a Policy of Treatment

In a comprehensive article describing the winning fight which New Jersey is carrying on against mental diseases, written at the request of the American Review of Reviews, appearing in its issue of April 1922, Commissioner Lewis has pointed out the extraordinary economies that have resulted from this modern and humane treatment of the insane. He writes: "New Jersey's experience has made the old-fashioned asylums, camouflaged as hospitals, as extinct and as out of date as are the prison grottos of old Venice, or the old Bethlehem Hospital for the Insane, in England, known as "Bedlam", which was so notorious that the word "bedlam" now signifies fury, confusion and misery beyond words. There were actually 55 fewer non-paying patients in the hospital on July 1, 1921 than on July 1, 1918, instead of a normal increase of 324, which was expected because of previous experiences. This has saved about \$116,000, in maintenance charges this year. This saving is, of course, in no way related to the negligible surgical mortality which rules in the conduct of this

work; for it happens that the mortality of the State Hospital at Trenton is one of the lowest of any hospital for the insane in the country. Moreover, voluntary patients have paid more than \$50,000. for treatment this year. Taxpayers should be brought to realize that they pay the staggering sum of \$10,000. for each indigent case committed for life. Under old conditions two-thirds of all commitments are for life, and insanity had quadrupled while the general population has doubled. Simple arithmetic shows what the future has in store unless insanity can be cured or prevented. The extraordinary character of the results achieved at Trenton and at a few other centers, means nothing less than that, if continued, there will be no necessity of building an addition each three years to care for 324 custodial patients ("in for life") and that a large part of the old asylum sections of the Trenton Hospital, on which more than \$2,000,000. has been spent in recent years, can be abandoned before long or converted to other uses."

Hospital in Reality

Dr. Hubert Work, president of the American Medical Association, former Postmaster General and now Secretary of the Interior, in a speech at the dedication of the new treatment unit at the Trenton State Hospital pointed out the significance of the work performed in this New Jersey Institution when he said: "It is not many years since this institution was a custodial institution, not far different from a jail or a penal institution. Less than twenty years ago, when patients were brought here and left, they were bidden farewell by their sorrowing kin, who never expected to see them well again, and perhaps not to see them in life again. Now when a patient is brought for admission to a Hospital like this, the first question asked is: "Doctor, how soon will she be well"?. It is a general hospital, really the first one that I could approve. It excludes no one and takes every one who comes to it. It regards mental alienation as a symptom as most physicians regard a delirium in fever. It does not make a bit of difference what the name for the condition is, provided the cause for that condition is found and eliminated. This Hospital, under Dr. Cotton, is a pioneer in that line of work."

Other Institutions

The work of the New Jersey State Hospital at Trenton, under Dr. Cotton is a striking example of the changes and improvements that are being brought about in all the New Jersey Institutions. All of the fifteen State institutions are being transformed into treatment stations and training centers. At the Sanatorium for Tuberculous Diseases at Glen Gardner, great progress has been made in the treat-

ment and care of victims of tuberculosis. Not only have great things been accomplished at the Sanatorium itself, but the lessons that have been learned in these Institutions have been made available to the people of the State at large through a Travelling Clinic. For \$10,000. a year, New Jersey has taken this tubercular sanatorium service out of the institution to 2,500 people in remote sections of the State. In doing this, it has checked tuberculosis in about 1,200 cases.

Summary

Great strides in improvement of institutional affairs under the co-ordination effected from the organization of the Central Department in the past four years are but an indication of more to be accomplished. It was no easy task that confronted the State Board, the Commissioner and his staff, and the superintendents of the allied institutions of the State when they attacked the job of transformation that faced them in 1918. Under normal conditions and in normal times, such a problem would have been complicated, but with the country at war and the public concentrated on the problems of war, the difficulties of institutional management and control were rendered all the more severe.

The policy of institutional isolation and competition for appropriations had resulted in general deterioration in the physical equipment. The institutions with but few exceptions were housing, in a make-shift way, many more patients than they were intended to accommodate. The physicians at the State Hospitals in particular were greatly hampered in their work by the serious over-crowding and also by the lack of modern, medical, and surgical equipment.

Improvements in the physical plant as well as in the equipment have been brought about. The organization of the Division of Architecture and Construction for the supervision of institutional building has resulted, not only in actual financial saving, but in improved types of structure, and the securing of a dollar's worth of value for every dollar spent.

The achievements in both the correctional and charitable institutions have given New Jersey her rightful place of leadership and are assuring the citizens of New Jersey a type of institutional management of which every citizen can well be proud.

Due credit should be given the far-seeing Legislature and members of the State House Commission which had the courage to break so completely with old-fashioned methods and to establish this Department. Succeeding State House Commissions and Legislatures, despite considerable pressure from those interested in less important matters, have maintained, developed and supported the principles and plan of administration thus established. The continued co-operation of the several large State departments with this department is also

responsible in no small measure for the achievements registered above. For the most part we all have attempted to discover the bases of co-operation and have forced causes of conflict into the background by ignoring and overlooking them. We are highly indebted to the self-sacrificing ladies and gentlemen constituting the State Board of Control and the local Boards of Managers. Superintendents and the rank and file of employees serving with them have almost without exception worked with great fidelity under trying conditions. In the last analysis, the success achieved has been due to the unfailing energy, loyalty, work and service of the rank and file of employees in the various institutions who are, in the end, the State's ultimate dependence in its institutional warfare upon delinquency, dependency and physical and mental under-development. It is a great pleasure to testify to the intense loyalty and self-sacrifice of the members of my own staff and of the Central Office employees as a whole. We feel, without doubt, that they have set a new standard for performance by keeping free of conditions which too frequently thwart the best intentions in public and private business.

BURDETTE G. LEWIS
Commissioner

DEPARTMENT OF INSTITUTIONS AND AGENCIES

MEMBERS STATE BOARD OF CONTROL

Hon. George S. Silzer <i>Ex-Officio</i>	Metuchen
Ellis P. Earle, <i>President</i>	Montclair
F. Wallis Armstrong.....	Moorestown
Mrs. Lewis S. Thompson.....	Red Bank
Mrs. Caroline B. Wittpenn.....	Hoboken
Edward L. Katzenbach.....	Trenton
Frank A. Fetridge.....	Newark
Joseph M. Byrne.....	Newark
William J. Kirby.....	Somerville
Burdette G. Lewis, <i>Commissioner</i>	Princeton
Agnes L. Mulrey, <i>Secretary</i>	Trenton

This Department has full jurisdiction of the charitable, penal, and correctional institutions and the non-institutional agencies of the State. See Chapter 147, Laws of 1918, and Chapter 97, P.L. 1919.

The members of the local Boards having the management of the various institutions and agencies, herein listed, are appointed by the State Board of Institutions and Agencies, with the approval of the Governor. Appointments are made for the term of 3 years, except appointments to fill vacancies, which are made for the unexpired term only. Neither the members of the State Board of Control nor of the local Boards of Managers receive salaries.

CORRECTIONAL INSTITUTIONS

New Jersey State Prison

The State Prison is located in Trenton, also at the Prison Farm at Leesburg. This institution also has, as occasion requires, road camps. The population is 1307. This institution is not permitted to receive males or females under the age of 16 years, except in the case of a male convicted of murder.

BOARD OF MANAGERS

Professor E. R. Johnstone.....	Vineland
William B. Maddock.....	Trenton
Gregory G. Adlon.....	Bloomfield
Lt. Col. Joseph D. Sears.....	Bloomfield
C. W. Huntington, <i>President</i>	Elizabeth
William A. Barkalow.....	Freehold
William H. Loftus.....	Glen Ridge
Joseph S. Hoff, <i>Principal Keeper</i>	
Calvin Derrick, <i>Director of Administration and Industries</i>	

New Jersey State Reformatory for Women at Clinton

Present population 180. This institution may receive any female above the age of 16 years convicted of a crime punishable by imprisonment in the State Prison; also any female above the age of 16 and under 25, convicted of any offense punishable by imprisonment in any penitentiary or workhouse, may be committed with the cost of maintenance chargeable to the county from which committed. The terms of sentence are indeterminate, except that no case shall exceed the maximum term provided by law for the offense for which prisoner has been convicted and sentenced.

BOARD OF MANAGERS

Mrs. George H. Brown.....Somerville
C. W. Ennis.....Morristown
Miss Julianna Conover.....Princeton
Dr. Thomas H. Flynn.....Somerville
Mrs. Shelton Martin.....Peapack
Mrs. Richard Lindabury.....Bernardsville
Carrol B. Merritt, *President*.....Madison
Miss Grace M. Robson, *Superintendent*

New Jersey Reformatory at Rahway

Population 650. This institution includes the existing Reformatory near the city of Rahway and the institution farm at Anandale, also any road camps provided for highway construction. It receives any male person between the ages of 16 and 30 years convicted of a crime punishable by imprisonment in the State Prison, who has not previously been sentenced to a State Prison or a penitentiary in this or any other state. The sentences are indeterminate, except that no person shall serve in the Reformatory time in excess of the maximum term provided by Law for the crime for which he has been convicted and sentenced.

BOARD OF MANAGERS

Foster M. Voorhees.....Elizabeth
Andrew J. Steelman.....Newark
Percy L. Anderson.....Jersey City
Frank M. Stillman.....Rahway
Edward M. Duffield.....Newark
Prof. J. Duncan Spaeth.....Princeton
Decatur M. Sawyer, *President*.....Montclair
Dr. Frank Moore, *Superintendent*

State Home for Boys at Jamesburg

Population 600. Any boy under the age of 16 years and of the age of 8 years or more, arrested upon complaint of any crime except murder, or charged with being disorderly or habitually vagrant or habitually truant, may be committed to this institution. No term is fixed but a boy committed may be detained until he reaches the age of 21, or until paroled by the Board of Managers.

BOARD OF MANAGERS

Mrs. Katherine W. Brown.....Jersey City
Sigmund Eisner.....Red Bank
Miss Bessie Pope.....Jersey City
John Colt.....Princeton
Prof. Frank A. Fetter.....Princeton
Ward C. Belcher.....Trenton
Maxwell G. Rockhill, *President*.....Trenton
E. N. Roscille, *Superintendent*

State Home for Girls at Trenton

Population 300. This institution receives any girl under the age of 19 years and of the age of 8 years or more, committed upon complaint of any crime except murder or charged with being disorderly or habitually vagrant or habitually truant. The term is indeterminate or until the girl reaches the age of 21 years unless paroled by the Board of Managers prior to this time.

BOARD OF MANAGERS

Mrs. Leon Cubberley.....Long Branch
Mr. Aaron B. Dawes.....Hightstown
Mrs. Elizabeth A. Harris, *President*.....Glen Ridge
Mrs. Frederick R. Brace.....Trenton
Mr. William C. Matlack.....Trenton
Henry M. Hartman.....Trenton
Mrs. Gretchen S. Riggs.....New Brunswick
Dr. Mary B. Harris, *Superintendent*

**CHARITABLE, HOSPITAL, RELIEF AND
TRAINING INSTITUTIONS**

**New Jersey Sanatorium for Tuberculous Diseases at
Glen Gardner**

Population 310. This institution, located at Glen Gardner, may admit any person, resident of this state at least one year continuously next preceding the application for admission, afflicted with a tuberculous disease of the respiratory organs which is of a curable nature.

BOARD OF MANAGERS

Dr. Frederic J. Hughes, *President*.....Plainfield
Edwin H. Burke.....Trenton
Dr. I. Edward Gluckman.....Newark
Mrs. John W. Queen.....Jersey City
Prof. Elmer H. Loomis.....Princeton
Mrs. Lucy J. M. Taylor.....Princeton
Mr. J. Harriman Simmons.....Elizabeth
Dr. Samuel B. English, *Superintendent*

New Jersey State Village for Epileptics at Skillman

Population 825. The Epileptic Village at Skillman may receive any person above the age of 5 years, male or female, resident of this state for at least one year continuously next preceding the application, who is afflicted with any form of epilepsy. Custody and control of every person, indigent or otherwise, admitted to the Village, until properly discharged, is given to the Executive Officer.

BOARD OF MANAGERS

Mrs. Francis DeL. Hyde..... Plainfield
Miss Caroline LaMonte..... Bound Brook
Dr. J. M. Carnochan..... Princeton
Dr. Robert P. Miller..... Hopewell
Joseph Larocque..... Bernardsville
Mrs. Bryce Collard..... Jersey City
Herman F. Moosbrugger, *President*..... Somerville
Dr. David F. Weeks, *Superintendent*

New Jersey State Hospital at Trenton

Population 2300. The State Hospital at Trenton may receive insane, admitted or committed from all counties other than from Essex, Hudson, Morris, Passaic, Union, Sussex, and Bergen. Vacancies occurring by counties not sending their proportionate share to the Hospital may be allotted to patients from other counties. The Chief Executive Officer has the custody and control of every person, indigent or otherwise, admitted to the Hospital until they are properly discharged.

BOARD OF MANAGERS

L. L. Woodward, *President*..... Trenton Junction
John Buehl..... Weehawken
Mrs. F. S. Fox..... Camden
Mrs. Eleanor C. Marquand..... Princeton
W. A. Klemann..... Trenton
Dr. Paul Mecray..... Camden
Dr. Joseph Raycroft..... Princeton
Dr. Henry A. Cotton, *Medical Director*
Samuel T. Atchley, *Warden*

State Hospital at Morris Plains

Population 3100. This institution receives insane persons from the counties of Morris, Union, Essex, Hudson, Sussex, Passaic, and Bergen. The Chief Executive Officer has the custody and control of every person, indigent or otherwise, admitted to the State Hospital until properly discharged.

BOARD OF MANAGERS

W. L. R. Lynd..... Dover
Mrs. Richard Doyle..... Newton
A. B. Leach..... S. Orange
Mrs. Marian K. Garrison..... Orange
George Richter..... Boonton
Dr. Augustus S. Knight..... Gladstone
Daniel S. Voorhees, *President*..... Morristown
Dr. Marcus A. Curry, *Superintendent*
O. M. Bowen, *Warden*

New Jersey Home for Disabled Soldiers, Kearny

Population 345. Admits any honorably discharged soldier, sailor, or marine, upon certificate of the Judge of the Court of Common Pleas.

BOARD OF MANAGERS

Thomas F. Meaney..... Jersey City
Daniel F. Lynch..... Newark
William C. Smith..... Plainfield
B. Franklin Hart, Jr..... Hoboken
John Stagg, *President*..... Paterson
Capt. C. Arnold Mohn..... Arlington
Capt. Thomas J. B. Lang..... Jersey City
C. Albert Gasser, *Superintendent*

New Jersey Home for Disabled Soldiers, Sailors, Marines, and Their Wives and Widows, Vineland

Population 260. Receives any honorably discharged soldier, sailor, or marine, provided he is at the time of application a resident of the State and has been a resident thereof at least seven years immediately preceding application. The wife of any person admitted to the Home may also be admitted on proof that she has been lawfully married for a period of not less than ten years to such soldier, sailor, or marine entitled to admission, and that she is not less than 50 years of age. The widow of any soldier, sailor, or marine who would be entitled to admission if her husband were living may also be admitted.

BOARD OF MANAGERS

Mrs. Florence L. Slaughter..... Mount Holly
Frank Bateman..... Grenloch
Mrs. W. Scott Wheaton..... Millville
Dr. F. R. Sheppard..... Millville
Charles K. Haddon..... Haddonfield
Frank F. Wallace..... Bridgeton
Mrs. A. J. Rider..... Hammonton
Barton T. Fell, *Superintendent*

State Institution for Feeble-Minded, Vineland

Population 1050. This institution admits mentally defective women and female children of all ages and grades, whether deaf, dumb, or blind or otherwise. The Chief Executive Officer has the custody and control of every person, indigent or otherwise, admitted to the Institution until properly discharged.

BOARD OF MANAGERS

William J. Dawson..... Manasquan
Mrs. Walter Taylor..... Asbury Park
Dr. Charles Browne..... Princeton
Mrs. Bloomfield Minch..... Bridgeton
Mrs. Chas. M. Scharble..... Vineland
R. C. Jenkinson..... Newark
Harry H. Pond, *President*..... Plainfield
George B. Thorn, *Superintendent*

New Jersey State Colonies for Feeble-Minded Males, New Lisbon and Woodbine

New Lisbon population 210. Woodbine population 175. The inmates of these colonies may be such male persons as, except for sex, could be admitted or committed to the State Home for Feeble-Minded.

BOARD OF MANAGERS

Sara T. Pollock.....Trenton
William J. Strandwitz.....New Lisbon
Major E. O. Howell.....Cape May Court House
Elizabeth White.....Haddonfield
Mrs. W. D. Kerlin.....Moorestown
Henry D. Coles, *President*.....Moorestown
Henry R. Walton, *Superintendent of New Lisbon*.
M. H. Center, *Superintendent of Woodbine*.

NON-INSTITUTIONAL AGENCIES

New Jersey State Board of Children's Guardians, Jersey City

This Board has care and general supervision over all indigent, helpless, dependent, abandoned, friendless, and poor children, who may be or become public charges.

BOARD OF MANAGERS

Joseph McCrystal, *President*.....Paterson
Grace M. O'Rourke.....Newark
Mrs. Beatrice Stern.....Madison
Cornelia F. Bradford.....Jersey City
E. Allen Smith.....Newark
Mrs. F. C. Jacobson.....Newark
Robert L. Flemming.....Jersey City
Miss Frances Day, *General Agent*

New Jersey Commission for Ameliorating the Condition of the Blind

This Board has charge of the work of ameliorating the condition of the Blind and of assisting blind persons desirous of earning a living by any form of business or productive activity. It may also place for instruction in suitable institutions such indigent, deaf and dumb, or feeble-minded persons, or partially blind, inhabitants of this state, as it may select.

BOARD OF MANAGERS

Raymond T. Parrott.....Elizabeth.
Mrs. J. R. Schermerhorn.....East Orange
Dr. Chas. H. Schlichter.....Elizabeth
Mrs. Margaret D. Baker.....Madison
Rev. Edgar S. Weirs.....Montclair
Miss Lydia Y. Hayes, *Supervisor*.