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S T U D Y
of

MUNICIPAL LODGING HOUSE DISTRICT

of the

NEW JERSEY EMERGENCY RELIEF ADMINISTRATION

July 24, 1935

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-GENERAL OUTLINE-

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was originally established as a city institution on November 27, 1931 as a temporary shelter for unemployed, homeless men. Its operation was subsequently undertaken by the New Jersey State Emergency Relief Administration.

The building in which it is housed is a school building which has been altered to meet the requisites of a lodging house. The first floor contains the administration offices, shoe repair shop (for the benefit of persons on relief as well as those residing in the lodging house), a commissary, the stock room, kitchen and dining room. Also provided on this floor are the shower baths, a fumigating room and a check room for the clothing of the lodgers. On the second floor there are nine dormitories of varying sizes, accommodating from nine to thirty-six beds, and a hospital division, consisting of two hospital wards (with a capacity of twenty-three beds), and a clinic in charge of a house physician, assisted by a registered nurse and three orderlies. One ward is used for chronic and convalescent cases, the other for acute illnesses. On the third floor are provided a barber shop, a tailor shop, and ten dormitories accommodating from twelve to thirty-three beds.

The maximum capacity of the lodging house is four hundred and twenty-six. During the winter months the nightly applicants for admission exceed this number and are referred to the Good Will Home and Rescue Mission or the Salvation Army, which institutions provide shelter for these men and are recompensed for this service by the Emergency Relief Administration. This overflow during the winter averages about thirty-five, with a maximum of approximately fifty nightly.

Under the present regulations, the eligibility of an applicant for admission to the lodging house depends upon his settlement within the State of New Jersey for at least one year. However, the facilities of the lodging house are available also to the Federal Transient Bureau, who refer transient colored men to the institution and assume responsibility for their maintenance. The Federal Transient Bureau maintains from one to twenty-two men daily in the Lodging House and is charged with the cost of their care. It makes use of the facilities of the Lodging House for colored men because the privately operated shelters are not open to negroes.

The sanitary and health requirements of the lodgers are carefully supervised. Upon application for admission, each client receives a complete medical examination, and is admitted only if found to be free of contagious or infectious diseases. Medical examination is also afforded the food handlers weekly, the lodger-workers semi-monthly, and the regular lodgers monthly. Each applicant is expected to take a shower bath upon his admission and three times a week thereafter. All clothing is fumigated upon an applicant's admission and semi-monthly thereafter.

In addition to shelter, the lodging house provides three meals a day and adequate clothing for its clients. Where necessary, eye-glasses are procured, surgical or orthopedic appliances secured, and arrangements made for industrial rehabilitation. The cooperation received from the New Jersey Rehabilitation Commission in this regard has been most helpful.

A recreation room is available to men who are unable to work or who have completed the tasks required of them. There is an ample supply of magazines and a limited supply of checkers, cards, and other games. During the winter months the lodgers were offered weekly programs of entertainment, consisting of athletic exhibitions or music and singing. These programs, however, were discontinued when the warmer weather provided attractions more desirable to them.

All lodgers are required, in return for the care received, to work at various occupations for three days in each week. The only acceptable excuse is illness, which must be certified to by the house physician. The principal work done by the lodgers is the operation of the wood yard, which is of immediate benefit to the community because it provides cut wood which is distributed to families receiving E.R.A. assistance.

Each applicant for shelter for more than one night is interviewed the following morning by a social worker, who ascertains the nature of the applicant's problems, his eligibility for relief, and the status of his family, parental or marital. The social worker also enters into a general discussion with the client for the purpose of discovering possible resources, making plans for the future, and gaining sufficient

factual information for the clearance of the client's case with the Social Service Exchange. If the client remains at the Lodging House for ten days, his case is then cleared through the Central Office files and an investigation is made and a case record taken.

THE SURVEY

The social service department now at the lodging house was instituted in December 1934 with the intention of making a comprehensive study of the lodgers upon an individual case work basis in order to determine the proper method of caring for them, and, if possible, to arrive at some specific or general recommendations concerning the care of resident* indigent men. The social service department consists of two social workers, both of whom have had some previous training in case work methods and have been previously engaged in administering relief for E.R.A. in the local districts in Newark.

Preparatory to making this study, these social workers made inquiries concerning reports of similar studies which might have been made in other localities. Nothing was found in the nature of a report of as intensive a character as was here planned, but some assistance was gained from the reports of Robert Wilson, found in the library of the Russell Sage Foundation which, however, dealt only with institutions sheltering transient men. Visits were also made to the various institutions and agencies which offer shelter or relief to the homeless men and whose facilities are available to residents of Newark or Essex County. In addition, visits were made to the New York and to the Paterson lodging houses, to the Federal Transient Camps, and to the other semi-public lodging houses of this city.

This study, bases upon a personal interview and investigation of each lodger, was then made. The consideration of each lodger's problems was bases upon a method in which some attempt at a case work approach was maintained. Case histories were recorded on the general outline presented on the following page:

*The word "resident" is used to describe a year's stay in New Jersey prior to requesting public relief. It is used generally by E.R.A. in this matter.

1. INTRODUCTION
 - a. Description of man
 - b. Known to other agencies
 - c. Period known to the Lodging House.
2. SETTLEMENT
 - a. Place of birth, followed through with all subsequent addresses, verified wherever possible.
3. FAMILY BACKGROUND AND MARITAL STATUS
 - a. Description of parental family
 - b. Education and start of work history
 - c. Marriage
 - d. Children
 - e. Reason for separation
4. HEALTH
5. RELATIVES
6. RESOURCES
7. EMPLOYMENT RECORD
8. NATURE AND CAUSE OF RESIDENT AT THE LODGING HOUSE
9. ATTITUDE
10. RECOMMENDATION AND PLAN

With this approach, the four hundred and twenty-six resident cases were investigated and analyzed from two principal stantpoints: first, upon the basis of the underlying cause of the dependency of the individual lodgers, and second, upon the basis of the resource or method of disposal best suited to their individual needs. Both the temporarily dependent and the permanently dependent lodgers were studied.

Only those lodgers were interviewed who had remained at the lodging house over ten days, whose cases had therefore been cleared and case numbers given. A great many more than four hundred and twenty-six men were at the lodging house during the period of the study and were disposed of at intake or left before their cases were cleared. Four hundred and twenty-six cases of men who remained for longer than ten days were studied because this number equals the capacity of the lodging house and because the general complexion of the group remains the same.

The cases studied were analyzed with regard to their ages, their contact with other social agencies, the length or nature of their stay at the lodging house; the nature of their previous occupations or employment; the period of their unemployment; their schooling, their probable chances of securing employment in the future; their health;

their attitude toward seeking employment and ability to obtain it; their attitude toward remaining in the lodging house in preference to the disposal suggested for them by the social worker; their marital status; their status as veterans or non-veterans; their place of birth; their religion and race, and the rural or urban nature of their early residence. The difficulties to be encountered in effectuating the disposals recommended for them were also considered and enumerated.

ANALYSIS OF THE WHOLE GROUP

Ages of the Lodgers

The limits for the age groups in the study were selected with reference to the nature of the community resources available. Thus, the first grouping, that under the age of twenty-five, was based upon the maximum age limit of young men eligible to enter the Civilian' Conservation Camp, which prevailed at the time of the inception of this study. The grouping from forty-five to sixty was selected because of the comparatively recent industrial age limit of forty-five which has been determined upon as a result of the policy established by large industrial employers in conjunction with the compensation and group life insurance companies. It was assumed that generally the men in this group were still employable as common or farm laborers. The men over seventy were segregated because of the minimum age limit of seventy years established as a requisite to eligibility for the Old Age Relief of the County Welfare Board.

Upon a compilation of the figures, it appeared that practically eighty percent of the lodgers were over the age of forty-five and that forty-five percent fall within the "probably employable" group between the ages of forty-five and sixty. The significance of these figures so impressed the social workers that an additional study of the lodgers was made with reference to their past employment and their employability as determined by their health and ages. The report upon this study will be seen on attached chart.

Record with other Social Agencies

With regard to the contact of the several lodgers with other social agencies, it was found that one hundred and forty-eight had previously had such contact, sixty-one having been on direct relief, (either at the Alms House, in one of the family districts, or at Local Homeless District) and one hundred and nine had received social service of various types, principally free hospitalization, about fifty percent of which was paid for out of E.R.A. funds. A large number of these one hundred and nine cases were known to the probation office on various criminal charges, mainly drunkenness or disorderliness, or charges growing out of their neglect of their marital families.

Length of Residence at Lodging House

Interviews with the various individuals were conducted over the period from February 15, 1935 to June 1, 1935. Their length of stay at the Lodging House was stated as of the date of such interviews. Those who had received shelter at the Lodging House at regular or nearly regular or stated periods, such as every winter or summer, were termed "periodic" lodgers. Those who had returned to the lodging house a number of times at irregular intervals and for stays of varying periods were termed "spasmodic" lodgers. Since those in the latter categories have been known to the lodging house for more than one year, they must be included in the group of men who had received Lodging House shelter over one year. This group constituted fifty-eight percent of the men interviewed. Only ten percent had been at the lodging house less than one month and eight percent less than three months. Eight percent had remained at the institution since the date of its opening, and nine percent for more than two years. Although most of these long-time residents are unemployable for health or other reasons, they are not by any means exclusively unemployables. A large number (see following pages) are easily employable as regards at least their physical capabilities.

Employment History

All men interviewed were classified generally according to the previous type of their employment, even if they had done no work

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in many years. It was found that sixty-six percent of those interviewed had done unskilled labor only. Thirty percent had been skilled laborers, and thirteen men had had clerical experience, some merely as shipping clerks, others as office clerks. Two men had followed the profession of public accountancy.

Length of Time Unemployed

The period of unemployment of the several lodgers was also considered as of the date of the interview with them. The terms "periodically" and "spasmodically" were used with the same connotation as they imply with reference to the length of stay at the lodging house. The amazingly high percentage of twenty-five had been unemployed over five years, and a large number of men in this group had been unemployed for as many as ten or fifteen years. Seventy-four percent had been unemployed over one year. Only four percent had been engaged in gainful employment within one month, and four percent had had employment less than three months before their interview with the social workers.

Formal Education

Of the four hundred and twenty-six men who formed the basis for this study, one had graduated from college, one had attended college for two years, and three had attended professional schools. Eight were high school graduates and twenty had received two years' schooling in the high schools. Forty-five percent had received over five years schooling, but only nineteen percent had been graduated from grammar school or its equivalent. Sixteen percent had had practically no schooling.

Attitude toward the Search for Work

It seemed useful to determine how many of the clients make an active and continual search for employment. It was found that eighty-seven men were not looking for work because they were unable, at the time of the interview, to perform any work, because of either temporary or permanent physical incapacity. Thirty-three men, without such incapacity were, nevertheless, according to their own statements, unwilling to accept employment. One hundred and sixteen men admitted

that they were not seeking employment but would gladly accept it if it were offered to them. One hundred and ninety men definitely stated that they were actively seeking employment, some of them despite the presence of physical incapacity. This figure is probably a great exaggeration. It was based primarily upon the statements made by the lodgers and the general conclusions of the social workers and is therefore necessarily inaccurate. A possible fifty percent of this number have not actively sought employment for a long time, although they would accept it. This attitude of willingness to accept work but unwillingness to look for it arises from a number of causes. Perhaps, the principal cause is the belief of the men that it is hopeless to seek work. A tributary factor may be found in the physical and mental security provided by the shelter of the lodging house, resulting in the feeling that gainful employment is not of such paramount importance.

Probable Chance of Employment

In this study, the social workers tried to estimate, on an individual basis, the number of clients who might be employed if employment were available. This estimate is, of course, necessarily subjective, and is based upon the physical capacity of the individuals, their appearance, health, and mental and emotional condition, as well as upon their ages. Inaccuracies in individual cases are found to occur, but it may be stated that the general percentages of these groups will probably remain without material change, namely, that only about thirty percent have a good chance of future employment, twenty-five percent, a fair chance; twenty-one percent, a poor chance; and twenty-four percent, no chance at all.

Health Conditions

In the opinion of those making the study, the health conditions of the individuals interviewed constitute the most significant factor of all. Only fifty-two percent, or two-hundred and twenty-three men enjoyed good health. There were fourteen men whose general health was good, but who had suffered some injury which temporarily incapacitated them for their regular occupation. These men were classified as men in "good health", but "temporarily

industrially handicapped". There were fourteen men classes as "in good health, but permanently industrially handicapped". These men had suffered some permanent loss, such as a finger, an arm, or an eye, but not necessarily such a severe loss as totally incapacitated them for work of all sorts. The eighty-three men in "fair health" were able to do light work even some of the skilled types of factory labor. Those in "fair health, but temporarily handicapped" were, at the time of the interview, unable to work, but would probably recover sufficiently to do light work. They numbered fourteen. The twenty-six men in "fair health, but permanently handicapped" were generally permanently handicapped for work of any sort. There were nineteen men temporarily ill, and thirty-three who were either permanently ill or afflicted with senile debility.

With regard to the health conditions of the lodgers, the doctor in attendance at the lodging house was regularly called upon for his opinions and diagnosis.

Preferences Exhibited for or against Lodging House Care

The attitude of the various clients toward the types of relief offered provides an interesting commentary. Only thirty-five of the two hundred and fifty-two who were considered best suited for lodging house care preferred some other type of relief. Sixty-one men preferred to remain at the lodging house than to rely upon the resources or disposal recommended for them. One hundred and thirteen preferred such other disposal.

Two hundred and seventeen of the two hundred and fifty-two men who were considered proper subjects for lodging house care stated a preference for the lodging house. It is believed, however, that some of these men, although not many, did not express their true preference, apparently being reluctant to express a dislike of their treatment.

Basic Personal History

Of the four hundred and twenty-six men interviewed, one hundred and thirteen had children, not however, necessarily living in the State of New Jersey. Seventy-three are separated from their

wives, two hundred thirty-two are single, sixteen divorced, and one hundred and six are widowed. Of the married men, only nine stated that they had been deserted, the others having deserted their wives or separated by mutual consent.

Three hundred and five men were citizens, two hundred and thirty-eight being native born. Thirty-two had secured their first papers, eighty-nine, or over twenty percent being aliens who had not announced their intention to become citizens. Only eleven percent were veterans.

Of the foreign born lodgers, the Slavish races were in heavy predominance, fifty-seven having come from Poland, eighteen from Czechoslovakia, nine from Hungary (seven being Slavish), and three from Russia. Ireland contributed thirty-two lodgers. In all, twenty-four nationalities were represented.

Three hundred and sixty-seven lodgers were white, fifty-eight colored, and one was an American Indian. Sixty percent of the lodgers had spent their early lives in urban districts, but if the number of Newark born lodgers were deducted, the number of rural born would approximately equal the number of urban born lodgers.

UNDERLYING CAUSES OF DEPENDENCY

In the study of the causes of the dependency of the individual lodgers, it was found that, with regard to those found to be permanently dependent, there were three main or general causes, namely, ill health, old age, or personality difficulties, the last term being employed to designate both psychiatric and psychologic conditions. There were one hundred and twenty-four men who were permanently dependent. In ninety cases, the cause of this condition was old age; in twenty-one cases it was ill health, and in thirteen cases it seemed to be personality difficulties of the clients. Fourteen of these one hundred and twenty-four had never married. The percentage of widowers was, of course, greatest in the group affected by old age, and the percentage of unmarried men was greatest in the group affected by personality difficulties.

Three hundred and two men were only temporarily dependent. There were six principal causes of their dependency. Ill health was the cause in thirty-three cases; accidental injury in seventeen cases; nine of these injuries being industrial in origin. Fifty-six of the cases resulted from what, for the want of a more descriptive work, the social workers termed the "inertia" of the clients. By this was meant the unwillingness of the client, to work, his refusal to look for a job, his general history of idleness and inability to recognize his responsibilities to himself or to society.

Twenty-nine men found themselves dependent upon E.R.A. assistance as a result of their admitted chronic addiction to alcohol. In the opinion of the social workers, this number is a considerable underestimate, resulting largely from the reluctance of the clients to admit their alcoholism. Here again, the opinion of those making the study was partly a conjecture. It is estimated that the number of cases to be included in this class should be nearer fifty than twenty-nine.

Fourteen men were in the lodging house as a result of the seasonal nature of their work, together with the low rate of wages received during their season of work. One hundred and fifty-three, or about fifty percent of this group were compelled to resort to the Lodging House because the general economic conditions prevented them from securing employment. This number should be decreased by the number which it is estimated to be added to the group whose major problem is chronic alcoholism.

Of this group of three hundred and two temporarily dependent men, fifty-nine percent were single, the others being separated (thirty-nine), divorced (twelve), deserted (nine), or widowed (sixty-five). Seventy-two percent had received seven years' or less. Two-thirds had done only unskilled labor, there having been one professional man and twelve clerks.

It may be noted that of the total group of four hundred and twenty-six cases, one hundred and sixty-one were at the lodging house because of old age or their condition of health; approximately one hundred and twenty-nine cases were caused by personality difficulties, inertia or alcoholism; only one hundred and forty-six solely by conditions foreign to themselves and out of their control.

COMMUNITY RESOURCES AVAILABLE TO LODGERS

As previously stated, this study was directed to the possible formation of plans for providing for the Lodging House clients by some method other than that at present in use. To this end, a survey of the city, county, state and federal institutions was therefore considered, and it was found that there were six main groups of institutions or resources to which the lodgers might be referred, namely: The New Jersey Soldiers' Home at Menlo Park, the Alms House at Ivy Hill, the several relatives of the lodgers, both those legally responsible and others, individual relief by the S.E.R.A., Pensions (Old Age, Blind, Veterans and others) and Congregate Care, including the Lodging House, Veterans Conservation Camps and Civilians Conservation Camps.

The industrial rehabilitation program provided by the State Rehabilitation Commission is undoubtedly a most valuable resource. However, since a lodger, while being rehabilitated would necessarily be compelled to remain at the Lodging House, it was felt that a reference to this Commission would not constitute a final disposal of the client. The Rehabilitation Commission was therefore not included among the main groups of resources available to the lodgers.

Examination of these resources was made, for the purpose-first, before making any recommendations in individual cases, of discovering the advantages and disadvantages of each institution or resource, as regarded the individual in question and the S.E.R.A. It was concluded that the following might be a fair general statement of the benefits and drawbacks incident to each of the above resources:

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	Benefits to Client	Benefits to E. R. A.	Disadvantages to Client	Disadvantages to E.R.A.
Soldiers' Home	Comparative comfort and feeling of security and self respect, due to feeling that client is entitled to benefits offered to veterans.	Removal of client from relief rolls.	Deprivation of liberty and freedom to find employment	None - a permanent or semi-permanent solution of client's problem. Greater expense but not met by E.R.A. funds
Alms House	Comparative comfort and facilities for caring for client.	Removal of client from relief rolls.	Loss of self esteem and deprivation of liberty and freedom to find employment.	None - (same as Soldier's Home.
Relatives	A natural way of living, in harmony with neighbors and increased degree of self respect.	Possible removal of client from relief rolls, requiring at most the granting of supplementary relief.	Possibility of affliction by nagging relatives, and uncongenial home life. Also, possibility of insufficient income for his needs, such as clothing, medical care and other necessities.	Possibility of eventual loading upon E.R.A. of entire family as a relief problem where supplementary relief is granted to client upon union with relatives.
Individual Relief	Comparative comfort, privacy and self esteem. Greater liberty and opportunity for the finding of employment and increased opportunity to demonstrate feeling of responsibility toward self and community.	None-except in certain cases, possibility earlier removal of client from relief rolls due to client's increased opportunity to find employment.	On certain cases possibility of use of greater freedom for social purposes; feeling of insecurity because of limited income. Lack of intensive supervision in cases where it might be needed.	Relatively greater expense, therefore justified only in exceptional cases of good work history and prognosis, or where client's morale is being definitely undermined by presence at Lodgine House.
Pensions	Comparative comfort and self esteem and greater feeling of security.	Removal of client from relief rolls.	Same as Individual Relief.	Same as Soldier's Home.
Congregate Care (MJL)	Comparative freedom to seek employment; presence of regular supervision in cases where it may be needed.	Least expensive method of rendering relief.	Least comfortable of all suggested resources. Possibility of deterioration due to loss of morale.	Not a permanent solution of client's problem.
C.C.C.'s	Strong probability of the restoration to client of a higher morale.	Removal of client from local relief.	Deprivation of freedom to find employment in industry.	Only a temporary solution of client's problem.

Basis Upon Which the Various Resources Were Recommended

With the advantages and disadvantages of the several resources thus borne in mind, an attempt was made to select that method of disposal best suited to the individual case. Thus, it was felt that the resources of the Soldier's Home or the Alms House must be used with great circumspection. It was realized that a man under the care of these institutions could not hope to obtain employment as long as he would remain there, because of his inability to leave either institution at will to search for work. It was therefore determined not to recommend that an individual be referred to the Soldier's Home or to the Alms House unless, in the most positive opinion of the social workers, that individual would be unable in the future to support himself and had no relatives or other resources upon which he could rely.

Although the benefits derived from a reference to relatives, both to the client and to the E.R.A. are manifest, care was taken to make such recommendations only in cases where it was believed by the social workers that such a solution to client's problem would probably be permanent, or at least semi-permanent in nature. Where the relative was not legally responsible for the client's support, no such recommendation was made unless the relative would apparently welcome the client or would not strenuously object. When the relative was legally responsible (parent or child), it was felt in some cases that a reunion of the family would be successful in spite of some objections on the part of the relative. It was also felt that such recommendations should be made where both parties would welcome it, even if supplementary relief should be required for the client's maintenance, because of the more wholesome surroundings in which the client would be placed, and because of the fact that the supplementary relief necessary would probably be less than the cost of maintaining the client at the lodging house. Included in the group referred to "relatives" are also some lodgers, not citizens, of the United States, who have families of their own in Europe, and who appeared to be permanently dependent upon municipal relief, because the physical disabilities of old age or illness had rendered them unable to work now or in the future. It was recommended that relief funds be utilized to repatriate these individuals, since they had adequate means of support in their native lands.

Recommendation was made that some lodgers be referred to the E.R.A. district offices for individual care. In these cases, it was felt that, because of their comparative youth or because of the fact that their presence at the lodging house was undermining their morale, or because of indications of a good employment prognosis which required encouragement, they would be more adequately helped by individual care than by continued association with the type of man generally cared for at the lodging house.

Some recommendations were made that lodgers be referred to the Civilians Conservation Camps or to the Veterans' Conservation Camps. In general, very few young men were found to remain at the Lodging House long enough for their cases to be cleared. This was due partly to the plan of the intake worker, who immediately referred young persons to the Civilians Conservation Camp and so disposed of such applicants for admission. References to the Veterans' Conservation Camps were made only at the request of the clients eligible therefore, without any urging or prompting by the social workers. This attitude was adopted because, with the Federal Works Progress Administration program so nearly in operation, it was felt that the clients might, as a direct or indirect result, secure jobs there. In a large measure, those veterans eligible for camp preferred to remain in this vicinity in the hope of securing employment which would not be available if they should leave the city for a period of six months.

The remaining group, of course, constituted those, who, in the opinion of those making this study, would be best served by Lodging House care, either publicly or privately administered. In general, it may be said that they constitute a group of men, not definitely unemployable, although temporarily unemployed for one of a number of reasons. The causes of their present dependency have been discussed above, under the topic entitled "Underlying Causes of Dependency". A large number of them are now unemployed because of temporary illness or injury. Many of them have been without regular employment throughout most of their lives.

Classification of Clients According to Resource Recommended

Applying these general principles to individual cases, it was found that of the four hundred and twenty-six cases, six were referable to the Soldiers' Home; sixty-five, to the Alms House; sixty to relatives; eighteen to the various Pension Boards, of whom fifteen were referred to the Essex County Welfare Board for old age relief, one to the Blind Commission, one to the Veterans Bureau (being afflicted with a permanent service-connected disability), and one to the Veterans Bureau for benefits to which he was entitled from his deceased brother's war risk insurance policy. It was felt that twenty men would best be served by the individual attention available at the Local Districts, that four should be referred to the Veterans' Conservation Camps; one to the Civilians Conservation Camps, and that two hundred and fifty-two should be permitted to remain at the Lodging House.

The same analysis which was applied to the entire group studied was also applied to these six groups. These separate analyses may serve to throw some light upon the prevailing characteristics of the individual groups.

ANALYSIS OF CLIENTS REFERRED TO EACH RESOURCE

Soldiers' Home

Of the six men, who it was believed would best be served by shelter at the Soldiers' Home, all were over forty-five, three being over sixty. Only one of them was in "fair" health, the others being either permanently handicapped or permanently ill. None of them had been employed within four years and only one had been at the Lodging House for less than one year. Although one was actively seeking employment, none had any chance of securing a job in the future. All were native born except one naturalized citizen who was born in Ireland. Five were white and one was an American Indian. It was this latter individual who objected to being referred to the Soldiers' Home because he felt that some day he would be able to work again. His illness, however, was medically incurable and it was therefore felt that he would best be served by Soldiers' Home care. He has not yet consented to this recommendation but it is believed that he will eventually be persuaded to make application for admission to that institution.

Alms House

Of the sixty-five men referred to the Alms House, all were over the age of forty-five, fifteen being under sixty and twelve over seventy. These twelve men were not recommended for the Old Age Pension either because of their lack of the necessary legal requisites or because they were physically ormentally unable to care for themselves, making it inadvisable to expect them to be self-reliant in rooms of their own.

Sixty-five percent of this group had been at the lodging House over one year, only seven of them having been lodgers for less than three months. Sixty-five percent had done only unskilled labor, almost thirty-five percent having been skilled laborers. One had been a public accountant. Twenty-five men had been unemployed over five years, ten percent over four years and only three under six months. Fourteen of them had had practially no schooling.

Although five men were looking for work, and seventeen might accept it if offered, only ten seemed to have any chance at all of future employment, and their chance was very poor.

The health of these men was most significant. Only five were in good heath and twenty were in fair health. Sixty-two percent were incapacitated for work.

Over one-half of these men preferred to be at the lodging House. Twenty-eight have definite and decided objections to the Alms House. This attitude was based upon two grounds - first, the lack of freedom to leave the Alms House grounds and second, the feeling of repugnance toward being publicly regarded as a pauper. In this regard, the men at the Lodging House seem generally to have retained their pride because they feel that they do enough work to pay for what they get.

There are two veterans in this group of sixty-five men. They would ordinarily have been referred to the Soldiers' Home, but they preferred to be near Newark so that they might receive visits occasioanlly from their local friends.

Thirty six men were native born, ten were aliens without any citizenship papers, only four negroes, and seventy percent had spent their early lives in urban districts.

Of these sixty-five men only twenty-six can be referred to the Alms House without difficulty, Twenty-eight refuse to go although it is believed that they might be induced to do so. Four still lack the necessary legal settlement, four have legally responsible relatives, who, however, are unable to support them, and three cannot gain entrance because of their condition of health.

Inquiry has been made at the office of the Overseer of the Poor concerning conditions at the Alms House. It was found that it has a capacity of five hundred and twenty and that almost five hundred men and woman are now being sheltered there. This, of course, makes it essential that some of the men who, for their greatest benefit, should be sent to the Alms House, must nevertheless be kept at the Lodging House until in some way room is made for them at the City Institution.

Re-Union with Relatives

It was found, in the study originally made, that sixty lodgers might, with some effort on the part of the social worker, be re-united with their relatives. A subsequent re-check of fifty of these case records was made, ten of the original case records having been transferred to various family service districts, the clients having rejoined their relatives and having been granted supplementary relief for their maintenance. In eleven of the fifty remaining cases, the recommendation was for a return to the European nation of their nativity, where their home and family awaited them. In twenty-four of these fifty cases, supplementary relief will be needed to maintain the clients after their re-union with their relatives. In eleven cases the relatives have personal reasons for objecting to such re-unions; three of the lodgers have such personal reasons, and two object because of the distance involved (one relative living in Denmark and the other living in North Carolina.) Four are being referred to parents, twenty-six to brothers and sisters, nineteen to their marital families, and one to his nephew. Nine of the cases referred to European countries are being referred to their marital families, one to a brother in Denmark, who is the manager of a railroad system there, and one to a sister in Poland who lives on a farm owned by the client.

Of this group of men for whom care in a relative's home seems to be indicated, the average age is about fifty-five, only three being over seventy, and two being under thirty-five. Only thirty percent were known to other agencies, fifteen percent having received direct relief. They had generally been at the Lodging House a shorter period than the other classes, except for those who were referred to relatives in Europe. Also, excluding those referred to Europe, they had been employed on the average more recently than the other classes, with the exception of those recommended for individual relief.

Twenty-seven of these men were actively seeking employment and nineteen would accept it. Ten of them could not have accepted work when interviewed, but of these four were only temporarily handicapped or ill. Twenty-two preferred Lodging House shelter, but only sixteen offered strenuous objections to rejoining their relatives. It is, however, believed that these sixteen men can be persuaded to consent to the arrangement suggested.

Of the foreign-born lodgers referred to relatives, the Polish predominate even more greatly than in the total figures. This is ascribed to the general similarity in the history of the members of this group, and the almost universal nature of their story. These Polish, as well as Czechoslovakian, nationals were born on their parents' small farms, grew up there and married, generally having children. They then heard of the great opportunities offered to coal miners in the Pennsylvania coal districts and went there with the intention of making their fortunes and returning to their families in Poland, who had remained, on, and lived by means of the farms. The men thereafter were never able to save enough money even to return to their native land, and upon the decline of coal mining, came to Newark in search of industrial employment. With few exceptions, they have a history of chronic alcoholism.

Eleven of this "Relatives" group have no chance of future employment. These are the eleven men who were referred to their relatives in Europe, where there are resources to care for them. The forty-nine men referred to relatives in this country have all some chance of employment, although the chance seems poor in twenty-two of the cases and only fair in seventeen instances.

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Again, with the exception of those referred to individual relief, the health conditions of this group are the best. Over fifty percent are in good health, and twenty-eight percent are in fair health. Three are permanently handicapped and three permanently ill. Only five are veterans, four are negroes, and fifty-seven percent had their early residence in urban districts.

PENSIONS

Of the eighteen men in whose cases it was felt that a pension would be the best form of relief, one was referred to the Blind Commission, but was unable to prove the requisite legal settlement ; one to the Veterans' Pension; fifteen to the Old Age Pension, and one to a pension arising from his brother's war risk insurance policy.

The blind man and the deceased veterans' brother were between the ages of twenty-five and thirty-five. The veteran was between sixty and seventy, and, of course, the others were over seventy. Five of the eighteen had received direct relief, and seven social service. Their periods of residence and unemployment were not significant except that all but three men had not worked within one year, and fifty percent had not worked in over four years.

Five of these men were actively seeking employment, but only one had a good chance of securing it, namely the young and healthy man. Twelve could not accept work, and fourteen had no chance of future employment. Only two were in good health, six were in fair health, five were permanently handicapped and five permanently ill. Three men preferred lodging house care to the pension suggested, but in general, the suggestion of cash relief instead of shelter is welcomed by those who seem best fitted for such relief.

Of these eighteen men, eight were single, one separated, and nine widowed, six having children. These children, however, were unable to assist and did not form a barrier to the relief suggested. All but four were native born and only two were not citizens, one being ineligible for the old age pension for this reason. The only veteran was the one entitled to the Veterans' pension. The group contained two negroes, and eight men who had a rural early residence.

Individual Relief

The group designated for individual care by way of direct relief in their own rooms is twenty in number. Because of their past employment history, schooling, employment prognosis or social background, they constitute what might be called the "elite" of the lodging house population. Sixty percent of them are under forty-five years of age. Eighty percent were in the lodging house less than one year. Fifty-five percent were skilled workmen or experienced in clerical or professional work. Only two were uneducated, three having gone to professional school. Only three could not accept employment and one needed moral rehabilitation to re-awaken his sense of responsibility, dulled by the long economic stress he had undergone. Only one had no chance of future employment, due to his permanent physical handicap. Fourteen were in good health, two in fair health, and three were temporarily handicapped or ill. Eight were single, seven widowed. Eight had children who could not assist their fathers. Nineteen were citizens, the other had his first papers. Two were negroes, and seventeen had an early urban residence. One of the twenty preferred to remain at the Lodging House, but it was felt that he would be better served by individualized relief.

Lodging House

There were two hundred and fifty-seven men, or sixty percent of the present lodgers, designated for retention in congregate care. Four were referred to the Veterans' Conservation Camps and one to the Civilians Conservation Camps. The remaining two hundred and fifty-two were recommended for retention at the Lodging House. In actual practice this figure would be augmented by a large number of cases in which other recommended disposals could not be effectuated. For example, it was recommended that 65 men be referred to the Alms House. Practically, this recommendation could not be executed, for the Alms House has at present about 500 inmates, compared with its total capacity of 520 people. Similarly, with the other suggested methods of disposal, difficulties are encountered. In the aggregate, it is estimated that ninety cases will necessarily have to remain in the lodging house because it will be impossible to execute the recommendations made. Adding this figure to the two hundred and fifty-two for whom lodging house care has been recommended, it appears that 342 persons still would in actual practice remain in need of Lodging House care.

Fifty-four percent of the total number had been known to the lodging house over one year. Seventy-six percent were over forty-five, almost fifty-six percent being between forty-five and sixty years of age. Sixty-nine percent were unskilled laborers. Seventy-one percent had been unemployed over one year. Sixteen percent had practically no education, but about twenty percent were grammar school graduates. Nineteen percent were temporarily or permanently incapacitated, and only sixty-seven percent stated that they were actively seeking work. Only thirty-five men desired relief of another type. One hundred and forty-one were native born, the largest other national group being the Polish. There were two hundred and eleven whites, and forty-six negroes, and one hundred and fifty-one had been early urban residents.

HEALTH AND AGE AS RELATES TO EMPLOYABILITY

As previously mentioned, a recheck was made after the completion of the original study, of the nature of the previous employment of four hundred and twenty-three lodgers, with regard to the age groups and health conditions in their relation to the future employability of the seven work classifications (Professional, clerical, skilled labor, skilled factory labor, common factory labor, common labor and farm labor). This recheck was made with one primary point in mind, to determine the number of men able to do factory work who are effectually barred from future participation in industry by the policy established against employing men over the age of forty-five years.

Of these men, two hundred and twenty-seven were in good health, sixty-six in fair health, and twenty-seven temporarily handicapped or ill - a total of three hundred and twenty men who are physically able to work. Of these, forty-nine are skilled factory laborers; ninety-one common factory laborers, and one hundred and nine common laborers who can do common factory work - a total of two hundred and forty-nine. One hundred and sixty of these men are between the ages of forty-five and sixty, capable of factory work. Thus, of three hundred and twenty men of all ages, physically capable of work, fifty percent are finally and definitely barred from productive, industrial labor, by reason of the arbitrary age limit of forty-five. Approximately forty more of

such men are between forty and forty-five. A large number of factories have recently set the age limit at forty; thus, as regards these factories, throwing forty more men, one-eighth more, out of work.

THE STATISTICAL CHARTS

There has been prepared and attached to this report, a set of statistical charts for the convenience of the reader. They indicate at a glance the comparative analysis of the total case load of the Lodging House, and of the six groups referred to the various resources mentioned above; the underlying causes of the dependency of the lodgers; the detailed analysis of the group referred to relatives, and the analysis of the age groups and health conditions with reference to re-employment.

SOME GENERAL OBSERVATIONS

A few highly significant factors appear in a study of the statistics. For example, the group suffering merely from the general economic conditions is much more highly educated than the other groups, except the alcoholic group. Those suffering from accidental injury have a majority of skilled workmen, allowing the conclusion that skilled and factory laborers are generally more subject to injury than those of the unskilled class. Those whose problem is inertia or alcoholism are precominantly single, the percentage being sixty-nine as against the percentage of fifty-seven applicable to the remainder of the lodging hous population.

A factor not appearing on the statistical chart but discovered by the social workers during the course of this study is that the problem with regard to most of the Newark born lodgers seems almost universally to be either a general inertia or alcoholism.

The social workers were impressed by the remarkably high percentage of cases in which the clients' parental families broke up because of the death or separation of the parents when the clients were very young. It is estimated, although certainly not with infallible accuracy, that such family break-ups occurred in about seventy-five percent of the cases before the clients arrived at the age

of ten years. The recent indictment against society for its failure to provide for the orphaned youths, tried in mock trial before Judge Brennan, seems to be thus strikingly corroborated.

RECOMMENDATIONS

Certain outstanding recommendations, both general and specifically relating to the Lodging House problems may be suggested. They may be enumerated as follows:

1. The facilities of the Soldiers' Home at Menlo Park might well be more frequently used. The administration of this institution is remarkably co-operative, answering communications by return mail and offering satisfactory temporary or permanent shelter for any ex-service man.
2. It was found that, frequently, private individuals would communicate with the lodging house administration for the purpose of securing men to work for them at various occupations. These individuals, with few exceptions, make such low offers of wages that in many instances the lodgers were advised to refuse. It was concluded that many efforts made to secure employees from relief or lodging house rolls are made with the idea that the prospective employers may thus be able to secure help at wages much lower than would ordinarily be demanded. This condition would be removed if all calls for employees were transmitted through the National Re-employment Service. However, it may be stated that in the period from February first to June fifteenth of this year, no employees were requested of the Lodging House by the National Re-employment Service, and that, despite the fact that every employable lodger has signed or registered for re-employment, no one has been called. Possibly their status as unattached family men interferes with their selection, but it is suggested that some opportunity for employment be offered them in order to support their morale and hopefulness for the future.

RECOMMENDATIONS (Continued)

3. It seems obvious that if an upper age limit is placed upon employables for industrial purposes, the dependency of increasingly large groups of physically capable individuals will be fostered. If the age limit of forty years is to come into general use, sixty-two and one-half percent of the physically capable men of all ages at the lodging house will be industrially unemployable. If the limit be placed at forty-five the proportion will be fifty percent. Although it is undoubtedly desirable from the standpoint of the employers and the insurance companies to fix an arbitrary age limit, nevertheless, the social significance of this condition is inescapable. The policy is applied to heads of families as well as to unattached men, and it is probably true that the majority of family heads are over the age of forty-five. The rectification of this condition would probably require an employment program specially geared to their needs, but whatever method may be best, it is a situation which demands immediate consideration.
4. As previously indicated, only two hundred and twenty-three men, or fifty-two percent of the lodgers were in good health, and eighty-three, or nineteen percent were in fair health. Thus, twenty-nine percent of the men interviewed were either temporarily or permanently handicapped or ill. Of these, eighty-seven could not accept any kind of employment at the time when they were interviewed, and the other thirty-three should have been given further convalescent care or industrial rehabilitation - a total of one hundred and twenty men with a health problem. Of these, forty-seven needed convalescent care and seventy-three were chronic ill, fourteen of whom might be fitted for further industrial utility by industrial rehabilitation.

RECOMMENDATIONS (Continued)

These men had either taken ill while at the Lodging House, or come to the Lodging House while ill, or been referred for convalescent care to the Lodging House by the Newark City Hospital and others.

It is suggested that it is not the function or the intended purpose of the Lodging House to care for convalescent persons or the chronic sick. Although it is equipped with a hospital ward, it is best used for the treatment of the temporary ailments or emergency cases among the lodgers themselves. The Municipal Health Authorities have perhaps found that they were forced to avail themselves of the use of this facility because of the overcrowded condition of the Ivy Hill Convalescent Home, which has obviously been used for the overflow of the chronic cases in the City Hospital.

Apparently, social planning has not taken into consideration the necessity of provisions for the chronic sick, who constitute sixty percent of the one hundred and twenty ailing lodgers. A survey made by Matthew A. Brady, of the office of the Overseer of the Poor, of the population of the Alms House in September, 1931, revealed similar conditions - two hundred and twenty-two out of five hundred and eight people who were unable to care for themselves. Some definite, special provision should be considered for such people in the near future, to avoid the certainty of filling institutions designed for people, able bodied, or at least able to care for themselves, with helpless and unhelped invalids who require special and regular assistance. A home for the chronic sick seems to be the only solution for this problem.

5. If the Lodging House were relieved of those groups of clients for whom more suitable care could be provided elsewhere, this means of congregate care would then adequately provide for the employable group in Newark for whom such care

RECOMMENDATIONS (Continued)

is best suited. With the establishment of a home for the chronic sick, those chronically ill could be transferred there; the convalescent men could be transferred to the Convalescent Hospital; the Alms House, having disposed of its ailing inmates would be able to accommodate those men at the Lodging House whose dependency is permanent in nature; and the Lodging House would then be amply large to serve its proper function - a temporary shelter for employable men. It is well suited to its purpose; not uncomfortable, as clean as possible, but not so comfortable as to encourage a tendency to remain there without attempting to secure employment.

Respectfully submitted,

John P. Doyle

Thomas L. Parsonnet

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