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# PRESIDENT'S ADDRESS

By Burdette G. Lewis

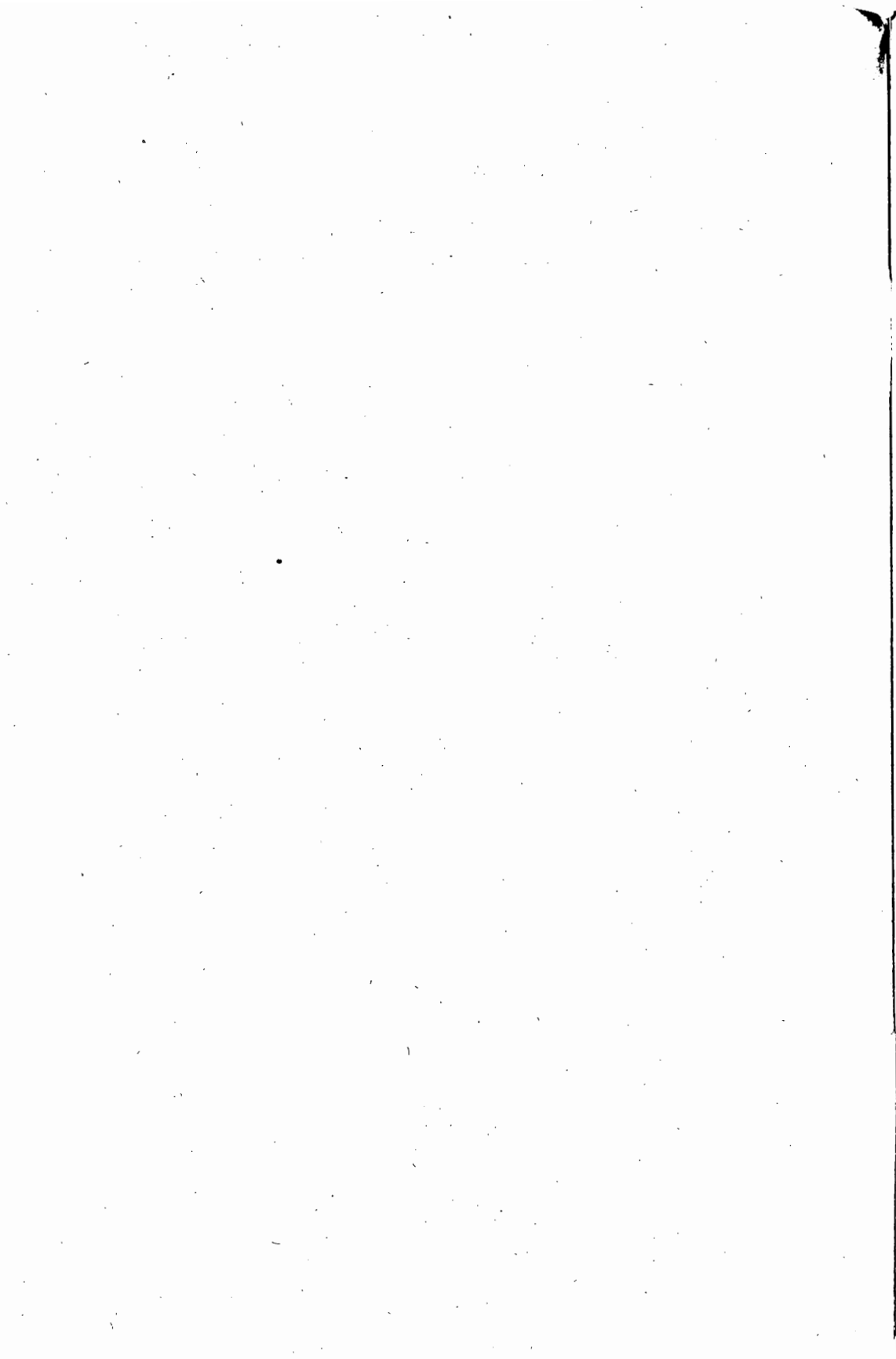
State Commissioner of Institutions and Agencies, State of New Jersey,  
Trenton, New Jersey

SUBJECT:  
INSTITUTIONS AS INDUSTRIAL SCHOOLS AND SOCIAL  
LABORATORIES

Including  
Statistical Analysis of Effect of Prohibition Upon Census in Hospitals,  
Relief and Correctional Institutions

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AMERICAN ASSOCIATION OF PUBLIC OFFICIALS OF  
CHARITY AND CORRECTION.

PRESIDENT'S ADDRESS.

*By Burdette G. Lewis, State Commissioner of Institutions and Agencies, State of New Jersey.*

SUBJECT: "INSTITUTIONS AS INDUSTRIAL SCHOOLS AND SOCIAL LABORATORIES."

Governmental institutions are ready to pay off the debt they owe to business men, labor leaders and welfare workers for help given generously in times past. The only obstacle is "class warfare" prejudice which, since it is an importation from "class conscious" Europe, is alien to America. It seems pathetic that so many capable well-trained and fair-minded men, who have recognized the pitiful inadequacy of mere money, are frequently prevented from the fullest co-operation with the leaders of the labor movement because the teachings of Karl Marx, interpreted by warped and pitifully inadequate minds, interfere. It is, therefore, the duty of those intimately acquainted with American industrial and social conditions to "scotch" this class warfare viper so that men and women of all stations of life, who put human welfare above the dollar, may make their fullest contribution of service to a world afflicted with disease, poverty and unrest. The service most needed is production and that calls for the co-operation of all persons in an industrial democracy and not for class warfare in the new dictatorship. In short, in the language of the street, we frequently continue to hound the man who knows how to do things, after he has become willing to devote himself to the public welfare and worse than that, we go out of our way to deprive him of the opportunity to do anything. Thus we cause many laborers to become radicals and bolshevists and the many capitalists to become unfeeling bourbons. And all this in the name of democracy which we teach means equality of opportunity.

How then may our public institutions promote industrial democracy and be of most service in furthering production? In my judgment, they will be able to do both of these things when institutional managers become entirely practical and view their problems as the best type of industrial manager must now view his problems. We cannot afford to "dally along." The people are growing less and less patient with the customary and intermittent break-downs in public service, just as they are becoming indignant because industrial managers and labor leaders do not solve more labor problems without strikes. From several standpoints it is entirely proper to

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view our institutional problems from the standpoint of industrial management, for the administration of public institutions raises all the questions which have arisen in industrial management or which are now pressing for solution in the fields of industrial relations. Indeed, institutional management and industrial management have many problems in common which may be solved the more easily through conference and co-operation. Among these problems are: the cost of living, immigration, employment, vocational training, apprenticeship, wages, increase of production, unrest, medical service, child welfare and domestic relations, prohibition and the co-operative movement.

### ADMINISTRATION IN RELATION TO THE HIGH COST OF LIVING.

People agree that under-production, inflation and the destruction of capital are usually the chief causes of the high cost of living, whether they agree as to other causes or not. Public officers and corporate officials who assumed that the high cost of living didn't matter much, so long as they received their salaries regularly, have been justly disappointed. Capable and far-seeing administrative officers have been bitterly disappointed because the increase in the cost of administration has exceeded by far all the savings that have been accomplished through careful planning far in advance, through the introduction of the budget system with its accompanying careful analyses and control of appropriations and expenditures with its conservation of clothing by means of extensive repairing and standardization of clothing issues, through the provision of administrative codes, determining each and every person's responsibility and assigning them to duty, and directing the development of those little economics which are so very important in improving the tone and morale of administrative service. This great increase has put a stop to much progressive development, which could have been brought about through the savings made by means of wise administration, but the increase in cost has wiped out all appearances of a saving when measured in contrast with previous total costs, which the average citizen is prone to accept as the final proof or disproof of wise administration.

In discussing administration in relation to the high cost of living I wish to cite New Jersey conditions because of my intimate knowledge of conditions there. It will cost about \$10,000,000 next year to operate, maintain and develop all institutions in the State of New Jersey—State, County, Municipal, public and private. This is an increase of about 25 per cent. over the cost of the present year. A small part of this increase is due to the additional number of inmates and patients to be provided for; the greater part of it, however, is due to the increase in the cost of living, the cost of operating and construction materials and supplies and labor. When contrasted with the cost of living generally or with the depreciation

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of the dollar, this increase is relatively small. However, when it is viewed from the standpoints of accounting for stewardship and constructive administration, it calls for careful analysis and study. We must be ready to tell the people at large how much of this large sum is consumed or used up in service, how much will remain as an asset at the end of the year and how much will be productive in the broadest sense during the year and thereafter. The taxpayer, who pays the bills, whether inmates work to the best advantage or remain in paralyzing idleness, is entitled to an accounting at the termination of the year and also during the progress of the work, for such an accounting may apprise him immediately of wasteful expenditures and prevent him from objecting to large expenditures, though properly spent, merely because they are large.

Right here I may state that such a continuous accounting to the people will safeguard institutional administration against the violent and unwarranted attacks of those out of power, which are usually concentrated in a period of one month's pre-election campaigning. It is much better that we tell the whole truth about our own actual failures and shortcomings while the work is in progress, than to attempt to hide them or to permit our enemies to exaggerate them to the exclusion of all the good work that has been accomplished. This leads me to state also at this time that, in my judgment, criticism is of more service to the administrative officer than praise if that officer knows how to profit by it in administration. Too often during the last eight years of agitation and questioning public and corporation administrators have been wont to hide in "cyclone cellars," because of their naive and childish assumption that when the storm blows over everything will be serene as it was in the "good old days." Some have paid for their folly already, some are beginning to realize that their end approaches, others are still in their "cyclone cellars."

At this point I am reminded of a recent conversation with one of these inhabitants of the sub-basement, who was proud of his unconcern with prevailing conditions and said that when an old-fashioned business man is elected President, when many of our laborers are without work, when wages are very much lower than they now are, when inflation comes to an end, and men generally settle down to live and work as they did before the European War, then all will be well. Little did this man seem to appreciate that the Great War was won by the brave and the daring, who had enthusiasm and energy as well as good judgment and that it was not won by those who remained behind in the dugouts, the bomb-proofs, and in the sub-basements. Moreover, such a man, be he public or corporate official, fails to recognize that courage, initiative, enthusiasm and well-tempered but good judgment and experience are demanded in peace times much more than in time of war.

The high cost of living, therefore, is a challenge to institutional

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and industrial administrators which they dare not ignore. They must be in a position to give an immediate accounting for stewardship at any time, and in order to do this they must have a system of accounting and reporting, which will show clearly for what and how wisely each dollar is expended and what profit or gain is yielded in consequence of expenditures of money and energy. In institutions this calls for a uniform system of recording, accounting and reporting such as may permit the chief of the system to compare costs, service and accomplishments by proper unit measures which may be easily understood by the average man. Wisconsin has achieved accounting uniformity. New Jersey is rapidly installing uniform systems covering the three fields.

### IMMIGRATION.

There was a time when institutional managers were as indifferent to the social and other problems which flow in the wake of immigration as was the most unenlightened business manager, who sat in his office directing affairs without a moment's thought of the army of men standing at the gates of his plant hoping for a chance for a day's work. It is now recognized that the greatest migration of peoples in history from Europe to America has put the future of many an immigrant and his family in jeopardy. The very process of setting up a new home in a new world has brought about an economic and social dislocation which has contributed its quota of offenders and misfits, which institutional managers will do well to appreciate more fully. The war has shown that high wages and plenty of employment have a tremendous significance in reducing institutional populations. We must, therefore, plan our institutional and industrial development, understanding that the immigration problem is one of great concern.

False conceptions of Americanization have increased the difficulties of the immigration question for institutional, industrial and school managers. They can neither manage nor train immigrants as if they should be "Yankees", "Hoosiers", Southerners, Westerners, cowboys or hop or vine growers, for they must take into account radical differences in racial psychology. As Elliot Frost points out, Croatians drift toward mines, steel and the "filthy trades;" the Danes toward leather furniture, collar and cuff industries; the Dutch toward silk working, dyeing, furniture factories and the like; the Armenians toward cigarette making and peddling; the Greeks toward blacksmithing, baking, shoe-making, boot-blackening and the like; the Hebrews into small manufacturing; the Chinese into western agriculture and importing, and the French-Swiss into hotel and restaurant business, silk industries and embroideries. Training and employment methods, whether in institutional or industrial shops, which do not take these facts into account, leave much to be desired.

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The attitude toward shop organization, whether in institutions or in industry, is determined by nationality more than by any other factor. The Hebrew demands an arrangement through which he can bargain. He thinks more about how much he receives for his labor than he does of creative labor. The Italian's emotional nature makes him an easy prey to the agitator. The German is placid and stolid, loves detail and is particularly good with precision work. The Irish, true to form, preach democracy but, in the end, if necessary to get something done, prefer the autocratic type of organization. The Poles and Croats are willing to do the work which is less clean. The successful administrator in any field must take these facts into consideration.

### EMPLOYMENT PROBLEMS.

The employment problem arises because there are bosses and employees. The small boss is the key to the employment problem whether in an institution or in an industry. The War Labor Board claims that 98 per cent. of the industrial disputes faced by it during the war arose because of foremen. What institutional manager would not testify that the individual officer or employee is the center and source of most institutional difficulties, not that he causes disputes, but that he cannot settle them. This is because shop work is not properly organized and, as a consequence, the system makes impossible demands upon the untrained, inexperienced or unbending foreman, instructor or guard. Assignments of square pegs to round holes must be ended in institutions, schools and industrial plants through the use of mental and industrial tests, motion picture motion studies and common sense experimentation and observation. Co-operation of workers must be secured through some plan of employee or inmate representation. Discipline and order must be maintained through sanctioned and effective representative leadership. In this connection it seems to me pertinent to point out that the members of the President's first and second industrial conferences would have done well to have given consideration to the experiences of institutional managers in securing the co-operation of the inmate and patient population in the work and management of public institutions. What institutional manager was not thrilled by the achievement of Col. Disque in bringing about order out of chaos in the forests of the Northwest during the war? The Colonel has testified that his experience as Warden of the Michigan State Prison gave him the foundation for his success in handling men. Of how much greater service and significance to industry than this Michigan institutional experience of Col. Disque are the achievements in the field of inmate or employee co-operation which have been achieved through a period of years by such institutional managers as Warden Johnson, of San Quentin Prison, Dr. Katherine B. Davis, of Bedford Reformatory; Warden Lewis Lawes, of Sing Sing,

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formerly of New York City Reformatory; Calvin Derrick, at George Junior Republic, at California Reformatory and at Westchester, New York County Penitentiary and Workhouse, and by Dr. Mary B. Harris, at the New Jersey State Reformatory and New Jersey State Home for Girls and by others whose work and services are well known and appreciated throughout the country.

Such institutional experiments are happy beginnings, but unless they are supported by proper analyses and administrative organization their value is likely to be dissipated as time goes on. Such analyses and studies must take into consideration the necessity of organizing the institutions for work. The charts I present here show how our industrial analysis of the New Jersey State Prison has led to the classification of work and activities of the Prison into five groups in accordance with the degree of intelligence and adaptability required for each class of occupation. This analysis was made subsequent to our application of the army group tests, upon which our Psychologist, Lieutenant Edgar A. Doll, will report to you in detail. Our next step will be to analyze each occupation or activity into its component activities. For example: Mr. John S. Leech has made a careful analysis of the printing industry in the outside world and reports that there are some fourteen hundred-odd different things which may be done in the printing industry. Now, our State Prison printing industry is not comprehensive enough to embody all of these, but Mr. Leech has not missed any of those which it does embody. Just such analyses and proper assembling of machines and materials are necessary in the other trades and activities in the Prison in order to lay the basis for vocational training and proper production.

### VOCATIONAL TRAINING.

The inability or unwillingness of superintendents, instructors, foremen and employees to analyze work and activities fully enough has permitted the continuance of the unsound proposition that most productive work must remain "humdrum," mechanical and "special." The merit of these analyses lies in the fact that they furnish varieties of work for each worker in each class, which he may be taught to do, so that he may become, once again, the all-around worker in his class and perhaps win advancement to a higher class, say, for example, from Class 3 to Class 4 in the New Jersey State Prison. The analysis so simplifies the work that most effective shop instruction becomes possible and, in this way, the productive process itself may be as useful for training purposes, as form or pattern making. Moreover, persons in Grade 1 may not be able, at first, to add seven and four but, when asked to tell how many loaves of bread seven loaves and four loaves are, they are able to answer readily—eleven. In like manner, shop English may be taught to non-English speaking liens much more easily than drawing-room or nursery English.

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In short, vocational, industrial and other training emphasizing both creative planning and production, bid fair to give us back our fast disappearing all-around workmen and working apprentices. Right here we may secure increase of production without any of the serious evils which flowed from the "speeding up" systems. If carried through successfully, this will be a great boon to our country, suffering as it is from under-production and deadening rather than functional specialization. With the aid of organized labor, success is assured.

### WAGE AND RECORD SYSTEMS.

The old-fashioned institutional record book with its blank pages indicating a so-called "clean" record and the old-fashioned industrial foreman's time book are "abominations in the sight of the Lord," for they are ample proof of fear, indolence and prejudice. Nothing really constructive can be accomplished until a proper system replaces them, which will record and reward actual performance, effort and conduct instead of mere threats, "pull" and irritability. Such a record system is the foundation for a proper scheme of industrial and institutional time payments. It will probably increase discussion wherever it appears in institutions and in factories, but it will lessen demoralizing and aimless unsatisfying disputes.

### UNREST.

Productive enterprise organized upon a vocational basis, if I may express it in this manner, proper assignments and a proper record system will help effectively in reducing unrest which so sorely afflicts institutions, commerce and industry. While it is true that the lack of these is not the main cause of unrest, the prevention of them, in accordance with the dictates of common sense, will undoubtedly go far toward eliminating unrest. At this point institutions are in a position to help. The late Dr. E. E. Southard pointed out recently in his last public address, how our trained institutional psychiatrists (with the aid of psychologists and others), if called upon, may help effectively in handling the psychopaths and psychotics in industry, politics and education, since they have become accustomed to handling these special classes in our hospitals and institutions. Their recent constructive work in our courts and in our correctional institutions strongly supports Dr. Southard's suggestion. Before long each industry will have its psychiatrist as well as its surgeon and specialist in internal medicine. I commend to your earnest consideration the late Dr. Southard's suggestive identification of mental groups with the late Dr. Hoxie's industrial groups,\* and Dr. Henry A. Cotton's very important researches at the Trenton, New Jersey, State Hospital

\* See Journal of Mental Hygiene, June, 1920.

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### INDUSTRIAL HYGIENE.

Whether conscious of the fact or not, industrial management has drawn heavily upon the experience of the medical and social service divisions of our institutional work in developing industrial hygiene and the classification and treatment work of our institutions. Organizations of industrial production and training organized to accommodate the so-called "misfits," our so-called parole and home placement work have developed a technique which has been of tremendous service to industry. This was brought home to all of us who were drafted from the field of governmental service for creative work in the field of industrial production. Indeed, those of us who were fortunate enough to have had institutional administrative training and experience were to find that we were well acquainted and well prepared to grapple with many of the big problems which seemed so new and difficult for many of our very best industrial managers, who never had any of this experience and training, and who have unwisely assumed business may teach government but that government cannot teach business anything. The attitude of those with industrial experience only, was too frequently that of explaining why certain things could not be done because of the handicap of the untrained and the unskilled, while those trained in institutional administration were called upon to give cheer to these doubting Thomases by showing them how the desired results could be obtained through the utilization of common-sense and well-tested experience. A mighty effort to win the war harked back to the fundamentals of institutional administration, which must of necessity give equal emphasis to the needs of the individual and the needs of the group.

The transference of the routines and experiences of the social welfare field into industry, under the guise of industrial hygiene or industrial relations work, was made the easier because some of the transfer had already begun. It was, therefore, possible to draw heavier upon some of the splendid work of the Tennessee Coal, Iron and Railroad Company, of the Joint Board of Sanitary Control of the Cloak and Suit Industry and of the Division of Industrial Hygiene of the Department of Health of the City of New York. Moreover, the use of different forms of mental tests were also striking contributions of our institutions to the winning of the war. They reduced the military parasites or misfits to negligible proportions.

### CHILD WELFARE AND DOMESTIC RELATIONS.

Industry has drawn heavily indeed upon institutional and welfare work in developing industrial nurses and field workers. Indeed, the discussions of industrial Americanization workers and of personnel directors read much like the proceedings of welfare conferences of ten or twelve years ago. In short, so-called welfare work has

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become an essential industry. The short-sighted industrial manager, who formerly "pooh-poohed" the idea that his stockholders were at all interested in typhoid fever or in smallpox or in Spanish influenza and the necessity for social welfare and educational activities, has either been silenced for the most part or is making a belated effort at repentance. I do not understand that it is necessary for me to argue before this conference in favor of the *democratic* development of child welfare and domestic relations work in the field of commerce and industry. We are encouraged because all prominent industrial managers have understood that it is the duty of modern industrial management to handle, in a far-sighted manner, its own problems of child welfare, domestic relations, unemployment and the like, and not to dump all these problems upon governmental and social workers. Our great political parties have taken cognizance of this modern viewpoint. The platform adopted by one of these parties recently contains most important planks dealing with child labor, women in industry, housing, social progress, collective bargaining and the like.

### PROHIBITION.

One of the big questions of considerable social and industrial significance is prohibition. As administratives of public institutions we cannot afford to guess; the public expects us to know what will be its temporary and ultimate effect upon all classes of institutions and agencies. Otherwise, we cannot plan our operating and instruction programs intelligently. What are the chances? May we dispense with our old county jails and workhouses without developing county institutions, after the example of Indiana, and must we, therefore, increase our training schools for defectives and institutions for drug addicts? Will it decrease or increase our reformatory and State prison populations? It is difficult to give a direct answer to any of these questions, because national prohibition has come at a time when industrial and employment conditions are very favorable. I know of no way to answer these questions except by reference to the facts and to experience.

For several years investigators have reported that the onset of prohibition in any of our States reduces the Monday morning lineup of "drunks," petty offenders and the number of such persons sent to jails or hospitals to "sober up" or to think over the folly of "brawls," petty assaults and petty thefts.

For several years there has been a steady decrease of alcoholics treated at Bellevue Hospital, New York City, and at the State and County Hospitals in New York State and New Jersey. This decrease is probably evidence that the agitation for temperance, which preceded national prohibition, bore much fruit. The decrease of alcoholics treated in these institutions, however, has been more than counter-balanced by the increase in defectives. It seems reasonable

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to assume, as Dr. H. H. Goddard is reported to have said, that the increase of idiots is due to the decrease in still-born children, who, because of the decline in the use of alcohol by expectant mothers, are born alive, not dead, as formerly. Some physicians express the belief that bone-dry prohibition may decrease these still-born children further and thus add to the number of our helpless defective class to be cared for at the expense of the public. No one is able to state whether this is a temporary or one of the permanent results of shutting off alcohol. In all such cases it is better to wait and see, than it is to be dogmatic, for the Commissioner of Public Welfare of the City of New York a few months ago did not know what he would do with his depopulated institutions, and now he is trying to find space to take care of the large increase in the number of those suffering from the use of poor whiskey.

In planning the ten-year institutional construction program for the State of New Jersey, the State Board of Control of Institutions and Agencies, which I serve, concluded that it should plan institutions of a type which could be transformed into hospitals, should economic, correctional, industrial and other social causes produce the hoped-for decrease of the number of permanent custodial institutional cases. This seems to be but the part of wisdom, since it would be difficult to have too many institutions of the hospital type for the treatment of the number of defectives revealed by the draft law examinations. Before coming to this conclusion a careful survey was made of the changes in population of the county jails, county workhouses, county hospitals for the insane and of the various State institutions of New Jersey. For whatever they are worth, I present for your consideration a brief statistical summary of this investigation in the State of New Jersey.

Figures in the census of the county jails, workhouses and penitentiaries show a total of 14,201 inmates in thirty county institutions during the period from February, 1918, to July, 1919, inclusive. For the period from August, 1919, to January, 1920, inclusive, the figures in the census of the same institutions show a population of 10,634 inmates. In other words, there has been a net decrease in the population of the New Jersey county jails, workhouses and penitentiaries of approximately 25 per cent. The only exception is in the case of Atlantic County, where there has been an increase in the population of approximately 16 per cent. The sheriff of Atlantic County stated that the figures in the census of the Atlantic Jail for the month of June to November can be attributed to the increase of the transient population in Atlantic City during the summer, when a large number of persons are committed for various crimes. After the season, he stated, normal conditions prevail and the number of inmates is considerably reduced.

The highest percentage of decrease in population statistics are recorded in Cumberland and Middlesex Counties, where the aver-

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age percentage decrease is 54 per cent. in each case. Gloucester County follows with an average percentage decrease of 42 per cent., and Burlington next with 41 per cent. decrease in populations during the comparative periods considered. The other counties following in order showing decreasing percentages in their respective populations are: Mercer County, 33 per cent.; Monmouth County, 33 per cent.; Bergen County, 30 per cent.; Hudson County, 30 per cent.; Camden County, 27 per cent.; Warren County, 24 per cent.; Essex County, 17 per cent.; Somerset County, 13 per cent.; Morris County, 10 per cent.; and Union County, .06 per cent.

The consensus of opinion as to the cause of decrease of population of fifteen jails in eleven counties in New Jersey, as expressed by the sheriffs and wardens of the respective institutions, shows prohibition to be the principal factor. The heads of twelve jails out of fifteen stated that prohibition was unquestionably a cause of decrease in their institutional population. Among the other reasons cited by sheriffs and wardens of county jails, "prosperous times" was given as the reason for the prevailing decrease in three cases. "Increased court penalties," "normal trend," "scarcity of labor," "police efficiency," and "absence of non-resident aliens," were other reasons given by different heads of five county jails for the decrease in census during the six months' period from August, 1919, to January, 1920, inclusive, as compared with the previous six months' period from February, 1919, to July, 1919, inclusive.

In the case of thirteen jails in seven counties, no reasons for the prevailing decrease were given.

JAILS, WORKHOUSES, PENITENTIARIES.

	No. of Inst.	Jails, Workhouses, Penitentiaries												Total	Decre.	P. C. Decre.	
		Feb.	March	April	May	June	July	Total	Aug.	Sept.	Oct.	Nov.	Dec.				Jan.
Atlantic ...	1	36	34	32	36	50	43	231	62	52	40	45	39	30	268	+37	+16
Bergen ...	1	63	73	66	68	81	67	418	65	56	64	29	33	45	292	-126	-30
Burlington .	2	86	77	65	50	76	57	411	37	41	61	40	41	22	242	-169	-41
Camden ...	2	602	481	475	569	541	416	3084	491	444	411	335	261	304	2246	-838	-27
Cumberland..	3	69	48	41	51	56	46	311	40	27	15	25	9	28	144	-167	-54
Essex .....	6	750	713	749	659	772	775	4418	596	627	636	645	637	540	3681	-737	-17
Gloucester .	2	66	58	62	70	64	60	380	61	44	28	29	30	27	219	-161	-42
Hudson ...	2	506	544	501	599	468	391	3009	347	340	393	331	344	343	2098	-911	-30
Mercer ...	2	117	88	69	55	69	67	465	62	56	57	57	40	40	312	-153	-33
Middlesex .	1	31	57	44	31	32	41	236	43	17	11	10	16	11	108	-128	-54
Mounmouth.	1	72	67	58	58	57	47	359	42	47	40	32	42	38	241	-118	-33
Morris ...	1	35	41	46	52	55	43	272	33	45	71	38	31	28	246	-26	-10
Somerset .	2	33	22	43	29	45	24	196	37	37	37	27	16	17	171	-25	-13
Union .....	3	44	43	41	50	59	61	298	57	55	44	47	38	39	280	-18	-06
Warren ...	1	19	19	21	19	19	16	113	19	20	15	9	10	13	86	-27	-24
Average Percent. Decrease, 25.								14201							10634		
Net Decrease, 3,567.																	

\*The Sheriff of Atlantic County states: "The figures in the census of the Atlantic Jail for the months of June to November can be attributed to the increase of transient population in Atlantic City during the summer, when a large number of persons are committed for various crimes. After the season, normal conditions prevail and the number of inmates is considerably reduced."

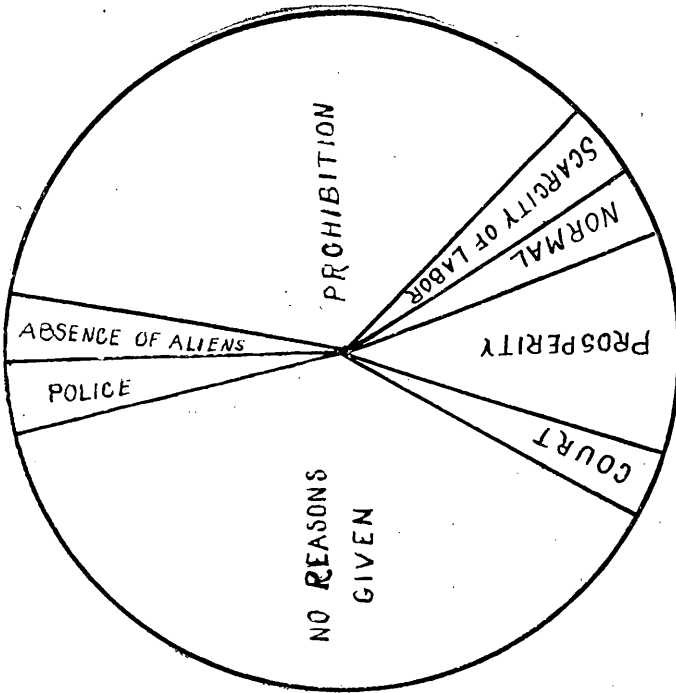
INSANE

	Feb.	Mar.	Apr.	May	June	July	Total	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Total	Dec.	P.C. Dec.
Atlantic . . . . .	14	14	14	14	14	13	83	16	17	18	15	16	15	91	8	10
Burlington . . . . .	21	23	23	22	23	25	137	25	25	24	23	23	24	144	7	5
Camden . . . . .	1	1		1	1		4	1				1		2	-2	-50
Cumberland ..				1			1								-1	
Essex . . . . .	2	1	1	5	2	2	13	3	1			2	2	8	-5	-33
*Hudson . . . . .	11	14	11	20	14	11	81	23	9	7	7	5		51	-30	-37

\*Secaucus.  
 Total Decrease, 23.  
 Average Percent. Decrease, 7 Percent.

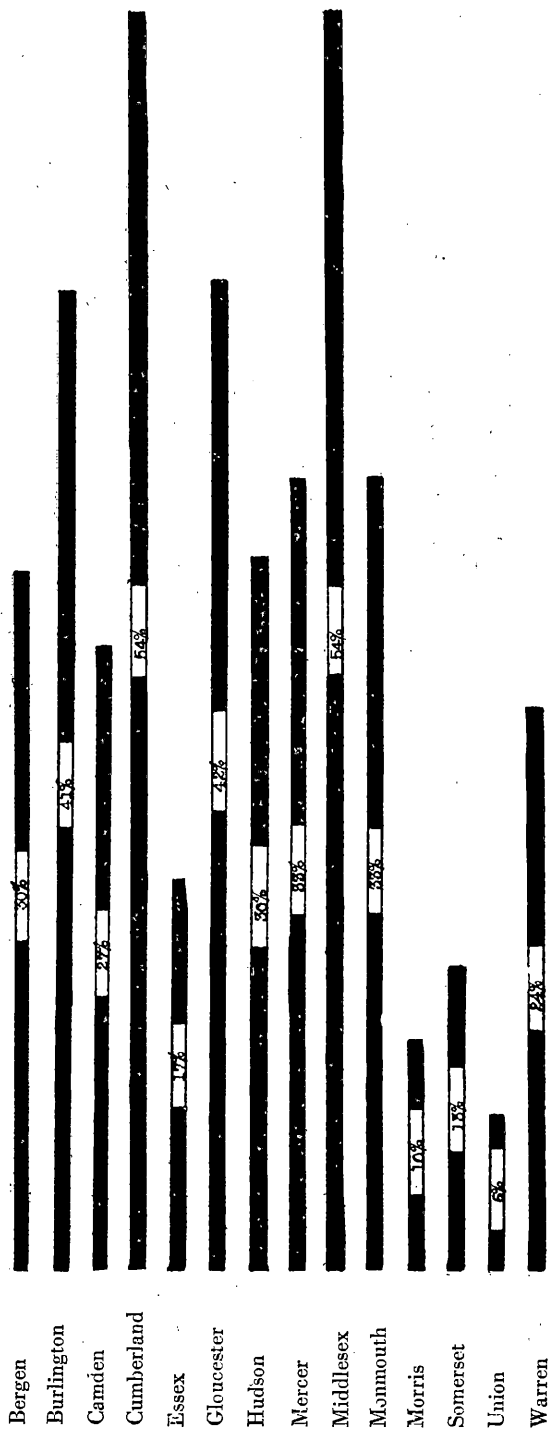
INSTITUTIONS AS INDUSTRIAL SCHOOLS

GRAPHIC ILLUSTRATION OF CONSENSUS OF  
OPINION REGARDING CAUSES OF DECREASE IN  
COUNTY JAIL POPULATIONS IN NEW JERSEY.



# GRAPHIC ILLUSTRATION OF PERCENTAGES OF DECREASE IN JAIL POPULATION

COUNTIES:



Average net decrease, 28%

Based upon inmate population from February 1, 1919, to January 1, 1920.

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### COUNTY INSANE ASYLUMS.

There are seven county insane hospitals in New Jersey. Of this number, the statistics of admission of alcoholic cases and allied psychoses were obtainable from only five institutions. These five county insane hospitals show an average decrease in admissions of alcoholic patients of 7 per cent. In Camden County there has been the most notable decrease in admissions of such types of cases amounting to 50 per cent. during the last six months' period (August, 1919, to January, 1920), as compared with the previous six months' period (February, 1919, July, 1919). The Hudson County Hospital shows a decrease of 37 per cent. in admission statistics for the above comparative period and Essex, a decrease of 33 per cent.

### COUNTY ALMSHOUSES.

There are four county almshouses in the State of New Jersey. The statistics show a total population of these almshouses for the year ended December 31, 1919, of 1,234 inmates. There has been an average percentage decrease of 4.8 per cent. in the inmate population in these almshouses during the six months' period from August, 1919, to January, 1920, as compared with the total inmate population from February, 1919, to July, 1919, inclusive. The decrease in population in similar comparative periods in the almshouses in Salem County, which is in the southwestern part of the State, bordering the Delaware River opposite Wilmington, Delaware, and a short distance south of Philadelphia, has been more than 26 per cent.

CONSENSUS OF OPINION AS TO CAUSE OF DECREASE IN POPULATIONS OF FIFTEEN JAILS IN ELEVEN COUNTIES.

Reasons Given*	Hudson	Essex	Mon.	Burl.	Cumb.	Mercer	Middles.	Morris	Somer.	Union	Bergen	Total
Prosperous Times.....	1		1								1	3
Increased Court Penalties.	1											1
Normal Trend.....	1											1
Prohibition.....		1	1	1	3	2		1	1	1	1	12
Scarcity of Labor.....			1									1
Police Efficiency.....					1							1
Absence of Non-Resident Alien							1					1

\*In the case of 13 jails in 7 counties, no reasons for prevailing decrease are given.

ALMSHOUSES

	Feb.	Mar.	Apr.	May	June	July	Total	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Total	Dec.	P.C. Dec.
Atlantic .....	61	59	60	59	59	59	357	68	57	58	56	58	60	357		
Gloucester ....	6	6	6	6	6	6	36	6	6	6	6	6	6	36		
Salem .....	51	51	49	37	44	42	274	39	35	35	33	35	35	212	62	22
Morris .....	110	105	105	102	102	105	629	102	106	106	107	100	108	629		

Average Percent. Decrease, 4.8 Percent.  
Decrease, 62.

## AND SOCIAL LABORATORIES

### GRAND TOTAL OF ADMISSIONS—NEW JERSEY STATE PRISON

The statistics of admissions to the State Prison during the past three years show a prevalence of the following crimes: Assault and battery, assault with intent to kill, breaking, entering, larceny and receiving, murder and robbery.

There has been, however, a marked decrease in admissions of prisoners convicted of assault and battery, assault with intent to kill and robbery during the year 1919-1920, as compared with the two previous years. In the case of breaking, entering, larceny and receiving, and murder, there has been a gradual increase during the present year as compared with the previous two years.

The grand total of admissions during the year 1919-1920 of prisoners convicted of all crimes shows a slight increase during the year 1919-1920 as compared with the previous year and a corresponding decrease as compared with the year 1917-1918.



NEW JERSEY STATE PRISON—ADMISSIONS, 1917—1918.

	Abortion	Adultery	Arson	Assault & Battery	Assault Int. to Kill	Assault Int. to Ravish	B. E. L. & R.	Bigamy	Breaking Jail	Car. Weapons	Carul Abuse	Conspiracy	Desertion	Disorderly House	Drugs	Embezzlement	False Pretenses	Forgery	Formation	Incest	Kidnapping	Lewdness	Mal. Mischief	Manslaughter	Murder	Rape	Robbery	Sodomy	W. Slavery	Miscellaneous	Total
April .....				5	5		7			3	3	1	1	1			1			1					3	2				4	39
May .....			3	4	5		15			1	1	2		1								2		3	3	2	2			2	43
June .....			1	2	4		19			1							1	1			1	2		5	2	5				44	
July .....	1			6	7		13			3	2										1	1	1	3	4		2		4	49	
August .....	1				3		3	1			2			1			1					2		1	1	6			2	22	
September ..				1	5		10			2								1				1		2	1	5	1		1	30	
October .....				3	4	1	20		1		5	1	1	1			1	4		1	1			1	4	5			55		
November ...			1	4			8	1		2	2	1	1	1			2			1	1	2	2	11			1		39		
December ...			1	5	2		11				3		1	1						1	1	1	2	5	2	1			2	38	
January .....				3	7	1	16	1		1							2							5	9	2	1		1	52	
February ...				4	1		9										1							1						16	
March .....				8	6		13			2			1				1			1				1		3			2	39	

Grand Total, 466.



NEW JERSEY STATE PRISON—TRENTON, NEW JERSEY  
GRAND TOTAL OF ADMISSIONS

1917-1918    1918-1919    1919-1920    Grand Total

Abortion .....	4			
Adultery .....		3	4	7
Arson .....	6	1	2	9
Assault and Battery.	45	36	27	108
Assault, Intent to Kill	49	47	45	141
Assault, Int. Ravish.	2	12	15	29
Bkg., Ent., Lar., Rec.	144	131	152	427
Bigamy .....	3	6	6	15
Breaking Jail .....	1	6	9	16
Concealed Weapons.	15	4	11	30
Carnal Abuse .....	18	12	18	48
Conspiracy .....	5	3	2	10
Desertion .....	4		1	5
Disorderly House ..	4	6	6	16
Drugs .....				
Embezzlement .....	4	9	5	18
False Pretenses .....	8	11	5	24
Forgery .....	7	5	3	15
Fornication .....			2	2
Incest .....	5	1	7	13
Kidnapping .....	2	2	1	5
Lewdness .....	12	1	11	24
Malicious Mischief ..	1		1	2
Manslaughter .....	11	13	10	34
Murder .....	48	47	50	145
Rape .....	15	13	10	38
Robbery .....	30	41	28	99
Sodomy .....	4	6	9	19
White Slavery .....	1	2		3
Miscellaneous .....	18	29	13	60
Total .....	466	447	453	1366

## INSTITUTIONS AS INDUSTRIAL SCHOOLS

### STATE INSANE HOSPITALS.

#### STATISTICS OF ADMISSIONS—ALCOHOLIC DEMENTIA CASES ONLY.

At the Trenton State Hospital there has been a decrease in admissions of 75 per cent. of alcoholic dementia cases during the six months' period from August, 1919, to January, 1920, as compared with the previous six months from February, 1919, to July, 1919. At the Morris Plains State Hospital there has been a decrease in admissions of 66 per cent. of alcoholic dementia cases during the six months' period from August, 1919, to January, 1920, as compared with the six months' period from February, 1919, to July, 1919. The average per cent. decrease of admissions in both State Hospitals of alcoholic dementia cases during the last six months' period as compared with the previous six months' period is 73.3 per cent.

The population statistics of admissions of alcoholic dementia cases to the Trenton State Hospital for the twelve months' period from February, 1919, to January, 1920, show a slight decrease during the latter six months' period as compared with the previous six months' period.

In the case of the population statistics of alcoholic dementia cases at the Morris Plains State Hospital there is a more marked decrease during the six months' period from August, 1919, to January, 1920, when compared with the previous six months from February, 1919, to July, 1919. The average decrease in population at the two State Hospitals of alcoholic dementia cases when comparing the latter six months' period with the previous six months is 20.5 per cent.

AND SOCIAL LABORATORIES

STATE INSANE HOSPITALS

POPULATION (Alcoholic Dementia Cases Only)

	Feb.	March	April	May	June	July	Total	Aug.
Trenton ...	50	54	52	53	54	50	313	54
Morris Plains	23	22	22	20	20	20	127	20

	Sept.	Oct.	Nov.	Dec.	Jan.	Total	Decrease	P. C. Dec.
	55	54	51	49	49	312	—1	3 P.C.
	21	21	20	19	18	119	—8	6 P.C.

Average Percent. Decrease, 2.05.

ADMISSIONS (Alcoholic Dementia Cases Only)

	Feb.	March	April	May	June	July	Total	Aug.
Trenton ....	5	5	6	7	4	9	36	4
Morris Plains	0	2	2	1	2	2	9	1

	Sept.	Oct.	Nov.	Dec.	Jan.	Total	Decrease	P. C. Dec.
	1	1	3	0	0	9	—27	75 P.C.
	1	0	1	0	0	3	—6	66 P.C.

Average Percent. Decrease, 73.3.



## AND SOCIAL LABORATORIES

### SUMMARY OF ADMISSIONS—RAHWAY REFORMATORY.

An analysis of the statistics of crimes as tabulated in the summary of admissions to the Rahway Reformatory during three years, from 1917 to 1920, shows a marked prevalence in assault and battery, breaking, entering, larceny and receiving, and robbery.

In the case of assault and battery, there has been an approximate decrease in admissions of 50 per cent. during the year 1919-1920 as compared with the two previous years. There has been a decrease in admissions of approximately 9 per cent. during the year 1919-1920 as compared with the previous year of boys committed for breaking, entering, larceny and receiving. On the other hand, there has been a marked increase, approximately 40 per cent., of newly admitted inmates convicted of robbery during the year 1919-1920 as compared with the two previous years.

The total of admissions for all crimes during the year 1919-1920 is 416; for 1918-1919 it is 505; and for 1917-1918, 449. The proportionate decrease in admissions during the year 1919-1920 ranges from  $7\frac{1}{2}$  per cent. to  $17\frac{1}{2}$  per cent., when compared with the years 1917-1918 and 1918-1919, respectively.

NEW JERSEY STATE REFORMATORY, RAHWAY.

Admissions 1918-1919

	Abortion	Adultery	Arson	Assault & Battery	Assault Int. to Kill	Assault Int. to Ravish	Car. Weapons	Bigamy	Breaking Jail	B. E. L. & R.	Carnal Abuse	Desertion	Disorderly House	Drugs	Embezzlement	False Pretences	Forgery	Fornication	Incest	Lewdness	Mal. Mischief	Manslaughter	Murder 1 & 2 Degree	Rape	Robbery	Sodomy	Miscellaneous	Total
April .....			2	4	1	20			4												1	2			1		3	38
May .....			2	5	1	20				1															1	4	39	
June .....		1		2	2	22			3															2		1	34	
July .....		1	1	3	1	19	1										2										31	
August .....						8		4					2		1							1		2			17	
September ..				2		18			2																		24	
October .....	1		2			20				1			1								1					4	30	
November ...				3	1	38			2					1			1							1		6	55	
December ...				5		27			1					2		1								1		2	41	
January .....				4		35				1				2		1										1	50	
February .....				15		51	1		6					1										5		4	91	
March .....		1	1	10		25			6	1														10		1	55	

Grand Total, 505.

NEW JERSEY STATE REFORMATORY—RAHWAY

Admission, 1919-1920

	Abortion	Adultery	Arson	Assault & Battery	Assault Int. to Kill	Assault Int. to Ravish	B. E. L. & R.	Bigamy	Breaking Jail	Car. Weapons	Carnal Abuse	Desertion	Disorderly House	Drugs	Embezzlement	False Pretenses	Forgery	Fornication	Incest	Lewdness	Mal. Mischief	Manslaughter	Murder 1 & 2 Degree	Rape	Robbery	Sodomy	Miscellaneous	Total	
April .....		1		6			43		1	2	2					1				1				2	10			1	70
May .....				4	1	1	23	1	1	3			2		2									3				1	42
June .....				1			16									1						1		3	1	1		2	26
July .....							23								-2						1				5		2	2	33
August .....				1		1	27																	2				2	31
September ..				1		1	23			1	1													1	4	1		1	34
October .....				3		1	18			3								1						1	2		1	1	30
November ..				1			17														1			2					23
December ...				3			28				1				1		1							2			2		40
January .....				3			22				1				1									2	3				30
February .....				1			14			1														1	1		1		20
March .....				1			24				2												1	3			2		37

Grand Total, 416

INSTITUTIONS AS INDUSTRIAL SCHOOLS

SUMMARY OF ADMISSIONS  
NEW JERSEY STATE REFORMATORY, RAHWAY

	1917-1918	1918-1919	1919-1920	Total
Abortion .....	1	1		2
Adultery .....	2	3	1	6
Arson .....	1	8		9
Assault and Battery.	55	53	25	133
Assault, int. to kill..	17	6	2	25
Assault, int. to ravish	2	2	3	7
B., E., L., and R....	266	303	278	847
Bigamy .....	4	2	1	7
Breaking Jail .....		4	2	6
Carrying con. weap..	20	27	10	57
Carnal Abuse .....	7	3	6	16
Desertion .....			3	3
Drugs .....	8	4		12
Embezzlement .....	10	8	6	24
False Pretenses ....	3	6	3	12
Forgery .....	6	2	4	12
Fornication .....		3	3	6
Incest .....			1	1
Lewdness .....	4	1	4	9
Mal. Mischief .....	1	4		5
Manslaughter .....	6	5	2	13
Murder, 1st & 2d de.		1	2	3
Rape .....	3	1	8	12
Robbery .....	20	23	38	81
Sodomy .....	1	5	2	8
Miscellaneous .....	12	30	12	54
<b>Total .....</b>	<b>449</b>	<b>505</b>	<b>416</b>	<b>1370</b>

GRAPHIC ILLUSTRATION OF PERCENTAGES OF DECREASE  
IN POPULATION AND ADMISSIONS, COUNTY AND STATE  
INSTITUTIONS IN NEW JERSEY

January, 1919, to June, 1919 vs. July, 1919, to December, 1919.

County Jails, Workhouses  
and Penitentiaries:  
Decrease in total population



County Almshouses:  
Decrease in total population,



County Insane Hospital  
(Alcoholic Dementia Cases Only)  
Decrease in total population,



State Insane Hospitals  
(Alcoholic Dementia Case Only) :  
Decrease in total population,



Decrease in admissions,



## INSTITUTIONS AS INDUSTRIAL SCHOOLS

The populations of State Prisons and Reformatories have either been steadily declining or have been fluctuating because of conditions which so obscure the effects of prohibition, if there have been any, as to render it impossible to make any final statement as to its effect upon the census of such institutions. Break-downs of transportation, the lack of supplies and materials for the building of dwelling houses, the great increase of rentals, the dearth of proper dwelling houses and the increase in the cost of living are likely to be much more powerful factors in increasing the populations of hospitals, almshouses and special institutions than is prohibition in lessening their populations.

This decrease in county jail populations has put a stop, at least temporarily and we hope forever, to the construction of any more county jails of the old type and has intensified the demand for the construction of the new type of detention home. Measured in terms of dollars and cents the effect of prohibition as registered in the census statistics of county jails indicates a possible saving at once of at least \$500,000 in the aggregate budgets of all New Jersey counties. The saving would be a million easily if this reduction had taken place in a single institution where reductions in maintenance and salary expenditures could be made at once, but since the decreases have occurred in so many counties and have taken place rather abruptly, the Boards of Freeholders have been unwilling to make large reductions before knowing what is likely to happen during the coming year. Moreover, there is a certain amount of overhead expense necessary where a jail is kept open either for two or for fifty inmates.

## CO-OPERATION IN ADMINISTRATION.

The high cost of living with its consequent increase in the cost of government, the inefficiency of government due to the existing ridiculously complex governmental organization, the lack of sustaining interests in government on the part of any considerable proportion of the people, the failure of governmental officials to educate public opinion as to the problems and needs of governmental service, and the proneness of indolent officials to consider that tomorrow may take care of itself, have produced the inevitable reaction of which institutional administrators and government officials should be quick to take advantage. By all means, let us use our influence to simplify governmental organization and to bring about co-operation among all sorts of governmental officials, and then let us at the same time council with the leaders of labor and industry and co-operate with them and secure their co-operation in turn in bringing about the desired result. The State of Illinois, the State of New Jersey, and the States of Massachusetts and Nebraska have made

## AND SOCIAL LABORATORIES

notable advances along this line during the past three years, while Minnesota and West Virginia have made comparable advance previously. If we are to judge from the letters of inquiry and questionnaires that come to our desks from almost every important city or state and from the leading provinces of Canada, from far away China, Japan and India, the determination to simplify government machinery and to increase governmental efficiency is a world-wide movement.

I know there are differences of opinion among us as to the desirability of a budget system, because I hear that some of us have been disappointed with it in operation. Permit me to reassure any sceptic among us, for I had the honor to be associated with the men who began the introduction of the budget system into the City of New York, more than fifteen years ago. This was the first notable introduction of the system in government involving annual budget expenditures aggregating some \$138,000,000 which have since increased to more than \$280,000,000. A fifteen-year period has given us opportunity to observe the operation of the system and while it is not perfect and needs development, it is a tremendous success in securing public approval of public welfare work and appropriations therefor. Let us, therefore, not rest until all our States and our Federal government have introduced and developed a proper budget system. Let us not be content to allow the installation to be only half completed, for then we shall suffer as I understand many of us have already. This calls for co-operation all along the line.

In conclusion, let me suggest that there is great need of our co-operating with the American Bar Association and the American Institute of Criminal Law and Criminology in order to secure relief in two directions. At times it seems we need relief from the system which permits the accused to refuse to testify on the ground that it may incriminate him. Public interests require also that there should be some modification of the alleged constitutional requirement that the feeble-minded, the epileptic, the idiotic and the insane are under any circumstances necessarily entitled to trial by jury, whether the Court wills it or not. It is probable that an amendment to the Constitution of the United States may be required to authorize the courts to assert State authority, to restrict the movements and the personal liberties of those who are feeble-minded, insane, idiotic or epileptic or who, in the judgment of trained physicians, are about to become so afflicted. Certainly our courts should have authority to consider the public welfare as well as the personal liberty of the afflicted or the authority of parents and guardians over those afflicted. The courts should be vested with authority to consider something beyond the physical violence which the insane, the epileptic, the unstable and the idiotic may inflict upon person or property or the serious injury which epidemic diseases may cause. Moreover, the courts should not be held at the mercy of the selfish

## INSTITUTIONS AS INDUSTRIAL SCHOOLS

desires, misguided interests or the prejudices of parents and guardians in determining what action should be taken with respect to the border-line insane, the unstable, the epileptic and the feeble-minded

I trust that resolutions may be passed by this body during this conference, requesting the co-operation of the American Bar Association, the American Institute of Criminal Law and Criminology, the National Committee on Prisons and Prison Labor and the American Prison Association in working out remedies for this state of affairs and in advocating, if necessary, appropriate amendments to the Constitution of the United States to bring about the required reforms. The experience of Canada indicates how desirable modifications of trial by jury requirements may be brought about by gradual stages without any violent or abrupt interference with the orderly governmental processes of law and order.