

V

**GENERAL SUMMARY OF CONCLUSIONS REACHED
IN THE COURSE OF THIS INVESTIGATION**

1. Of 61 women offenders at the House of Correction, 50% suffer from such profound nervous disturbances that prolonged treatment is necessary to place them in such a physical condition that there can be reasonable certainty of their adjusting themselves to normal conditions of life.

Of these 61, 45 suffer from venereal infection.

The mental condition of these 61 prisoners and of 65 others, a total of 126, is of the moron class.

One-half of this total group has been committed either to the House of Correction, or to other similar institutions elsewhere, more than twice.

The mental condition of the entire group is such as to make it probable that after they shall have served their short terms here they will still be sources of danger to the health of the community.

Those who suffer from venereal infection, 45, will be a danger to public health on their release.

2. Of 132 men patients in the House of Correction who were examined by the medical staff and found insane between January 1 and August 20, 1914, 56 were committed by process of jury to institutions for the insane. The remaining 76 were held at the House of Correction to serve out the terms for which they were committed because it was deemed by the medical staff impossible to get a lay jury to commit them to an insane asylum; this for the reason that to the inexpert each one of the 76 would in all probability appear sane.

These 132 were not found on a thorough investigation of the entire population of the House of Correction. They are only among those who because of their symptoms were brought to the attention of the staff. The probability is (judging by experience elsewhere) that all those who have been committed four or more times are suffering from mental alienation. If this is true we may have 1,000 or more such persons in the House of Correction. Judging again by experience both here and elsewhere we are preventing these people from committing offenses only while they are imprisoned.

3. The letter of the adult probation law utterly fails to establish a satisfactory criterion of fitness for probation. Seventeen cases are presented of persons who have made good during a period of at least 14 months since the date of probation. Yet, under the probation law as it stands, strictly applied, they should have been denied probation. Thirteen cases are presented of persons who have in the past been admitted to probation and failed. At the time at which the investigation was made they were in the House of Correction. If, at the time of probation their mental and physical condition approximated present conditions, an adequate investigation should have excluded them from probation and the city should have been spared the annoyance and cost of a repeated offense, arrest, and trial.

Twenty probation officers are a wholly inadequate force to handle 4,696 probationers. The adult probation office is doing the best it can in the circumstances.

4. Of 63 boys examined in the John Worthy School 26% are certainly suffering from syphilitic infection. Thirteen per cent are doubtful cases.

The Binet test on 34 of these boys shows that 14 are retarded 4 years or more.

As to the nervous condition, 48 suffer from nystagmus; 15 from incoordination; in 7 the reflexes are changed.

All these conditions mean that the individuals to whom the above statements apply cannot be put into a normal condition without prolonged and special attention. They will be a menace to safety and health as long as these conditions prevail.

Farm colonies could be provided and maintained for such cases as these, for the insane and others described in Section A and B, Part I, and for those who but for the condition of their mind and body should be admitted to probation. The construction of buildings and equipment—provided the inmates

are employed at building, etc., should not cost at a higher rate per population than the construction and equipment at the District of Columbia Workhouse at Occquan, Va. That institution accommodates an average daily population of 716 prisoners and officers and the estimated value of buildings and equipment is \$657,847.00. The net cost of maintenance for the population named above is \$0.489 a day. This can be reduced as the farm increases in productiveness.

5. Of 55 mentally normal juvenile delinquents who passed through the Juvenile Court of Cook County in the years 1910, 1911, 1912, 14.5% have made no improvement; 9.1% have deteriorated; 29.1% have been lost. In 33 of these cases the Juvenile Psychopathic Institute made a recommendation as to treatment or disposition by the court, and the recommendation was followed. Of these, 55.9% have made good; 17.6% have made no progress; 8.5% have deteriorated; 17.2% have been lost. In 10 cases the recommendations made by the Institute was not followed. Of these 30% have made good; 20% have made no progress, and 50% have been lost. As to the remainder, in which no recommendation was made, 33% have made good; 11.1% have made no progress; 22.2% have deteriorated; 33¼% have been lost. The above review shows an advantage on the side of following the recommendation of the Institute.

Of 61 subnormal cases 35 were sent to the Lincoln State School and Colony for the Feeble-minded on recommendation of the Institute. Of these but 15 are still there; 4 ran away; 15 have been released on requests of parents and other relatives, and 2 have been discharged.

Of those who have been released from Lincoln on request of parents and other relatives (15) 20% are making good; 40% are at a standstill; 20% have deteriorated, and 20% have been lost. Two of the three who are lost were released at the request of other relatives than parents.

Of 26 subnormal cases disposed of otherwise than by a Lincoln commitment, only 7.7% are making good; 42.3% have made no progress; 19.2% have deteriorated, and 23% have been lost. Two of the 26 have died. In 8 of these cases Lincoln had been recommended but the recommendation was not followed. Each of these eight has an exceptionally bad history subsequent to the Juvenile Court record—with one possible exception.

The general outcome of this study is favorable to (a) securing and following the recommendations of the Juvenile Psychopathic Institute, at any rate in doubtful cases; (b) denying to parents and friends jurisdiction over children who have been sent to Lincoln or with respect to whom commitment to Lincoln has been advised by the Institute.

6. Chicago boys in the St. Charles Reformatory—at least 29 of them of whom a more particular study was made—have a history in the records of the Child Study Bureau of the Department of Education, the Psychopathic Institute, the Probation Office, the Parental School, and in St. Charles that emphasizes their abnormality and the need of a study of paroled boys who have been sent out from St. Charles. About 500 Chicago boys are paroled from St. Charles and there is but one Parole Officer. No one can give a satisfactory history of these boys subsequent to parole.

Out of a total of 82 of these St. Charles Boys, including the 29 to which extended reference has been made, 42 who have a record in the Psychopathic Institute but have not been in the Parental School, and 11 others who have a record in the Child Study Department but have not been in Parental School, 54 are unstable mentally or physically or in both respects. These boys, if our conclusion 4 above is correct, are liable to failure in social adjustment as long as the unfavorable conditions persist.

7. A study of 388 boys on probation on September 1, 1914, and during 4 months preceding shows that 134 of them worked less than one-half time; that they were inconstant in employment; that the feeble-minded within this group are without occupation.

Further data has been presented that is suggestive of the steadying influence of a vocational element in education upon a certain type of boy.

GENERAL SUMMARY OF RECOMMENDATIONS

1. That the City of Chicago and the State of Illinois establish farm colonies (a) for adult prisoners; especially for several times repeated offenders who are found to be victims of feeble-mindedness or mental alienation, or of infections that make them sources of danger to the health or safety of the

community, or of any other disorder that, in the judgment of psycho-pathological and medical experts, makes it impossible for them to adjust themselves to the conditions of normal life; (b) for those applicants for the freedom of adult probation who are declared by psycho-pathological and medical experts to be suffering from feeble-mindedness, or mental alienation, or infections that make them sources of danger to the health or safety of the community, or of any other disorder that, in the judgment of psycho-pathological and medical experts, makes it impossible for them to adjust themselves to the conditions of normal life.

2. That the state law relating to the transfer to an insane asylum of prisoners found to be insane in the state penitentiaries on the recommendation of the prison physician, be so amended as to apply to the medical staff in such institutions as the Chicago House of Correction and to the Psychopathic Laboratory, or that new legislation be enacted to that effect.

3. That the adult probation law be so amended as to make it obligatory upon the court to (a) secure from probation officers a written report on a complete investigation of each applicant for probation, touching the question of previous convictions, arrests, habits of life, and family history. (b) Secure from the Psychopathic Laboratory a complete written report on his mental and physical condition. (c) File these reports with other proceedings in each case. (d) Make these reports decisive in determining the question of probation within the limits of the law. (e) Forbid probation in cases of feeble-mindedness, insanity, dangerous infections, and such unstable conditions as render the applicant, in the judgment of experts, unable to adjust himself to normal conditions. (f) Commit all such persons, on the recommendation of the probation officers and the Psychopathic Laboratory, to a farm colony or hospital "until cured." (g) Amend the law by removing the upper limit to the number of probation officers. (h) Make only murderers and traitors exempt from probation. (i) Create a non-partisan State Probation Commission with authority to fix the qualifications of probation officers, both adult and juvenile, and to prepare a certified list from which the court shall make appointments.

4. That the city and state provide farm colonies at least 60 miles from Chicago for juvenile delinquents. These may be in conjunction with the institution recommended above for adults. The city colony should be under the management of a board appointed by the Mayor with the approval of the Superintendent of Schools. They should afford opportunities for agricultural pursuits and shop work, in addition to formal education, and the construction and repair work, should be, as far as possible, conducted by the boys. Hospital treatment should be provided and release on parole or otherwise should be denied on the certificate of the medical staff that one for whom parole is considered is in such condition that he would be a menace to public safety or health or both.

5. That the state law relating to the commitment of feeble-minded to the Lincoln State Farm and Colony be so amended as to (a) make commitment and release independent of the wishes of parents and guardians, but dependent solely upon the Juvenile Court and its branches. (b) Make possible commitment of dangerously infected youths "until cured."

6. (a) That the city enlarge its facilities for vocational education and vocational guidance as a means of tying our youth to an occupation. (b) That the age limit for compulsory education be raised to 16 years. (c) That the system of part time night schools in the city be extended and that the Juvenile Court law be amended to require each juvenile probationer to attend such a school during the period of probation.

7. Finally we recommend that investigations, of which the foregoing is only the beginning, be provided for the city, and the attention be directed particularly to (a) an examination of 1,200 or more prisoners in the House of Correction who have been committed in this city or elsewhere more than three times. (b) A search for the history of 500 or more Chicago boys during the period subsequent to the date of their parole from St. Charles. (c) A search for the history of Chicago men and women during the period subsequent to the date of their parole from the penal institutions of the state.