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PART PLAYED BY THE STATE INSTITUTIONS IN THE
CARE OF THE FEEBLE-MINDED

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The main object of this paper is to present some statistics on a number of questions relating to the care of the feeble-minded. The findings will be discussed with reference to possible remedies. Officials of State Institutions are somewhat familiar with many of the conditions the figures reveal. The public in general, however, is imbued with views that are wholly at variance with most of them, or lacks information entirely.

The main question concerns the different percentages of the total number of existing feeble-minded that are at present in different kinds of institutions and parts of society. So far as there exists a clearly defined policy as to what the State should aim to do in the care of the feeble-minded the facts here will show in what degree the State is accomplishing its chief aim. The second question to be considered will be how this distribution of the feeble-minded in society is affected by grade of feeble-mindedness, sex, age, and legislation. A third question that will be considered is that of the frequency with which the feeble-minded leave institutions permanently after they were once committed. And fourth, how this is affected again by the same factors of grade, sex, age and legislation.

The determination of the percentage of the existing feeble-minded that are in different institutions, and outside, involves a determination of the total number existing in the country. Since the latter can never be found by actual enumeration, because it is impossible to examine every possibly feeble-minded

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person to decide Ms mental status, this number must be estimated on the basis of more or less thorough enumeration for relatively small districts. Even in this case, the relative number of the general population found feeble-minded has varied widely with the thoroughness of the survey of such a limited district. Thus, the general U. S. census reports of 1880 and 1890 give 1 per 652 of the general population as feeble-minded. The report of the Royal Committee of England in 1908 on the care and control of the feeble-minded, which involved the survey of districts with a total population of several millions, gives 1 per 305 of the general population as feeble-minded. The survey of Lapeer County, Michigan, reported 1 per 171 of the general population as feeble-minded in 1913. The variation in these figures is in all probability due mostly to differences in thoroughness with which the surveys were made. For the purpose of treating the statistics that are to follow, the ratio assumed here will be 1 feeble-minded for every 200 of general population or .5 per cent. Since all the figures to be presented will be affected equally by the ratio assumed, it will not matter materially for the present purpose whether it is somewhat too

high or too low.

A. Distribution of the Feeble-Minded in Society.¹

The percentage of the total number of existing feeble-minded that are in special institutions for the feeble-minded, in reformatories, in poor houses, in the public schools, and at large, will be considered.

1. Percentage in Special Institutions for the Feeble-Minded. This percentage varies much from one state to another. It is affected chiefly by legislation, some States having no special institutions at all, and many more having made provisions that only partly meet immediate demands. It is affected further by recency of establishment of institutions, their personnel, policies, and other factors. The special U. S. Census Report of 1910 on the number of feeble-minded and insane in institutions gives 20,731 feeble-minded in the institutions of the United States. Assuming .5 per cent of the general population to be feeble-minded, makes this number 4.5 per cent of the total number existing in 1910. On this basis, the highest percentage in any state is 12, in Minnesota. For the ten leading states the percentages are as follows:

This section, somewhat re-written, and the results of one more state added, was published under this title in the Journal of Criminal Law and Criminology, July, 1916.

TABLE I.

Minnesota.....	12 per cent
Iowa.....	11 per cent
Massachusetts.....	9 per cent
Wisconsin.....	9 per cent
Indiana.....	8 per cent
New York.....	8 per cent
Pennsylvania.....	7 per cent
Michigan.....	6 per cent
Ohio.....	6 per cent
Illinois.....	5 per cent

In general, the States of the Middle West lead, the larger States of the East come next, and the Southern and Rocky Mountain States last. These are not very encouraging figures, and they are especially disheartening to those who believe that all the feeble-minded should be segregated in special institutions. 4.5 per cent hardly represents a beginning, nor is the situation materially improved if the basal assumption that .5 per cent of the general population is feeble-minded is much too high. The very lowest estimates place the figure at about half this, which would raise the percentage of the total number of feeble-minded in special institutions to about 10 per cent. But even, if this latter figure were more nearly correct, it is seen that for the United States as a whole nothing substantial has yet been accomplished towards a complete solution of the problem of the care of all the feeble-minded by segregating them in special institutions.

2. Percentage in Reformatories. The percentage of the feeble-minded that are in reformatories may be determined from the reformatory population and the percentage of this population that is feeble-minded. This estimate can only be quite rough. The reformatory population from State to State varies more than the population for the institutions for feeble-minded. The percentage of the reformatory population that is feeble-minded also varies with a number of changing conditions, such as locality, the presence of an institution for feeble-minded in the same state, the methods and policies of officials of both reformatory and institution for feeble-minded, and especially the character and methods of the court that commits the cases. Estimates on the percentage of the reformatory population that is feeble-minded range from only a few per cent to 76 per cent and over. The higher estimates are recent

ones, and are based on the results of Binet-Simon tests. They are high because the tests were not used correctly, and the results misinterpreted, or, as in some cases, because only a selected group of the reformatory population, probably not representative of the whole, was examined. In two reformatories the total population was examined with these tests. These are the Minnesota State Reformatory at St. Cloud² and the Whittier State School of California.³ 25 per cent, possibly 25 per cent, of the 370 inmates of the former were definitely feeble-minded. Another 10 to 20 per cent were only just above this grade.⁴ At the Whittier School 28 per cent are reported as definitely feeble-minded, and 25 per cent more as borderline. The results of these two reformatories probably represent the average condition in reformatories in general much more closely than do any others so far obtained. Assuming 25 to 30 per cent of all reformatory inmates to be feeble-minded, gives less than 2 per cent of the total existing number of feeble-minded as inmates of reformatories. But since many states have as yet no reformatories at all, and many more have them only for boys, and not for girls, the percentage for the United States as a whole must drop to less than 1 per cent. It may be placed, very roughly, at 1 per cent.

3. Percentage in Poor Houses. Very little is known definitely of the percentage of the inmates of poor houses that is feeble-minded. That there is a close relation between feeble-mindedness and pauperism is to be expected. It has been found to be so in many individual instances. But statistics are limited to general estimates. There were U. S. Census reports on this question in 1904 and 1910. The former gives 16,551 feeble-minded in poor houses, and the latter 13,238. The method of determining what inmates were feeble-minded was probably that of general observation by poor house officials and of those committing the cases, and these figures must be judged accordingly. The two reports show a considerable decrease in number during this six year interval. This is un-

²See Green, E. G., *The Defective Delinquent*. Reformatory Press, 1913.

³See Williams, J. H., *A Study of 150 Delinquent Boys*. Bulletin No. 9, Research Laboratory of the Buckel Foundation, Department of Education, Stanford University, 1915.

⁴Fractions in the mental ages are not given, so that the percentage can be stated only approximately from the figures. All but one case were sixteen years or older, and of these 85 per cent had a mental age of 10, or less; 18 per cent had a mental age of 11, and 20 per cent a mental age of 12.

doubtedly the general tendency, as the special institutions for the feeble-minded increase in number and capacity, as methods of diagnosis improve, and as a general interest and progress in the whole subject increases. Taking the figures as they stand, the number of feeble-minded in poor houses exceeds the number in special institutions for the feeble-minded by 2,204 in 1904. In 1910 the number in the poor houses is still over half the number in the special institutions. Figured on the same basis of .5 per cent of the general population as feeble-minded, gives 2.9 per cent of all existing feeble-minded as inmates of poor houses in 1910.

4. Percentage in the Public Schools. The percentage of the existing feeble-minded that are in the public schools may be determined from the percentage of the public school children that are feeble-minded. The exact percentage for the latter is at present a much disputed question. The relative percentage of feeble-minded in the public schools enumerated or estimated varies from about .5 per cent to over 2 per cent. Most of this variation seems to result from differences in methods of making the surveys and estimates. Where the enumeration has been based on teachers' or medical inspectors' reports the percentage is usually below one. Inquiries made by a ministerial commission in France in 1896 found a little less than one per cent of the school children feeble-minded.⁵ Of a total school enrollment of 436,833 in England and Wales medical inspectors reported .59 per cent feeble-minded.⁶ In Victoria, the school teachers, under direction of a special committee appointed to determine the number of feeble-minded in the State Schools, reported .42 per cent feeble-minded in a total enrollment of 175,000, in 1912.⁷ These reports are of course not based on the examination of every individual child, and undoubtedly a number of the higher grades of feeble-mindedness escaped detection by the methods necessary to employ. The correct percentage is in all probability somewhat higher. The results of examining school children with the Binet-Simon tests have led Goddard to conclude that at least two per cent are feeble-minded. With this high figure a number of other observers seem to agree. Published accounts of

⁵Quoted by Binet and Simon in "Mentally Defective Children." *Mans.* by W. B. Drummond, N. Y., 1914.

⁶Report of Royal Commission on Care and Control of Feeble-Minded, 1908, P. 91.

⁷Report of the Minister of Public Instruction for the year 1911-1912, Melbourne, 1913, P. 140.

the results of complete or partial surveys of school systems with the Binet-Simon tests do not, in the writer's judgment, justify placing the percentage much, if any, above one per cent. The most convincing evidence that it is higher are the recent results obtained by a number of Binet-Simon examiners under the direction of Terman, who examined 1,000 non-selected children in various schools in Western States. According to these results over two per cent had an intelligence quotient below .75, which, assuming that there were no errors elsewhere in the results or methods, indicates feeble-mindedness. A further analysis of these results will be required to show whether this figure can be accepted as representing the facts in public schools in general. The classification of a child as feeble-minded even on the basis of a Binet-Simon examination is largely a matter of definition and interpretation. If the line between feeble-minded and normal is drawn very high, two per cent of the school children may very well be feeble-minded. The degree in which school attendance laws are enforced for the schools under consideration is also a matter that must not be overlooked. Where they are not enforced the tendency is for the feeble-minded to drop out of the public schools, and this materially reduces the percentage of the school population that is feeble-minded. Limiting the term feeble-minded to the grades of intelligence now usually found in special institutions for the feeble-minded, the frequency of feeble-mindedness among public school children may be put roughly at one per cent. One per cent of the total enrollment in the elementary schools, public and private, of the United States in 1910 is 183,398. This is 40 per cent of the estimated total number of feeble-minded for this year.

5. Percentage Unaccounted For. The several percentages so far obtained may now be summed up. This shows that 51.6 per cent are still left, unaccounted for, making the complete distribution of the feeble-minded in society as follows:

Per cent in Institutions for Feeble-Minded.....	4.5
Per cent in Reformatories.....	1.0
Per cent in Poor Houses.....	2.9
Per cent in Public Schools.....	40.0
Per cent Unaccounted for.....	51.6

A small number of the unaccounted for are in State prisons and jails. But as this number is less than for the reformatories, it must be only a small fraction of one per cent. Others

"Terman, L. M., The Measurement of Intelligence, 1916.

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are in insane asylums. In both instances the number is rapidly decreasing, as special provisions for the feeble-minded are increased, and as methods of diagnosis and commitment are improved. The unaccounted for must therefore be mostly cases kept at home and out of school, and adults who for the time being are making an independent living.

B. Factors Influencing the Distribution.

From a sociological standpoint the importance of whether a particular case of feeble-mindedness is specially cared for depends on a great number of different factors. These are chiefly, grade of intelligence, age, sex, and many physical and mental peculiarities, too varied to be considered here. In this section the influence of some of these factors on placing the feeble-minded in different parts of society will be considered.

1. Grades of Feeble-Mindedness. (a) Relative frequency of different grades. It will be necessary to consider the relative number of cases belonging to the different grades of feeble-mindedness in order to determine the influence of grade on placing the feeble-minded in one institution or another, or on leaving them without special care. According to general theory, the individuals of any class are the more numerous the closer that class is to the average of the whole group. This holds true of grades of intelligence, and means that the higher the grade of feeble-mindedness the more individuals will belong to that grade. There are more morons than imbeciles, and more imbeciles than idiots. The exact relative frequency of individuals of these three grades is still not known. The report of the Royal Commission of England gives the number found for each grade. Reduced to terms of per cents, this gives the following, in round numbers:

Idiots.	Imbeciles.	Morons.
5	20	75

Since the higher rather than the lower grades escape detection in such a survey, the number found is undoubtedly a little too low for the imbeciles, and much more too low for the morons. This would increase the relative percentage that are of moron grade.

(b) Grades in institutions for the feeble-minded. Pauperism, delinquency, and crime in their association with feeble-mindedness are for the most part connected with the higher grades only. Secondly, the majority of feeble-minded children have feeble-minded parents, and these feeble-minded parents are invariably the high grade. Thirdly, the high grade

cases alone can be trained to useful activities to such a degree as to yield practical returns. For each of these three reasons it is more important to provide special institutional care for the high grade than for the low grade. To provide for the lower grades only does little more than relieve the individual homes from which they come which, though it means much to these homes, does but relatively little that is of interest to society in general. At the beginning of 1915 the writer sent out a questionnaire to the different institutions for the feeble-minded in the United States, asking, among other things, for the number of idiots, imbeciles, and morons in each institution on January 1st, 1915. From the returns received six State institutions could be selected which admitted all grades without discrimination. These are California, Illinois, Indiana, Kansas, Minnesota and Wisconsin. They may be taken together as roughly representing the average condition in the United States as a whole, or at least for all institutions that make no discrimination as to grade in admissions. The chief disturbing factor militating against this assumption is the fact that in the newer institutions and States, and in institutions having large waiting lists of cases for which there is no room, the tendency is probably to admit the lower grade rather than the higher grade cases.

The figures in the following table are for the six States mentioned for which questionnaire returns are considered, and are obtained with the aid of the assumption, already discussed, namely, that 5 per cent of the general population is feeble-minded, and that of the existing feeble-minded 5 per cent are of idiot grade, 20 per cent imbecile, and 75 per cent moron.

TABLE III.

Total numbers existing in six States	4,205	16,818	63,067
Total numbers in institutions in six States	1,699	3,389	1,504
Per cent for each grade.....	26	51	28
Total per cent of existing numbers in institutions.....	40	20	2

.5 per cent of the general population of the six States in 1910 gives a total of 84,090 feeble-minded, of which 5 per cent, or 4,205, are figured as idiots, 20 per cent, or 16,818 as imbeciles, etc. The total numbers enumerated in the special institutions for the feeble-minded in these States, according to the questionnaire returns, are given in the second line of the table. It

is thus seen that of the total institution population only 23 per cent are morons, and that this 23 per cent of institution population constitutes only 2 per cent of the existing number of morons. In other words, 98 per cent of the feeble-minded of moron grade are not cared for in the special institutions of these six States. It was found above that for the United States as a whole only 4.5 per cent of the existing feeble-minded of all grades taken together were cared for in special institutions. The present figures indicating that this includes only 2 per cent of the morons reduce still further the part special institutions are playing in solving the problem of chief importance from the sociological standpoint. This figure is, of course, not to be taken too literally. There are several sources from which some degree of error may have resulted. One not to be left out of account is the fact that there may have been a general tendency, on the part of those who classified the inmates in the six institutions considered, to grade quite differently from the grading followed in the English report, according to which 75 per cent of all feeble-minded were of moron grade. The classification of the former may have been such as to make considerably less than 75 per cent of all existing cases, of moron grade. The valid conclusion that remains, however, is that only a very small percentage of all existing feeble-minded is in special institutions, and that the morons, although many times more numerous than either of the other grades, are admitted least frequently.

(c) Grades in the reformatories. There are two factors that prevent very low grade cases becoming reformatory inmates. The first is that cases with an intelligence below that of the middle grade imbecile are too defective to be engaged in activities that are likely to bring them into conflict with the law. The second is the courts, which cannot fail to recognize the mental deficiency that is so pronounced and obvious. Probably about the same holds true of the poor houses, so that in both these institutions we may expect only high grade cases for the most part. Among the 28 per cent of the California reformatory inmates reported as feeble-minded none were found below moron grade. Dividing these morons again into three grades, gave 14.5 per cent high grade morons, 11.8 per cent middle-grade, and 2 per cent low-grade morons. The survey of the reformatory at St. Cloud, Minnesota, gave the following:

TABLE IV.

Mental age	5	6	7	8	9	10
Number cases	1	3	6	8	32	81

This indicates 10 cases of imbecile grade, and 121 of moron grade. The present increased interest in the question of the relation between feeble-mindedness and crime has resulted in more attention being paid to diagnosis of the mental condition of reformatory inmates in many places. But the transference of those found feeble-minded to institutions for the feeble minded is hampered by two conditions. The first is that the latter institutions are liable to be filled to capacity and unable to receive these cases because of lack of room. The second is that these defective delinquents are found to constitute a class by themselves, which needs an institutional environment and treatment not found in either reformatory or institution for the feeble-minded.

(d) Grades in the public schools. The school attendance laws, where they exist and require that all children of school age attend school, are rarely enforced. This makes it possible for the public schools to eliminate the lower grade cases of feeble-mindedness without special care or training being provided for them. The general rule is that none of idiot grade ever enter the schools, a considerable number of imbeciles do, and drop out after a few years of complete failure to do the regular work. The morons enter and remain for a number of years, occasionally being pushed to the seventh and even eighth grade, though never doing more than about average fourth grade work. There is great need of more detailed knowledge of the grades of feeble-mindedness found in the public schools and their progress in such school work as is attempted with them. A few statistics available will give some indication of the grades of feeble-mindedness found. The Victorian survey, already mentioned, reported 782 school children as feeble-minded. The percentage belonging to each of the three grades was as follows:

Idiot.	Imbecile.	Moron.
2	16	82

In the Spring of 1915 the writer found 126 feeble-minded among 167 in a large school system reported by the teachers as among the poorest. Of these none were idiots, 15 per cent were imbeciles, and 85 per cent were morons, when intelligence quotients of 0 to .24 were allowed for idiots, .25 to .49 for imbeciles, and .50 to .74 for morons. The examinations in-

cluded all or nearly all the lower grade cases but not a large number of the higher grade cases. In this school system the attendance laws were quite well enforced. A complete survey would therefore have increased the relative number of morons. In the Victorian survey the relative number of morons is low because the teachers' methods of diagnosis allow the highest grades to escape more frequently than the lower.

Of 905 non-selected school children in various schools Terman reports 2.63 per cent with an intelligence quotient of .75 or below." Among these there were none below .50, and they may therefore all be classed as morons.

For 743 non-selected white children in the first to fifth grades, inclusive, of Richmond, Va., Hoke's report shows 21 feeble-minded. A study of his tables indicates that none had an intelligence quotient below .60."

These several reports probably represent the general condition more or less closely. Recently the movement to establish special classes for retarded children in the public schools has received a special impetus in some States by legislative enactments whereby the local school system receives a certain sum of money from the State for every child so placed in a special class. A very large percentage of the enrollment in these classes is made up of feeble-minded children, though usually not so designated. This plan holds the possibilities of producing radical and extensive changes in the part played by the State in the care of the feeble-minded, as well as in its methods and results achieved. In the first place, it keeps in the public schools large numbers that would otherwise, because of non-enforcement of school attendance laws, drop out and receive no special attention. Parents prefer, for several different reasons, to have their children in such a special class to sending them away to an institution for the feeble-minded. A small number that would otherwise have been sent to the special institution during school age will remain in these special classes. Another and very important feature of this arrangement is the fact that it makes no provision for these cases after they have passed school age. From the standpoint of parents and the public schools there are urgent reasons and motives for placing feeble-minded children in these special

"The Stanford Revision of the Binet-Simon Scale and Some Results from Its Application to 1,000 Non-selected Children. Journ. Educat. Psychol., November, 1915, P. 556.

Placement of Children in the Elementary Grades, Dept. of Interior, Bureau of Educat. Bull. 1916, No. 3.

classes and without classifying them as feeble-minded, instead of placing them in an institution for the feeble-minded. But; as they reach the reproductive age, and the age of independence from parents the public schools turn them out into society as normals. The public schools, through the assistance from the State, thus become an agency for the promotion of feeble-mindedness and most of its attendant social evils; they assist in keeping the high grade feeble-minded at large, and unrecognized.

(e) Grades of those unaccounted for. In regard to the predominant grade of intelligence of those left unaccounted for we can only speculate. Aside from the few to be found in jails, and insane asylums, they are made up of two classes; those remaining at home, and dependent on parents or guardians, and who may be of all ages and grades; and those adults who for the time being at least are making an independent living. For the former class the tendency would be to send the lower grade cases to the special institution sooner or later. In agreement with this supposition, it was seen above that the institutions for the feeble-minded receive 40 per cent of the idiots, 20 per cent of the imbeciles and only 2 per cent of the morons. On the other hand, the highest grade cases tend to leave home as they grow up and seek employment. This, on the whole, leaves the middle grade at home until the home breaks up through the death of one or both parents, when these cases constitute a large percentage of the adults and older cases admitted to institutions. This leaves the highest grade adults for the latter class mentioned, 'those who for the time being are making an independent living. It is unquestionably by far the larger of these two classes, and must constitute at least 35 per cent of all existing feeble-minded. It is pre-eminently the class that is responsible for feeble-minded descendants, for delinquency and crime, and many other social evils. Sociologically, they constitute the all-important group, in comparison with which all the others might well be overlooked and neglected. Unfortunately it is the class about which the State has as yet not been able to do anything at all until after some evils of their existence have resulted.

2. The Influence of Age on Distribution. The feeble-minded in reformatories, poor houses, jails, insane asylums, and even those unaccounted for, as was just observed are mostly adults. The age of inmates of institutions for the feeble-minded alone will be considered here. In this connection two

age considerations are of prime importance. First, age with reference to training capacities, and second, age with reference to delinquency and reproductive capacities. In regard to the former, it is important to have the feeble-minded committed while they are young, varying with the grade of intelligence. On the whole children should be committed by the time their mental development has reached that of kindergarten age, or slightly earlier. A middle-grade imbecile, whose ultimate mental age will be about six years, should be admitted not later than at the chronological age of eight or nine. The middle-grade moron, whose ultimate mental age will be about nine, should be admitted not later than at the age of about five or six. Special training which undoubtedly has an influence on the development of mental functions before this is possible, but on the whole, not practical under existing institution conditions.

The age of inmates of schools for the feeble-minded in the United States at the time of admission is given in the special census report for 1910. This gives the relative numbers admitted during the one year, 1910, for the age periods of 0-4 years, 5-9 years, and so on, in five year periods. The questionnaire sent out by the writer in 1915 called for the age at the time of admission of all inmates in the institutions on January 1, 1915. Among the institutions from which returns were received there were six in whose States the laws did not limit admission to any age. The results from these two sources are given in the following table. The figures give the percentages of the total number for each age period. Thus, the 4 under 1-4 means that 4 per cent of the 3825 cases were admitted when 1-4 years old.

TABLE V.

	Total No.	1-4	5-9	10-14	15-19	20-25	26-30	30 -1
U. S. 1910 report ..	3852	4	21	28	21	8	5	13
1915 Questionnaire	7208	3	21	30	24	10	4	8
Average		3.5	21	29	22.5	9		4.5

The results in the questionnaire returns can be given for each year instead of for five-year periods only. This is done in the "These State institutions were the following: California, Illinois, Kansas, Minnesota, Pa., and Wisconsin. In this age period the years were 26-29 instead of 26-30, for the U. S. 1910 Report.

TABLE VI

Age	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21-25	25-30	30+
California	1	2	0	15	34	81	42	46	51	47	57	53	57	60	77	63	43	35	40	37	34	53	122
Illinois			4	8	20	61	97	98	90	92	88	111	94	130	86	74	51	38	19	12	47	19	22
Kansas	1	4	9	15	13	33	30	23	37	30	54	35	44	24	14	17	14	10	7	32	32	49	
Minnesota	13	4	13	22	41	45	65	39	39	74	97	70	34	75	69	64	61	47	44	45	143	67	157
Polk, Pa.	14	7	8	14	29	33	71	56	58	98	22	76	125	128	119	131	92	64	25	66	94	63	201
Wisconsin	6	2	15	16	22	23	49	40	52	53	46	23	63	65	65	69	49	74	48	48	122	63	158
Total	34	16	37	64	171	211	369	440	351	366	407	435	468	504	448	415	313	322	256	210	627	276	559

next table, which shows certain additional features of this question. The different figures for the different States also indicate some variations dependent on local conditions. In this table the figures give the number of cases for each year instead of percentages.

It is seen from the results in the first table that only 3.5 per cent of the total admissions are below five at the time of admission, 53.5 per cent are below fifteen years, and 75 per cent below twenty; 75.5 per cent are admitted after the age of ten, and 45.5 per cent after the age of fifteen. The second table shows that the frequency of admissions increases gradually up to the age of fourteen after which it declines again. Thus nearly half the cases admitted come to the institutions after the training period is really entirely passed. The great majority enter the institution some years after the most advantageous age at which special training should begin. A fourth are admitted after the beginning of the period of reproduction.

3. Influence of Sex on Distribution. There are many more males in reformatories than females in the United States largely if not entirely because more reformatories are provided for the former than for the latter. No statistics are available to indicate directly whether feeble-minded boys are more likely or less likely to remain in the public schools or in the homes than feeble-minded girls. In regard to admissions into the institutions for the feeble-minded, however, a definite sex difference is evident. The next table gives the figures on this difference. Those for the 1915 questionnaire are from seven states and give the number of inmates in these seven institutions on January 1st, 1915. Those for the U. S. 1910 report give the total number of inmates in all institutions enumerated in 1910.

TABLE VII.

	Male		Female	
	No.	Percent	No.	Percent
1915 Questionnaire..	4046	53.5	3518	46.5
U. S. 1910 Report....	11015	53.8	9716	46.2

The explanation of this preponderance of males over females in institutions for the feeble-minded is complicated by the fact that at least three factors at once suggest themselves as possible causes. (1) There are more boys in the general population.
*California, Illinois, Indiana, Kansas, Minnesota, New Jersey, and Pa.

lation than girls. This difference, however, is not nearly as large as in the present table. (2) Males may have a greater tendency toward feeble-mindedness than females. According to a general theory the males of any race vary more in all traits than do the females. Applied to intelligence, this would mean more feeble-minded and more geniuses among the males. (3) There may be some sociological or psychological factor making it more likely for a feeble-minded male to be sent to an institution than for a feeble-minded female. That there is such a factor present in some degree, affecting males and females differently, is shown when the relative frequency of admissions of males and females is considered for different ages. Up to about the age of fifteen relatively more males than females are sent to the institutions. After this age more females than males are sent. The next table gives the figures for the same institutions as in the last table.

TABLE VIII

Age	1-4	5-9	10-14	15-19	20-25	26-30	30-1-
1915 Quest-							
Male.....	2.2	25.0	36.2	21.5	6.9	2.1	6.1
Female.....	2.2	19.4	29.7	22.5	10.5	4.5	11.2
U. S. 1910 Report-							
Male.....	3.9	24.0	32.0	20.7	6.8	4.4	10.0
Female.....	3.4	17.4	26.5	23.0	10.3	6.0	13.4

The figures in this table under each age period are percentages of the males or females. For example, the 2.2 under age period 1-4 under males, for the 1915 Questionnaire results means that 2.2 per cent of the males in the seven institutions were admitted when from 1-4 years old. But in the absolute numbers also the males exceed the females up to age period 20-25, and the females exceed the males in absolute numbers beginning with this age period. This sex difference, though slight, is of course in the right direction, and is in all probability due to some degree of recognition on the part of parents that the adult feeble-minded girl has greater need of the protection of an institution than has the feeble-minded boy.

4. Influence of Legislation on Distribution. Legislation, and the lack of legislation has influenced the distribution of the feeble-minded in society in many ways. In 1914 thirteen states, including the District of Columbia, had no special institution for the feeble-minded. A few of these had regular provisions to send their feeble-minded to institutions of neigh-

boring states. Many of the older and larger institutions have large waiting lists of applicants who cannot be admitted because of lack of accommodations. Fifteen states that had institutions in 1914 did not admit cases of all ages, or both sexes of all ages. Some reject cases below a certain age, others reject them above a certain age, the age limits sometimes being different for the two sexes. Twenty-four states with institutions required the consent of parent or guardian in the commitment of a case. Twenty-five states permitted parents or guardians to remove cases from institutions after they are once committed. There is a serious failure on the part of legislation to keep up with immediate needs and even popular demands. To provide accommodations in institutions for immediate applicants should surely be the minimum to be expected. If legislation went no further many troubles and difficulties arising with the feeble-minded would be removed automatically.

C. Retention of Feeble-Minded in Institutions.

In the great majority of institutions parents or guardians have the power of removing their children or charges from the institution whenever they wish to do so, at least in ease of children who were not committed by the court in the first place. The questionnaire sent out by the author in 1915 asked for returns on the number of children who had left the institution, presumably permanently, during the years 1910, 1911, 1912 and 1914, and also asked that these children be classified by sex, age and grade. The returns received for states without retention laws reveal some further significant facts. During these five years 1,558 inmates left the state institutions of California, Illinois, Indiana, Minnesota, Pa., and Wisconsin. Data is not at hand to show what percentage this is of the total population of these institutions during these years, as this population increases each year, of course. These cases leaving constitute 18.5 per cent of the population of these institutions on January 1st, 1915. Evidently over 5 per cent of the inmates of these institutions have left each year.

This percentage of the inmates of an institution leaving each year, though not large, becomes more important when the grade of intelligence, age and sex of these cases are considered. The returns on the grade of intelligence for five institutions, Indiana, Illinois, Minnesota, Wisconsin and Pa., are given in the following table:

TABLE IX.

Idiots		Imbeciles		Morons	
No.	Percent	No.	Percent	No.	Percent
163	11	705	19	579	36

These figures mean that, for the idiots for instance, 163 cases of idiot grade left these institutions in five years, which is 11 per cent of the total number of idiots in these same institutions on January 1st, 1915. It shows that the higher grade cases leave much more readily than the lower grade cases, in relations not very far removed from the reverse of what we found true of the relative frequency of admission of the cases of these three grades in the first place. In Table III, we saw that the institutions admitted 40 per cent of the idiots, 20 per cent of the imbeciles and 2 per cent of morons. Again, while only 23 per cent of all inmates are morons" about 40 per cent of those leaving are of that grade". In other words, the higher grade cases are sent to institutions very much less readily and leave the institutions very much more readily than it true of the lower grade cases.

In regard to the relative frequency with which cases of the two sexes leave institutions the facts are more favorable. The figures in the next table are for the California, Illinois, Indiana, Minnesota, Polk, Pa., and Wisconsin state institutions, showing the total numbers and percentages leaving during the five years from 1910 to 1914,

TABLE X.

Male		Female	
No.	Percent	No.	Percent
1047	64	594	36

Since the total male population of the institutions is only a few per cent higher than the female population, these figures need only a slight correction to show the relative readiness with which males and females leave institutions. There is a markedly greater tendency for males to leave institutions, and for females to remain.

Considering next the ages at which cases leave institutions, it is found that about the same conditions hold true as for ages of admission, excepting that the age period during which cases leave most frequently is higher than the age period during which cases are admitted most frequently. For

"See Table III

"See Table IX.

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both males and females the age period of most frequent leaving is from 15-19 years, while the age period of most frequent admission was seen to be from 10-14 years. Contrary to expectation, there is evidence of a tendency for boys to leave more readily than girls up to the age period of 15-19 years, and for girls to leave more readily than boys after this age. This feature of the results is difficult to understand. The next table gives the figures in detail.

TABLE NO. XI.

Age—	0-4	5-9	10-14	15-19	20-25	26-30	30
Number.....	6	101	215	421	201	45	50
Percent.....	6	10	21	40	20	4	6
Female—							
Number.....	2	40	122	201	152	37	40
Per cent.....	4	7	21	34	26	6	7

These figures are for the same institutions as in the last table. The numbers are the total numbers leaving for each period, and the percentages of the total number leaving. For example, the .6 per cent under age period 0-4 years for males means that .6 per cent of the total number of males leaving these institutions during these five years were from 0 to 4 years old. The general facts reveal conditions far removed from the most desirable. Most valuable supplementary information would have been data showing how long the cases that leave the institutions again have remained inmates and how this is related to age, grade and sex. This data is at present not available. General observation, however, indicates that there are many cases who remain only a few years or less. Sending a child to an institution is with most parents a last resort measure. In very many instances the parents have a very erroneous idea either of the intelligence of the child sent or of the possibilities of a special training in an institution. The results do not meet their expectation and the child is taken back home after a short time. Again many children are taken home again after their training or school period is regarded to be passed, that is, as they approach maturity. These facts probably explain some of the facts shown in the last table. Many children stay in the institution only a few years, and therefore the age of most frequent leaving is a few years higher than the age of most frequent admissions. Also before the age of 15-19 boys are admitted more frequently than girls, therefore during this age

period boys leave more frequently than girls. After the age of 15-19 girls are admitted more frequently than boys, therefore during this age period girls leave more frequently than before. Possibly also there is an additional tendency to take the older girls back home rather than the older boys because it is felt by parents that in either case the boy or girl would have to be kept in the home, and the girl is regarded as more useful in the home than the boy.

D. Summary and Conclusions.

1. Assuming that .5 per cent of the general population is feeble-minded, only 4.5 per cent of existing feeble-minded in the United States were in institutions for the feeble-minded in 1910.

2. Assuming that 1 per cent of the school population is feeble-minded, 40 per cent of all existing feeble-minded were in the public and private schools in 1910.

3. About 50 per cent of existing feeble-minded are unaccounted for, are not in the schools or any institution, and must therefore be in their homes or at large.

4. About 5 per cent of existing feeble-minded are of idiot grade, 20 per cent are imbeciles and 75 per cent are morons.

5. The institutions for the feeble-minded have about 40 per cent of the idiots, 20 per cent of the imbeciles and only 2 per cent of the morons.

6. The moron grade children are chiefly in the public schools, the moron grade adults are mostly among the unaccounted for.

7. Feeble-minded children that are admitted to the special institutions are for the most part sent there a number of years after the age most favorable for the beginning of their special training. 75 per cent are admitted after the age of ten, and 45 per cent are admitted after the age of fifteen.

8. On the whole, more males are sent to special institutions than females. The male admissions exceed the females up to adolescence; after this the female admissions exceed the male. From a third to half of the female admissions is during the child bearing period.

9. 5 per cent, or over, of the inmates of special institutions leave the institutions each year and do not return.

10. The higher grades leave permanently much more readily than the lower grades. Roughly put, the percentage of the imbecile population that leaves each year is twice as large as the percentage of the idiot population that leaves; and the

percentage of the moron population that leaves is twice as large as the percentage of the imbecile population that leaves.

11. Males leave less readily than females, constituting nearly two-thirds of the total numbers of males and females.

12. About three-fourths of those leaving do so after the age of 15. The chief factor determining the age of leaving is probably the age of admission combined with the fact that many of those leaving do so only a few years or less after admission.

The general facts indicated in this study suggest the following conclusions:

1. The institutions for the feeble-minded are taking care of and providing for but so small a percentage of the total existing number of feeble-minded that they will not for a long time to come furnish a means of meeting the needs that have arisen, unless most radical changes are brought about.

2. The most urgent needs at present are those for the moron grade of feeble-minded. This is for the following reasons: (a) They are many times more numerous than the other grades. (b) They are the most difficult to recognize and diagnose. (c) The special institutions get but very few of them, and retain them least. (d) They benefit most by special training. (e) Delinquency and crime, so far as it is conditioned by feeble-mindedness, is practically limited to this grade. (f) The morons of any one generation are responsible for probably 75 per cent of the feeble-minded in the next generation, while but a very small percentage comes from the imbecile grade, and none from the idiot grade.

3. To meet the needs arising from the existence of morons the following would be important:

(a) As complete a census of the feeble-minded as possible. This census should consist of the names and addresses of the cases existing. To know simply that there are so many thousand feeble-minded in a state is of little value unless it is known also who and where the cases are so that they may be approached directly. State aids for special classes, limited to morons, in the public schools could in time be made a method of getting this census practically complete, if carried out in the right way. It would imply enforcement of school attendance laws, adequate means for careful examination of public school children, and provision for all found to be feeble-minded.

(b) A campaign of education of parents and guardians

of feeble-minded children, assuming that a compulsory commitment law for feeble-minded could not be rigidly enforced and kept on the Statute Books. General agitation of the subject and education of the general public on the needs of the feeble-minded is in itself inadequate, because but little of it reaches the parents of the feeble-minded, for they are in the majority of cases themselves feeble-minded. This campaign might be carried out through social workers who would visit the homes of the feeble-minded, instructing the parents as to the capacities and limitations of their children, and how to proceed in regard to obtaining for them the best special care and training possible.

(c) The institutions for the feeble-minded should be made more attractive and useful to morons, so as to give parents more of an inducement to send such children to institutions. Institutions are at present organized mostly to meet the needs of the lower grades, and in a much less degree to meet the needs of morons. This is because they have been able so far only to meet the demands of providing for the cases parents sent there, and parents sent the lower grade cases, only. A more aggressive program for all special institutions is desirable. The institution could be made more attractive for morons if some were established exclusively for the moron. Both parents and morons often object to the association with the lower grades. Such institutions should be more adequately equipped with means of giving thorough training in a great variety of industrial activities and should furnish the means of continuing in these activities after the training is given. Institutions should pay such trained inmates for their work. Paying inmates for work done, even though the sum is very small, goes a very long way towards entirely changing the parents' and the children's attitude toward institution life, and would in itself result in many more of the higher grades being sent there.

(d) Other methods, besides institutional commitment, of providing for the higher grades of feeble-minded, already in practice should be developed, and more devised and tried out.