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MRS. MARY CHURCH JACOBSON,  
President New Jersey State Conference of Charities and Correction.

# PROCEEDINGS

OF THE

## EIGHTH ANNUAL MEETING

OF THE

### New Jersey State Conference of Charities and Correction,

HELD AT THE

State House, Trenton, N. J.,  
February 18, 19 and 20, 1909.

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1909.



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## Organization of the Conference.

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### OFFICERS, 1908-1909.

*President*—MRS. F. C. JACOBSON, Newark.  
*Secretary*—MRS. E. V. H. MANSELL, Trenton.  
*Treasurer*—JOHN A. CULLEN, Newark.

### *Vice-Presidents.*

Mrs. E. E. Williamson, Elizabeth.      Hon. Franklin Murphy, Newark.  
Hon. J. Franklin Fort, Trenton.      Rt. Rev. James A. McFaul, Trenton.  
Hon. E. C. Stokes, Trenton.      Rt. Rev. Edwin S. Lines, Newark.  
Hon. Marshall Van Winkle, Jersey City.

### *Assistant Secretaries.*

Miss Mary F. Van Leer, Passaic.      L. R. Thurlow, Plainfield.

Mrs. Anna Reed, Somerville.

### *Executive Committee.*

Rev. Francis A. Foy, East Nutley.      Arthur W. McDougall, Newark.  
Hon. G. B. Wight, Trenton.      Albert C. Aborn, East Orange.  
Hon. Everett Colby, West Orange.      George O. Osborne, Trenton.  
Hugh F. Fox, Plainfield.      Algernon T. Sweeney, Newark.  
Charles F. Currie, Blackwood.      Edward R. Johnstone, Vineland.  
Rev. Walter Reid Hunt, Orange.      Bleecker Van Wagenen, Orange.  
Rev. D. Stuart Hamilton, Paterson.      Thomas McEwen, Jersey City.  
Mrs. Archibald Alexander, Hoboken.      Rev. A. C. Nickerson, Plainfield.  
Mrs. E. E. Williamson, Elizabeth.      John J. Mulvaney, Jersey City.  
Miss Agnes Anderson, Jersey City.

### *Chairman Membership and Attendance Committee.*

Miss Margaret L. MacNaughton, 543 Bergen Avenue, Jersey City.

### *Chairman Committee on Exhibits.*

James B. Williams, 124 Essex Avenue, Orange.

NEW JERSEY STATE CONFERENCE

Trenton Local Committees.

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GENERAL.

*Chairman*—JAMES M. GREEN, State Normal School.  
*Honorary Chairman*—HON. WALTER MADDEN, Mayor.  
*Vice-Chairman*—FRANCIS B. LEE, 707 Broad Street, Bank Building.

HOSPITALITY

(Information, Registration, Ushers and Reception.)  
*Chairman*—MISS LAURA C. JOHNSON, 116 West State Street.  
THE CONTEMPORARY.  
PI GAMMA EPSILON FRATERNITY.

PRINTING AND ADVERTISING.

*Chairman*—FRANCIS B. LEE.

PUBLICITY.

*Chairman*—JOHN J. CLEARY, Advertiser Publishing Co.  
JAMES KERNEY, Trenton Times.  
HENRY E. ALEXANDER, True American Publishing Co.  
THOMAS B. HOLMES, State Gazette Publishing Co.  
COL. E. C. STAHL, New Jersey Staats Journal.

MINISTERIAL RELATIONS.

*Chairman*—REV. JOHN D. FOX, 241 East State Street.  
REV. FRED. B. NEWMAN, 638 Perry Street.  
REV. ALBERT JAMES WEISLEY, 139 North Warren Street.  
RT. REV. JOHN H. FOX, 155 North Warren Street.  
REV. HUGH B. MACCAULEY, 19 North Clinton Avenue.  
REV. JUDSON CONKLIN, 59 Model Avenue.  
REV. GEORGE H. INGRAM, 1240 East State Street.  
REV. HENRY COLLIN MINTON, 440 Bellevue Avenue.  
REV. JOHN R. READ, 20 Southard Street.  
REV. HAMILTON SCHUYLER, 121 Academy Street.  
REV. NATHAN STERN, 128 North Warren Street.

VISITING INSTITUTIONS.

*Chairman*—EDWARD S. WOOD, 138 East State Street.  
MRS. WELLING G. SICKEL, 56 North Clinton Avenue.  
MRS. CHARLES HOWELL COOK, 307 West State Street.

OF CHARITIES AND CORRECTION.

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TUBERCULOSIS EXHIBIT.

*Chairman*—DR. ALTON S. FELL, 312 East State Street.  
DR. CHARLES P. BRITTON, 126 West State Street.  
DR. HENRY A. COTTON, State Hospital.  
EDMUND C. HILL, 7 East State Street.

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Program.

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OPENING MEETING.

**THURSDAY, FEBRUARY 18, 1909, 8 P. M.**

Invocation, .....RT. REV. EDWIN S. LINES, D.D.  
Introduction of the Mayor—DR. JAMES M. GREEN, Chairman of the Local  
Committee.  
A Word of Welcome—HON. WALTER MADDEN, Mayor of Trenton.  
Response for the Conference—HON. GEO. B. WIGHT, Commissioner of Charities  
and Correction.  
Address, .....GOVERNOR JOHN FRANKLIN FORT.  
President's Address, .....MRS. FREDERICK CHURCH JACOBSON.  
Address—"THE RELATION OF IMMIGRATION TO DEPENDENCY AND CRIME,"  
.....REV. LEANDER TROWBRIDGE CHAMBERLAIN.  
Benediction, .....RT. REV. JAMES A. McFAUL.

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**FRIDAY, FEBRUARY 19, 9:15 A. M.**

*Preventive Work by Organized Charity.*

REV. HENRY R. ROSE, *Chairman.*

"THE SCHOOL FOR MOTHERS"—MRS. H. INGRAM, Supt. of Relief, N. Y. Ass'n  
for Improving the Condition of the Poor.

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Discussion—HENRY L. COIT, M. D., Physician-in-Chief Babies' Hospital, Newark; ARTHUR W. McDOUGALL, Superintendent Bureau of Associated Charities, Newark.

"JUVENILE PROTECTIVE WORK"—MRS. WM. I. THOMAS, Field Secretary Juvenile Court Committee, Chicago.

Discussion—MR. FRANK F. GRAY, Supervisor of Attendance, Montclair; MRS. EMILY E. WILLIAMSON, Probation Officer, Union county, Elizabeth.

"CHARITY ORGANIZATION"—Illustrated by stereopticon—REV. HENRY R. ROSE.

Discussion—MRS. JULIA BALL, Visiting Housekeeper, Bureau of Associated Charities, Newark; REV. HUGH B. MACCAULEY, Pastor Fourth Presbyterian Church, Trenton.

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FRIDAY, FEBRUARY 19, 2 P. M.

*Poor and Alms.*

MRS. EMILY E. WILLIAMSON, *Chairman.*

Report of Chairman.

"ALMSHOUSE MANAGEMENT"—WARDEN JAMES MCKEE, Hudson County Almshouse.

Discussion—

MR. DAVID DUNN, Warden Bridgewater Township Almshouse, Somerville.

WARDEN BENJAMIN F. RORARY, Cumberland County Almshouse, Bridgeton.

MRS. SIMEON COLE, Matron Sussex County Almshouse, Branchville.

WARDEN WILLIAM NUTT, Trenton City Almshouse, Trenton.

WARDEN JOSEPH RIDGEWAY, Gloucester County Almshouse, Clarksboro.

WARDEN HENRY G. HUMMER, Piscataway Township Almshouse, Stelton.

WARDEN ROBERT W. JAGGARD, Camden County Almshouse, Grenloch.

WARDEN G. W. LEIDA, Warren County Almshouse, Oxford.

MRS. MINNIE RICHENBURG, Matron Bloomfield Town House, Bloomfield.

WARDEN WILLIAM B. TURNER, Salem County Almshouse, Woodstown.

(Five minutes each.)

OF CHARITIES AND CORRECTION.

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"THE POORMASTER AND HIS OFFICE"—MR. JOHN J. MULVANEY, Jersey City.

Discussion—

MR. ADAM LIND, Overseer of the Poor, Bloomfield.  
MR. BERTRAND STANLEY, Overseer of the Poor, Little Falls.  
MR. SAMUEL CHAMBERS, Overseer of the Poor, Moorestown.  
MR. JOSEPH BEDLE, Overseer of the Poor, Keyport.  
(Five minutes each.)

"DESERTING HUSBANDS"—MR. WILLIAM A. BALDWIN, Overseer of the Poor, Newark.

Discussion—

MR. ALBERT DEARDON, Overseer of the Poor, Trenton.  
MR. GUSTAV KUNTZ, Overseer of the Poor, Orange.  
MR. H. E. A. HECKLAR, Overseer of the Poor, Palisade Park.  
MR. WILLIAM H. ECKERSON, Overseer of the Poor, Elizabeth.  
MR. ISAAC OLIVER, Overseer of the Poor, Kearney.  
(Five minutes each.)

"VAGRANCY AND THE HOBO"—MR. Orlando F. Lewis, Charity Organization Society, New York.

Discussion—

MR. A. W. McDOUGALL, Secretary of the Charity Organization Society, Newark.  
MR. HENRY L. DeFOREST, Plainfield.

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FRIDAY, FEBRUARY 19, 4:30 P. M.

*Joint Meeting of the Mercer County Medical Society, the Trenton Board of Education, and New Jersey Conference of Charities and Correction.*

Address—"THE PROBLEM OF SOCIAL HYGIENE"—PRINCE A. MORROW, A.M., M.D., President American Society of Sanitary and Moral Prophylaxis, New York City.

Discussion—DR. WILLIAM A. CLARK, Trenton; MR. EBENEZER MACKEY, Supervising Principal of the Trenton Public Schools; REV. A. C. NICKERSON, Plainfield.

8 NEW JERSEY STATE CONFERENCE

FRIDAY, FEBRUARY 19, 8 P. M.

*Preventive Work by the State.*

HON. FRANKLIN MURPHY, *Chairman.*

Address, ..... HON. FRANKLIN MURPHY.

Discussion—MRS. CAROLINE B. ALEXANDER, Hoboken.

“SOURCES OF DEPENDENCY AND CRIME WITH WHICH THE STATE IS PROPERLY CONCERNED AND WHICH HAVE NOT ALREADY BEEN REACHED BY LEGISLATION”—MR. BLEECKER VAN WAGENEN, South Orange.

Discussion—REV. FRANCIS A. FOY, East Nutley; HENRY A. COTTON, M.D., Medical Director State Hospital, Trenton.

“A CRIMES AND DEPENDENCY COMMISSION”—PROF. JOHN D. PRINCE, Speaker of the House of Assembly.

MR. HUGH F. FOX, Plainfield, will close the discussion of this section.

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SATURDAY, FEBRUARY 20, 9:30 A. M.

*Reformatory Education.*

JAMES M. GREEN, Ph.D., LL.D., *Chairman.*

9.30—“EDUCATIONAL CONDITIONS IN OUR REFORMATORIES”—JAMES M. GREEN, Ph.D., LL.D., Principal of the State Normal School at Trenton.

Discussion opened by REV. E. C. GRIFFIN, Acting Chaplain, Rahway Reformatory.

10.45—“PHYSIOLOGICAL AND PATHOLOGICAL CONDITIONS WHICH INFLUENCE MENTAL DEVELOPMENT”—DR. C. WARD CRAMPTON, Director of Physical Training, New York City.

Discussion opened by HENRY H. GODDARD, Ph.D., Director of Research, New Jersey Training School for Feeble Minded Girls and Boys, Vineland.

Discussion continued by DR. GEORGE J. HOLMES, Medical Supervisor, Newark.

OF CHARITIES AND CORRECTION.

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SATURDAY, FEBRUARY 20, 2 P. M.

*Preventive Work by Municipalities.*

HON. CHANDLER W. RIKER, *Chairman.*

Address, .....HON. CHANDLER W. RIKER.

"SOME OF THE PREVENTIVE POSSIBILITIES IN EDUCATION"—MR. JOHN COTTON  
DANA, Librarian Newark Public Library.

Discussion—REV. ADOLPH ROEDER, Orange.

Address—"WHAT THE CITY CAN DO IN PREVENTIVE WORK"—HON. FRANK H.  
SOMMER.

Discussion—MR. J. J. GASCOYNE, Probation Officer, Essex county, and  
MISS PAULA LADDEY, Assistant Probation Officer, Essex county.

Tea given by the Contemporary Club.

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SATURDAY, FEBRUARY 20, 8 P. M.

*Labor's Attitude Toward Charities and Correction.*

MR. CORNELIUS FORD, President N. J. State Federation of Labor, *Chairman.*

"LABOR'S ATTITUDE TOWARD PRISON LABOR, DISCHARGED PRISONERS, INDUSTRIAL  
EDUCATION AND TRADES SCHOOLS IN OUR PUBLIC SCHOOL SYSTEM  
AND REFORMATORIES, PROBATION SYSTEM"—MR. CORNELIUS FORD.

"ANOTHER POINT OF VIEW"—MR. ROYAL MEEKER, Assistant Professor of  
Economics, Princeton University.

"EMPLOYERS' LIABILITY"—MR. HENRY J. GOTTLÖB, Newark.

Discussion—HON. HARRY V. OSBORNE, Senator from Essex.



## New Jersey State Conference of Charities and Correction.

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EIGHTH ANNUAL MEETING, FEBRUARY 18, 19 and 20, 1909.

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The eighth annual meeting of the New Jersey Conference of Charities and Correction was held at Trenton, February 18, 19 and 20, 1909.

### OPENING SESSION.

THURSDAY EVENING, February 18th, 1909.

The meeting was called to order at 8 P. M. by James M. Green, Ph.D., LL.D., Chairman of the Local Committee.

Following the invocation, pronounced by Rt. Rev. Edwin S. Lines, of Newark, Dr. Green spoke as follows:

It is my duty as the presiding officer of our Local Committee to call the eighth meeting of the New Jersey Conference of Charities and Correction to order.

When last spring the President of this Conference, Mrs. F. C. Jacobson, with one of the secretaries, Miss Mary F. Van Leer, called on me and stated that it had been decided to hold the next meeting in Trenton, and asked me to take the local chairmanship, I was prompted to accept, even though my program was already well filled, by two influences: the one, the knowledge of what these ladies had contributed in service to humanity under peculiar circumstances; the other, the importance of the work in which they were then engaged, a work that is pressing for our attention, and will do so increasingly. If anyone is in doubt on this point, he needs but to read the questions that are concerning the English Parliament at this time.

Notwithstanding the great amount of work that has been done in our country in charities and corrections in the past, the dominating characteristics of our activities have been emotion and necessity, but these characteristics must give way to judgment, and the handmaiden of judgment is conference.

If this conference needed any further reassurance of its welcome and appreciation in our city, it would be found in the willing part that has been taken in preparing for this meeting by a committee composed of over seventy-five of our leading men and women, by our Contemporary Club, and the Pi Gamma Epsilon Fraternity. Every one has done everything he has been asked to do.

I now have pleasure in presenting our Mayor, Hon. Walter Madden, who will receive you on the part of our city.

HONORABLE WALTER MADDEN—*Mrs. President, and members of the New Jersey Conference of Charities and Correction, and guests:* In welcoming you to Trenton, and trusting that your stay here may be both profitable and pleasant, I, as Mayor, extend a heartfelt greeting from the inhabitants of this ancient city. You have seen fit to honor us by selecting Trenton as your meeting place, where you will discuss problems affecting the status of defective, dependents and delinquent members of society.

You will find here a municipality that has certain members with which to deal and others that will come with congestion of population, particularly in the local districts occupied by the non-English speaking foreign-born.

Trenton's growth in recent years has been remarkable, and the interesting and valuable discussions and suggestions marking your Conference will be of untold service to us as well as to other parts of New Jersey.

Assembling as you do, in one of the legislative halls of the State House, suggests a strong and intelligent support that should be given every proper plan that may be devised for the good of the helpless.

I assure you that the City of Trenton takes an interest, as keen as it is abiding, in your deliberations. I wish you Godspeed in accomplishing your efforts, a happy visit and a safe journey

home, with the best remembrances of the Trentonians whom I have the honor to represent.

Honorable George B. Wight, Commissioner of Charities and Correction, was next introduced, and responded to the greetings of the Mayor on behalf of the Conference, as follows:

HONORABLE GEORGE B. WIGHT—*Mayor Madden*: On behalf of the Conference of Charities and Correction assembled here in its eighth annual session, I thank you for your kind greeting. As the honored Mayor of the City of Trenton, your words are pleasant to us, and we earnestly hope that in the work and results of this Conference it will be seen that they have not been misapplied.

This State Conference is affiliated with the National Conference of Charities and Correction, and is composed of earnest men and women who are making careful study not only of questions relating to the care and treatment of defectives and criminals, but, as our program will show, of other matters of practical importance to the individual, to society and to the State.

Our ideals concerning the care of the classes named are high, we admit, but we are confident that in time they can be fully realized, and we propose to give our best endeavors to that end. For our encouragement we turn to results already accomplished. There was a time when the insane, guilty of no crime, were chained in cells, exposed to the jeers of the mob, and left to die of neglect. Those who preceded us took these unfortunates from their cruel cages and placed them under proper custodial care in hospitals provided for them, and we have contributed something in our day toward securing for them, and all other classes of defectives, expert alienists, with all the equipments which modern science has devised, that, if possible, they may be restored to home and family.

But in charitable work we are not confined to the insane. We think of the feeble-minded, the epileptic, the consumptive, the blind, the deaf mute, and other classes of afflicted, and to secure for them such official recognition and aid as can properly be extended.

We believe in a better public provision for the needs of childhood. We would have special classes in the public schools for backward children, that any tendency toward mental defect may be promptly arrested and corrected. We ask for suitable playgrounds for small children, to keep them from the streets and evil influences.

We aim to direct attention to the causes of crime and dependency, and to create public sentiment as to proper methods of relief.

In the care and treatment of the wayward and criminal we also hold decided views. We believe that prevention is better than cure, and that the boy and girl inclined to waywardness, perhaps from parental neglect or worse, should be so treated as to be saved from crime if possible. We believe in schools of detention, probation officers, juvenile courts, and all other first measures which promise desired results.

To the treatment of criminals under sentence we have given much thought. The axiom of the Mosaic law, "An eye for an eye, and a tooth for a tooth," we cannot accept as the present measure of duty towards the wrong doer. We do not minify crime, nor apologize for the criminal, but, while demanding his punishment, we contend that the element of revenge should be eliminated from it, and that it be accompanied with every proper measure of inducement to reform, that, if possible, the delinquent may be restored to honest and useful citizenship. We do not forget the family of the criminal, his wife and helpless children, who perhaps are the chief sufferers for his crime; who, when their support, uncertain as it may have been, has been removed, have nothing left but want and distress. We hope for the time when every criminal can be employed at remunerative labor, and his earnings, after deducting what it costs to keep him, shall be applied to the support of his family.

Thus we are moving along all lines of public betterment. All we desire to do cannot be accomplished at once, nor even in our day, perhaps, but we propose to do what we can; accomplish all that is within our power, and to so arouse public sentiment and public sympathy that others, coming after us, may carry forward what we have begun to splendid completion.

Again we thank you, Mr. Mayor, and the good citizens of Trenton, for your generous welcome.

Mrs. Frederick Church Jacobson then took charge of the meeting, and spoke as follows:

**President's Address.**

BY MRS. FREDERICK CHURCH JACOBSON.

It gives me great pleasure to welcome so many here to-night. Your presence argues your interest and bodes good for the future of the State. United action, intelligently directed, means success. Your attendance here indicates that, whatever your creed, you are united in the belief that by bettering your fellows you are fulfilling the deepest needs of your own natures and the deepest needs of your country.

My subject is "Prevention," as it relates to the home and the woman in the home.

Physicians know that to have a healthy community we must prevent, rather than cure, disease. Following this idea, I shall submit to you several propositions which are aimed at the betterment of the youth of our State. Habits formed before the age of twenty largely determine a man's future. If our reforms reach the minds and hearts and bodies of the children and adolescents, we have in a great measure solved the problem of dependency and crime and have saved on the practical side millions of money to the State.

Our views on heredity have too long clouded our vision, and have been an excuse for our failure to face the fact that the environment is continuing the evil conditions which we deplore. True it is that the child is what its ancestors made it, for the ancestor made the home which molds the character of the child. That the iniquities of the father shall be visited upon the children unto the third and fourth generation should be interpreted to mean the moral atmosphere in which he grows rather than the seed from which he springs. The doctrine of heredity, as usually taught, makes it too easy for the individual to excuse his sins and

discourages his efforts to reform. It justifies the man who would continue many of the present social evils for his own gain, and turns the shafts of criticism from him. Optimism can see true light only in the belief that environment plays the greater part for the weal or woe of the individual. Ernest Ziegler, Professor of Pathology in the University of Freiburg, Bresslau, Germany, whose works are accepted text books in the medical colleges of the world, states it as his opinion, and emphasizes the statement by italicizing the sentence, that the transmission of acquired pathological characteristics to an individual has not been established by scientific observation.

The child's only environment during its embryonic life is determined by the physical condition of its mother, and its birth only enlarges this environment to include the home. A mother whose physical condition is below par, whose knowledge will not protect her offspring through the period of parental protection, who cannot procure or prepare the sustenance the child needs, and who prepares, unconsciously, the poison which weakens and destroys the child's character, is not an asset, but a liability to the State.

One of the first essentials, in a civilized community, is a proper living place, a place where, under hygienic surroundings, the parents may rear their young and insure their health. The living place of the poor is too often in the slum, where, many times, they pay more per cubic foot for their housing privilege than you and I do.

The State has created a machine, so far as the tenement house is concerned, to regulate the greed which is acting to give the minimum of sunlight, of clean air, of pure water, which God has created for all, to that human who suffers from the blight of poverty. Five years ago the Tenement House Department began its work. What it has accomplished in the time with its forces is almost incredible. Plans for 4,283 new tenements have been filed, and construction has been supervised to insure compliance with the law. 28,900 original inspections have been made of old tenements, and 3,065 complaints have been investigated and action taken. There is scarcely one of the old buildings on which

the inspectors have reported but shows from two to twelve violations, and the Department is working persistently for the removal of these violations. This, and very much more, has the department accomplished toward the solving of the housing problem.

Much of their work has been retarded by the unwillingness of the owners to expend the money necessary to place the buildings in proper condition. In one case the department was notified by a prominent law firm in Jersey City, counsel for the owner of a tenement house, that tenants objected to having fire escapes placed on the building, because the placing of such fixtures would afford convenient means for thieves to reach their apartments. On investigation the inspectors found that such was really the case, but after the law was complied with and the escapes erected, some of the tenants confided to the inspectors the fact that they had objected at the request of the owners of the building.

In some of the criticisms which have been aimed at the Tenement House Department, fault has been found with the failure to attack the smaller houses in the poorer sections of the large cities. This criticism is unjust, since, under the law, a tenement house is any building, or portion thereof, which is rented, leased, let or hired out to be occupied, or is intended, arranged or designed to be occupied by three or more families, living independently of each other and doing their cooking on the premises, but having a common right in the halls, stairs, yards, privies, or some of them.

This definition of a tenement house affords the grasping owner, unwilling to spend money for necessary repairs and improvements, and careless of the welfare of his tenants and the health of the municipality, a loophole through which he may evade the Tenement House Law. When such an owner finds that compliance with the law is insisted on, he frequently notifies the department, through a lawyer usually, that the building will in future be occupied by two families only. He removes the sink and other fixtures in one apartment, lets the rooms to lodgers, and the evil conditions remain because the house is no longer within the jurisdiction of the department.

It might be said that in such cases it would be the duty of the local authorities to compel the removal of the offenses against common decency and the public health. But it has been the experience of visitors to many of the houses occupied by one or two families (mere shacks in many instances) that they are in even worse condition than the buildings occupied by the larger number of families. As a rule, the local authorities are apathetic or subject to local influences, and nothing is done.

In some of our large cities the need of habitable living places for the poor has become acute. As a consequence rents have jumped to proportions almost prohibitory, and to meet the situation one or two boarders have been added to the already overcrowded homes of the poor.

This problem of housing is so important, not only to "the other half," but to the community at large that I would strongly urge the following:

1st. That a thorough investigation of the whole subject be made by the State under the direction of the Commissioner of Charities and Correction, and that on the report of this investigation the State institute further remedial measures.

2d. That, in the meantime, the number of tenement house inspectors be materially increased. There are now twenty-two inspectors, three of whom are assigned special work. This leaves only nineteen to cover the entire State. There are still, after five years of work, 19,100 old tenements to be inspected and made habitable. At the present rate of progress (about a thousand a month) it will take twenty months longer to make even the first original inspection. How can we expect the Department, with its limited force, to follow up and compel owners to keep the premises in the condition which the law requires? It is a physical impossibility. The State should do everything possible to continue and make more efficient the work so splendidly inaugurated by the Department.

3d. That the State Board of Health be empowered to compel negligent and incompetent local boards to do their duty.

The excuse of the avaricious landlord that his tenants are "only niggers or dirty foreigners" has held sway long enough. I agree with Rev. Louis Shreve Osborne, of Newark, when he

says that "It is sheer nonsense to preach sanitation, cleanliness, ventilation to people herded in sunless, ill-smelling dens, in reeking basements and leaky attics, in comparison with which a sty on a well-ordered farm is a model of comfort, and a cow-stable on a gentleman's summer place a fairy palace.

The State's work of prevention has still another field in which to make better homes, a healthier womanhood and a stronger future generation. It is in bettering the condition of women in the factories.

I am not so visionary as to think that we can at once revolutionize the economic conditions which make it necessary to-day for married women and mothers to join the ranks of the industrial army. But the State can look to it that the wreckage is not too great. It must protect its mothers if it is to grow in strength and power.

According to the Report on Occupations for 1900, issued by the Department of Commerce and Labor in Washington, there were in the State of New Jersey, in addition to the women employed in stores and offices, 62,126 women employed in factories. In other words, 25 per cent. of all employed in manufacturing concerns were women. This number did not include girls under sixteen years of age. Passing by the lamentable fact that New Jersey has no law compelling its shop-keepers to provide seats for its thousand or more saleswomen behind the counters, I would emphasize that which organizations throughout the State have been working for so long, the need for a law limiting the hours of woman's work, and abolishing all night labor for her.

Judge Brewer, in handing down the decision of the Supreme Court of the United States sustaining the right of Oregon to make a law limiting the hours of woman's work, says: "Legislation for the protection of women may be sustained, even when such legislation is not necessary for men, and could not be sustained. \* \* \* The limitations which this statute places on her contractual powers, upon her right to agree with her employer as to the time she shall labor, are not imposed solely for her benefit, but also largely for the benefit of all. \* \* \* The difference (between the sexes) justifies a difference in legislation and upholds

that which is designed to compensate for some of the burdens which rest upon her."

Restriction of the hours of woman's work would, in my opinion, lessen to some extent the demand for women's labor in the industries, and readjust the present artificial condition, which makes the mother a wage-earner.

We have in New Jersey no record of the number of *married* women engaged in work outside of the home. I shall, however, call your attention to the Passaic district where the number of married women has been estimated for separate mills. In one mill, where a thousand women are working twelve hours a day and sixty-six hours a week, the employer estimates one-half the total number as married women and mothers. In another mill of the same city three hundred women are working twelve hours a day and sixty-six hours a week, and here also it is estimated that one-half of the number are married women and mothers. In still another mill, where a night shift is run, 202 women work eleven hours at night for a period of two weeks, consecutively, then alternate for two weeks on day work. Here the accurate proportion of married women is given as two-thirds.

The physiological effect of night work alone has been sufficiently brought before the public mind not to need repeating. The mill referred to which runs a night shift of women gives a 25 per cent. increase in wages for night work, but claims that such an increase in wages is unnecessary, since the married women prefer to work at night that they may be home with their babies during the day.

Many women in factories, the victims of extreme poverty, when about to become mothers, work right up to their period of confinement and return to that work a very short time after. What chance has the child born under these conditions for health, happiness or morality? The mother's long hours of standing and ceaseless toil and poor food have done their worst, and she brings into the world a child handicapped from the beginning. After a few days of existence this precious, God-sent gift, a little child, is given into the care of another child, often not over six or eight years of age, or into the care of an old woman who has outlived her usefulness in every other field.

Even animals are not thus subject to the loss of a mother's care. The kitten and the puppy nestle at the mother's side until they are able to shift for themselves. Is it any wonder that the mortality of the babies of the poor is so great? Is it any wonder that the survivors of such a babyhood are filling our asylums and prisons?

In view of such conditions as these, in addition to shorter hours for women, I would plead for legislation restricting the work of women immediately before and after their confinement, and would urge that all pursuits detrimental to the health of the mother and child be closed to them.

There are now nineteen states in the Union which have embodied in their statutes legislation for the protection of women. Some such legislation as this we must have in New Jersey if we would prevent such conditions as were found in a three-room apartment of a tenement house in one of our cities. Here three children, whose ages were 12 years, 3 years, and 3 months, respectively, were found at home alone at mid-day. It was the coldest day this winter. The twelve-year-old child was able to keep the fire going in the kitchen range, and to feed the baby on condensed milk when it cried, but she explained that "the baby was no trouble, because mamma had given it something to keep it quiet before she went away in the morning." The blue skin and swollen eyelids of the thin, sickly baby corroborated the girl's statement. The three-year-old was lurching on a crust of bread that bore evidence of having come from a garbage can. There was no food in the house and none expected until night. The man of the family was visiting friends in Paterson. The entire home was in a condition of squalor hardly capable of description. Only one other apartment in the whole tenement had an adult day inhabitant.

This is not an uncommon condition in tenements in some of our New Jersey cities. It is true that the majority of children in such homes have only bread and coffee for their breakfast, a penny bun for luncheon, or no luncheon at all, and play in the streets, in the cellars of the tenements or loiter in the dirty halls leading to their homes until the mother's return.

The average wage these mothers receive in the mills above referred to is eight cents an hour, and they must be expert, indeed, if they ever get twelve cents an hour. These munificent wages may sustain life, but they are not sufficient to maintain a decent standard of living. Consequently we must accept the poverty which gives rise to crime and dependency, or put into the field a charity organization whose relief work will be never ending, or attack the evil at its root. The first two of these are barbarous and not to be accepted. How to do the last is the problem? The present method of handling the immigrant question prevents the natural solution, and while we may hope for better things in this respect, I do not know that we may expect them. By the restriction of immigration for a period of time the condition of the American laborer would be relieved by the natural operation of the law of supply and demand. If the unemployed could be prevented from coming to our shores for a time, our economic resources would inevitably reach a period of readjustment so that the wages paid to all class of workers would be in keeping with the decent American standard of living. After giving to our own people the opportunity of providing for themselves an education, employment and a decent home, then, in the spirit of philanthropy, let us relieve the foreign countries of their unfortunates just as rapidly as they can be assimilated by our social and industrial system and forced to our standard of living.

Another problem which the State must solve, if it would relieve the condition of the poor, is the problem of ignorance. It defeats many measures inaugurated for the bettering of our future citizens. The Tenement House Department has frequently found that tenants, when requested to do so by their landlords, protest most vigorously against needed reforms. The tenants also fasten quilts over light inlets, make hiding places for filth, and so cater to their sense of convenience or of sloth, rather than make use of the improvements forced upon them. The most potent instrument for destroying such ignorance is the public school system.

The greatest degree of ignorance to-day is shown respecting the human body and its care, the knowledge of which has been in the past relegated to God, the doctors and charlatans. A proper knowledge of hygiene will do more to destroy superstition and

the monsters that block progress than any one thing which I know. This knowledge should be taught truthfully in the public schools by competent teachers.

The ignorance of parents frequently acts to prevent the improvement of the child. Many children are started on the road to alcoholism, epilepsy and insanity because indolent or busy mothers, ignorant of effects, give their babies paregoric, soothing syrups, gin and other narcotics to keep them quiet while they work or gossip with their neighbors. Disease is spread by ignorance. A physician of my acquaintance, visiting a house where a child was in the peeling stage of scarlet fever, found the mother vigorously sweeping the room. He protested, "My good woman, you must not do that, you scatter the germs." "Ah sure," was her reply, "that's all right, I presses down hard and kills them."

We have established medical inspection of schools in many of our cities. According to the nurse in the Orange schools, only one-third of the recommendations of the medical inspector has been complied with. The Medical Supervisor in Newark tells me that not more than one-third of the recommendations has been complied with in my home city. In those school communities where the recommendations of the doctor are urged upon parents by personal visits of the school nurse (as in Philadelphia), 75 per cent. of the recommendations are followed. It is not poverty, but ignorance, which prevents the full 100 per cent. benefits of the medical suggestions being followed out. We have well equipped clinics, and the physicians in them are only too willing to give their services to those who cannot afford to pay. I ask, has the time not come when the State shall add to its definition of cruelty to children such ignorance on the part of parents, and compel these parents to regard recommendations made for the health and greater efficiency of the citizen to be? Has not the taxpayer a right to demand that the money which he pays be used for the education of children physically and mentally able to receive such education?

One of the most important means of dispelling ignorance is a knowledge of domestic science. Special training in the duties of home making, wifehood and motherhood should be a part of our school curricula throughout the entire State, and should be par-

ticularly emphasized in the night schools of our large cities. If a girl must leave day school at the age of fourteen to help support the family, she should be given an opportunity to learn in the night school those things which will make her a better wife and mother. As it is now, a large number of girls have no conception of the arts of housewifery or the proper care of children. They have been brought up in slovenly homes, fed on badly cooked food, and worn the cheapest kind of flimsy, shop-made clothes. Many have pulled from the loaf like the dog, and the only cups they know are the old condensed milk cans made smooth about the edge. This, again, not so much because of poverty, but because the mother is ignorant, shiftless, or too exhausted with the conflict to care. They have been pushed out into the working world at the most critical time of a girl's life. Their days are spent in the shop and their nights in the streets, or in harmful resorts. At the age of seventeen or eighteen many of them marry mere boys, who can hardly support themselves, much less wives.

Most of these girls when they marry mean to make their husbands happy, and are willing and anxious to assume their share of the burdens of life in order to get the little home they had dreamed about. But, alas! they do not know how. They do not know how to spend the small wage to advantage, and they know nothing of the care and control of the little one who soon comes to add to their problem. They are altogether unequipped for the duties they have assumed. The result is that they make a home which is no better than the one they came from. Frequently the husband becomes discouraged and finds more comfort in the "Poor Man's Club" and alcohol supplies the deficiencies of poor food badly cooked.

This year the city of Newark, a pioneer in the matter of industrial training at night, has an average attendance of twenty-seven hundred women in its industrial night classes. The course began in October and consists of classes in sewing, millinery, cooking, domestic sanitation, hygiene and physiology, and home nursing, including the care and feeding of infants. The women require no urging to attend. The classes are full, 150 girls in one school crowding for admission into the sewing class. If

practical home training will make even a portion of our women better wives and mothers, let us have it.

I am a great believer, not only in practical industrial education, but in the use of the public schools as the social centres for those who have limited or no facilities at home for healthy, social intercourse. To my mind one of the most prolific sources of waywardness and prostitution among young women is the overcrowded condition of the home. Among the many overcrowded homes I know of is one of two rooms. The mother, father and infant occupy the small bedroom immediately adjoining the living room. The children, six in number, sleep on the floor of this room at night. What is there in such a home for the pretty, fifteen-year-old daughter? She works all day, and, working, gets a wage and the independence it brings. Is it any wonder that the parents lose control, if they ever had any, and that the girl makes her meeting place the street, to become the prey of the unscrupulous and wicked? We must make the school building work nights as well as days, and three hundred and sixty-five days in the year, and we must make it attractive enough, not only for those who want to work but for those who want healthful, innocent recreation as well. In this way we may rob the objectionable resorts of their hundreds of victims. The school fund is too large an investment to remain idle any part of the time. We have demonstrated in Newark that the girls will avail themselves of industrial courses in the night school, and that they are not only willing but anxious to come to school, not only for the knowledge acquired but for the social intercourse the classes afford.

I propose still further the introduction of apparatus for enforcing cleanliness in the schools of congested districts. The condition of the bodies of some of our school children is almost incredible, except to us who have seen it. Some of the foreign children are literally sewed up for the winter, the only change being a change of the outer garment. In one of our schools a teacher sent a child home to be bathed because she was offensive to sight and smell. She was at once returned, accompanied by an older sister with the message, "My mother says 'Does Tessa come to school to be teached or to be smelled?'" I forbear fur-

the loathsome details, which our cultivated women teachers are compelled to encounter daily, and only remind you that perhaps your child must sit very near the little offender.

There is no more potent truth than that there is a close relationship between dirt and immorality. If the children are not taught cleanliness at home, they must learn it at school. We are putting in shower baths in one of our public schools attended by a large foreign element. Our Board of Education is introducing them in the belief that they are thereby preserving not only the health of the community but the morals as well. In Jersey City, in one of the new schools being built in a densely populated section of the city, they are introducing shower baths, and expect to open them to the public during specified hours. In this same school they are putting in a day nursery, not for philanthropic reasons but that the children of the poor may obey the compulsory school law, and that the babies may be taken care of while they are thus engaged.

My plea then is for that which makes for a better citizenship, a nobler womanhood, and the right of all to know what John Howard Payne meant when he sang

"Mid pleasures and palaces  
Though we may roam,  
Be it ever so humble,  
There is no place like home."

The President then introduced Governor John Franklin Fort:

GOVERNOR FORT—At my request the order of the programme was changed. I desired to hear Mrs. Jacobson's address before I said anything myself. I am supremely delighted that that course was taken, and I want to say to this society to-night that if you will order a reasonable number of copies of that address printed at once for the use of the Legislature, I will see that the bill therefor is paid.

It is a real pleasure to stand in the presence of a body of representative men and women who are interested, not for themselves, but for others. Most of us are willing to work in this world when the working brings some good to ourselves, irre-

spective of whether it brings any good to anyone else or not. But this society has stood in New Jersey since its organization for the uplift of those who were unable practically to uplift themselves, without regard to what benefits might come to you as individuals.

I congratulate you on the splendid work which you have done in the past. If you will go over your roll of honor in the years in which you have been in this State busy working, you will find that the parole system in the prisons has been largely helped and pushed by you; that the probation system was practically started by you with the assistance of a few outsiders; the juvenile courts in the State have been put upon their feet and practically created through your efforts; the abolition of the stripes in the State Prison was largely due to what you had done and advocated. The better sanitation in the State; the better health laws have been greatly promoted by what this association has done. Even civil service has had your support and encouragement until it has been adopted. (Applause.) Medical provision in the schools, which has just been suggested by your president, and which is now just beginning to come, has been largely promoted by you. I think now people are taking hold of it earnestly, and the problem will soon be solved in favor of it, and it means much to the youth who attend the schools.

The tenement house inspection you helped to attain, and one of the reasons I desire that speech of the president printed, is that it may speedily get into the hands of the present Legislature in order that they may see what the Tenement House Commission in New Jersey is doing, and has done, before they abolish it at this session of the Legislature. That proposition is pending and very likely to be carried out by the present Legislature. If it is a proper matter for the State, then the members of the Legislature should be made acquainted with that fact, and the statements in this address will help them to solve this problem, which they are considering, as I know, very seriously in committees that are now at work in this State on proposed legislation.

For myself, I know what it has done in New Jersey. I should be glad to see it extended, strengthened and encouraged, and the

men who are now in the work they are doing along tenement house lines encouraged.

The child labor problem is with us, and it will always be with us, because it seems that men in this world care less for humanity than they do for money. Money is the root of all evil, and it is gain that comes from the innocent little one, because their labor can be employed cheaply, that causes men to employ them both night and day, when they should be at school or at home and in bed. And then, lastly, you have been helping everybody in this State who has been unable to help him or herself.

Our charities in New Jersey are extensive. We have splendid institutions. We are spending large sums of money on State charities. The two insane hospitals of New Jersey last year cost \$740,000. The county asylums cost us \$245,000; the blind and feeble-minded institutions, \$122,000; Village of Epileptics at Skillman, \$122,000. In some of these cases buildings were built. The Tuberculosis Sanitorium, at Glen Gardner, cost \$71,000; New Jersey School for the Deaf, \$40,000; the Home for Feeble Minded Women, at Vineland, \$7,000; the State Board of Children's Guardians, \$8,000; practically in round figures these items will total \$1,360,000.

We do not spend any money in New Jersey to any better advantage than we spend that \$1,360,000. (Applause.)

The care of dependents and defectives; the care of those who are afflicted in the way of insanity, and the others whom I have mentioned as afflicted, has become in our times a subject which meets with the attention and approval of the people. As was said in one of the addresses just made, in the olden time, in the days gone by, they cared very little for them. One of the Vice-Chancellors said to me the other day, rather in criticism of the expense which New Jersey incurs in saving others, "in the old time they were not sent to institutions; the family had to care for them; put them in the garret by themselves, or somewhere else, and look after them." That was true in those days, but it is not true now; those days have gone by, and the people do care for those who are unable to care for themselves. (Applause.) I do not mean to say this Vice-Chancellor did not approve of our

present institutions, but only made the suggestion when we were talking on State finances, and you know State finances just now is a live topic for Governor, Legislature and Vice-Chancellors. (Laughter.)

Our State Prison, without considering the amount we receive from it for labor, etc., last year cost \$256,000; Rahway Reformatory, \$294,000; Home for Boys, \$93,000; Girls' Home, \$60,000; making a total cost of our correctional institutions of \$700,000. Practically, as you will see, \$2,060,000 was given last year for the penal and charitable institutions of the State of New Jersey. I do not propose for one minute to question the way in which it has been spent. The institutions needs are many. They are managed by boards who do not receive any compensation, and they are plain, practical business people, simply serving the State because they feel it their duty to serve the State and to care for those who are unable to care for themselves, or the ones the State is required to care for in our penal institutions to protect society from degradation.

I am rather proud of New Jersey in this line. I have no criticism to make and only praise to give. We are growing. In fact, we are a large State, except territorially speaking, and as I recall it we are the thirteenth State in population in the Union; we are the sixth in the aggregate of wealth, and in the number and variety of our industries and the per capita of our labor we are the second State in the Union. (Applause.) Therefore, we have a right to be proud of New Jersey, and there is nothing more to be proud of than our splendid record in the care for the dependent and in the confinement and treatment of the criminal, in our institutions. But we need more. To-day there is knocking at the doors of the Legislature of this State applications for institutions that should be built. Personally, I have satisfied myself, the times I have visited the various institutions of the State and the investigations I have been able to make, that we need more room and more buildings for the care of our dependents.

First, we need to take the criminal convict insane out of the insane institution of this State. There are 189 criminal convict

insane in the two hospitals of this State to-night. They are very turbulent sometimes, and one day when I visited one of these institutions because of the mere fact that I came with the officer and stood near the door, there was a tremendous outbreak on the part of one of the convict insane, and it occurs in other cases as well as mine. What effect do you suppose that condition has upon the nervous system of other persons who are confined there? But more than that, our hospitals for the insane were not built for the purpose of confining criminals in them, and we must have an institution, as soon as possible, for the confinement of the criminal insane by themselves so that they can be cared for. They are more dangerous than sane criminals, and you never know what they may do. Go to Morris Plains and see the exhibit on the wall, and see the records there of what they have tried to do—destroy the guards, and escape, and then you will see how dangerous the convict and criminal insane are in these institutions. They should be confined more strongly than the sane criminal.

Then we need one of two things: an enlarged State Prison, or immediately we should have built in New Jersey a Woman's Reformatory. For myself, I believe in the latter proposition. There should be built in New Jersey a reformatory for the women criminals, where they may be confined by themselves; if not, then anyone who has any knowledge of the condition in the State Prison, knows that it is absolutely necessary to have more room down there. If we had a women's reformatory it would not be a year before we would need more room in the prison.

These two institutions suggested would cost \$100,000 each. The Jamesburg Institution for Boys is so full that a new cottage should be built for them; this would cost \$40,000. We need a building there to teach the boys industrial education, so that when they leave the institution they will know something and be of some use to others in the world—some trade that they could follow. We need these for the boys at the Rahway Reformatory, and it can be done, with proper appliances, for less than \$40,000.

We need in New Jersey a lot of tuberculosis shacks all over this State to care for the patients in the advanced stage of this

disease, where they can be cared for in a proper way. \$100,000 should be devoted to that, and that right speedily.

I have not mentioned the blind institution. The report sent to the Legislature the other night by the intelligent, thoughtful commission that investigated the subject of the blind, showed that we have over 2,000 blind in our State. We have just a few of them being cared for in other schools outside of the State, at a cost of \$13,000. The problem of caring for our blind will have to be met. I want to say that Dr. Dunlap states that she is ready to take some of them down in her institution, as she has some room for them, and I am going to see what can be done in that direction.

The Legislature during the present week refused an institution for the care of inebriates; the bill was lost by sixteen votes; just half voted for it; you will have to have the other sixteen votes to get such an institution. I have thought that that institution, when built, could be made self supporting; provided you had the power to enforce committals to it. A private inebriate institution cannot compel, but a public institution, under public control, could be managed differently by law. I apprehend that people would be very glad in many cases for the confinement in that institution for a reasonable time, of many to perfect a cure, if possible, of this terrible thing that comes to man, not often to women—the drink habit. That institution would probably cost the State but very little, if it were established in the State.

The increase of the insane in our institutions has been remarkable. In our Morris Plains Hospital there are 1,900 of them—hundreds more than the institution was originally planned for, and more of them at the Trenton Hospital than was originally planned for. Either of these institutions will have to be enlarged, or we must take up some of the suggestions of the President of this Society to-night, and stop the beginning of the insanity and the creation of it. (Applause.) Probably that is the better way, and the State had better spend its money to prevent rather than spend so much to cure. (Applause.)

I have spoken longer than I expected. All these suggestions, I suppose, for new buildings and additional improvements must

be put aside. With the State Treasury full to overflowing, with more money than the State would need, we have to stand back and say, "touch it not; it is holy." Charities cannot have it; nobody can have it; it belongs to one thing, and one thing only, the schools. I am for the schools as strong as any man, but I am for the charities of the State and for the building of the institutions of the State, the charitable and penal institutions. I want this fund to be a State fund very much, and I want it for every interest in New Jersey, and I want every interest in the State of New Jersey to be protected and promoted. (Applause.)

If to-day the Act of 1906 were repealed which sets aside two and a half million dollars—no one questions the good purpose to which it goes, this Legislature could run the State government and give you every one of the appropriations I suggest to the full limit and appropriate \$1,600,000 to the public schools of New Jersey, in addition to the \$5,200,000 which comes from direct tax. That is to say, the State could send \$7,000,000 down to the schools, which is \$4,000,000 more than it did prior to 1905, and still have abundance of money for charitable institutions of the State, and build the new wings which I have suggested.

I want to say New Jersey is prosperous along all lines. The people of New Jersey are ready to support the public schools and charities of the State, and I want to say now I am for everything that will build up the State in all lines and in all directions.

If I can help you in any way, as the Governor of the State for the time being, along the suggestions that have been made in the admirable paper of your President, you may call upon me, and I will be very glad to serve you. (Applause.)

In the absence of Hon. Robert Watchorn, Commissioner of Immigration, the Rev. Leander Trowbridge Chamberlain, D.D., Vice-President of the American Civic Federation of the Immigration Department, addressed the Conference on

**"The Relation of Immigration to Dependency and Crime."**

Dr. Chamberlain first pointed out that the popular idea as to the amount of foreigners added to the population of this country

each year was far in excess of the facts. Taking the census returns of 3,687,000 persons entering the United States between 1890-1900, and deducting the number of people who were counted twice as they had returned home and entered the country again, and the number of deaths, and the number of returns to the old country, there were only in reality 1,090,000 foreigners added to our population in that time. The average immigration to the United States from eastern, southern and southeastern Europe, which is 75 per cent. of our total immigration, was about 100,000 in 1900 in a population of 70,000,000 less than in any decade since 1840. Regarding illiteracy among the non-English speaking foreign born, the percentage is 28, but of their children the percentage is 1.6 as against 5.6 of native American stock of two generations. Dr. Chamberlain discussed the belief which is current that the foreign born centralized in the large cities, and showed that 86 per cent. of the immigrants were distributed in the States of New York, Pennsylvania, Massachusetts, New Jersey, Illinois and Ohio. It is said by some, remarked the speaker that this country would be better off without the immigrant, yet if all the immigrants should leave, the country would be deprived of 14 per cent. of its population, while two-thirds of our miners, quarrymen, section hands and house servants would be missing. New York's population would be reduced, for instance, by 800,000. The relation of the immigrant to dependency and crime may be shown from the fact that the general government refuses to admit epileptics, insane, idiots, feeble minded, those afflicted with loathsome disease, paupers, beggars, convicts, polygamists, anarchists and prostitutes. To show that the belief that America is the dumping ground of Europe for her criminals is erroneous it is only necessary to point out that the reason so many criminals are apprehended on their arrival in this country is because the European police transmit descriptions of convicts that they may be so apprehended. When we argue that there is a larger percentage of foreigners in our hospitals and jails than there should be according to their proportion to our population, it must be recalled that 60 per cent. of all immigrants are males between 15 and 45, mainly laborers engaged in dangerous occupations. They are unaccustomed to

our methods of life, customs, habits and modes of thought, and the so-called criminal charges are largely the result of ignorance concerning our laws, particularly city ordinances, and an inability to understand personal liberty after years of restraint. The speaker recommended legislation that any immigrant who should commit a felony, crime or misdemeanor involving moral turpitude within three years after landing should be deported at the expense of the steamship company bringing him here. He pointed out the fact that now if an immigrant was refused permission to land, it was only necessary for him to enroll himself as a member of the ship crew, and to come ashore on shore leave or some such subterfuge, and he therefore recommended the examining of all ships crews to prevent fraudulent entrance.

A rising vote of thanks was tendered Dr. Chamberlain for his most interesting speech. Bishop McFaul then pronounced the benediction.

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### FIRST GENERAL SESSION.

#### Preventive Work by Organized Charity.

FRIDAY MORNING, February 19th, 1909.

The meeting was called to order by the President at 9:15 A. M.

THE PRESIDENT—It is with great pleasure I turn over this meeting to the Chairman, Rev. Henry R. Rose, of Newark.

Mr. Rose introduced Mrs. Helene Ingram, Superintendent of Relief New York Association for Improving the Condition of the Poor, who addressed the meeting on

#### School for Mothers.

This may be called the day of educational philanthropy. We have long had the philanthropy of emotion and sentiment, the philanthropy of correction and discipline, of scientific study for the treatment and cure of all the ills, physical and otherwise, that attack human beings. But the keynote of the present and most progressive philanthropy is the keynote of this conference—pre-

vention—and prevention means education, instruction, preparation, knowledge.

We have the great movements for the prevention of tuberculosis, the prevention to be effected only by instruction, definite knowledge about the disease and its causes, and the ways to keep strong and healthy.

We have the great movements against intemperance, lectures and sermons and pamphlets full of instruction for the cure of drunkenness and for safe-guarding our young men and women from this evil.

We have the movements against the sale and use of impure milk.

But more important than any of these, because it begins at the beginning and embraces all the others, is the education of the mother in the care of the infant. This education should begin before the child's birth and should insure the birth of a normal healthy child, the sensible care of the infant from its first breath, its normal healthy development, physically, mentally and morally, and a later life healthy and useful.

We see, of course, the evidences of neglect, improper nourishment and ignorance among children of all classes, among the children of the prosperous as well as among the children of the poor. But the reasons are obvious for our School for Mothers being at present a school for *poor* mothers. The well-to-do have within their own reach more facilities than the poor for the study and practice of right methods in the care of their children, and as social workers, we come so closely in touch with the poor as their helpers and friends, that it is an easy step to become their advisers and instructors.

I am asked to tell you briefly of the various departments of the School for Mothers, as planned and carried out by the New York Association for Improving the Condition of the Poor. Not a school *building* or *room*, you know, but a school whose class-rooms are most often the tenement homes of our poor mothers, whose teachers are the nurses and visitors and housewives of the Association, and whose pupils are those who will be, or already are the mothers of our new babies.

To begin with the earliest instruction—the primary department of the mothers' school—our relief visitors entering daily three or four hundred homes of poor families, find among them many homes in which little strangers are expected within the next few months. The names and addresses of these families are given promptly to the trained nurses of the various districts, nurses whose whole time is devoted to the cases of mothers and babies. The nurse first talks with the mother about her own present case, her proper nourishment and clothing and exercise, and when she finds that poverty forbids the provision of necessary food or comfort, the nurse is able to provide these and continue the help while it is needed. Occasional visits are made in the home, and proper arrangements made with a maternity hospital to send a free doctor and nurse at the time of the illness, unless the mother is willing to enter the hospital or has a private doctor of her own. The services of midwives is discouraged, of course, not always an easy thing to do in a population as foreign as the poor of New York, but our nurses find that the patient, repeated explanation and instruction will accomplish the most wonderful results, even among the very ignorant.

Statistics are useful in showing what can be accomplished by nurses' educational work among mothers. The result of a year's visiting by three nurses to maternity cases in their own homes gives us a very significant statement regarding infant mortality. This work differs from all other visiting nurses' work in three particulars:

- (1) Mothers are visited *before* as well as *after* confinement, and, if possible, for several months before.
- (2) Mothers are taught how to care for themselves before and after their illness.
- (3) Mothers are taught the proper care of their babies.

For the year September 1st, 1907, to September 1st, 1908, the infant death rate of Greater New York was 12.8 per cent.—lower than that of most of our large cities. Among the 321 cases in charge of our three nurses during the same year the death rate was 9.6 per cent., and in those 193 cases where the nurses visited and gave instruction before the birth of the baby the death rate was 4.7 per cent.

Maternity hospitals could perhaps do more of this important educational work. Even during the customary ten days or two weeks at the hospital the mother might learn to properly bathe and dress the baby, and might have several lessons in the importance of regular feeding, the value of water as a drink, and the importance of ventilation and cleanliness.

In March, 1907, the Association established, through the gift of Mr. George Schrader, a convalescent home for mothers in one of the pleasantest suburbs of New York. This home—Caroline Rest—receives the mothers and infants from our tenement homes or from maternity hospitals. It provides the bracing fresh air and good nourishing food that soon restores health and strength, and, more important still, it is a country School for Mothers. Many stay for several weeks—even months; many take two or three little toddlers with them as well as the new baby, because the “old babies” cannot be left at home, and all receive constant practical instruction in the care of the children. We find that even the mothers who have had several children are often ignorant of the very simplest rules that govern the health and well-being of the child. We have all heard of the mother who said: “You can’t teach me anything about taking care of babies. Haven’t I had seven and buried them all?”

Returning from Caroline Rest, the mother and baby are visited regularly in their home by the nurse, who does not leave the case until the baby is having good, sensible care and the mother realizes how much depends upon her own observance of the instructions given.

Other special workers beside the nurse take part in the instruction and improvement. The nurse may find that the home is too poor and lacking in comfort to make possible the proper care of children. The relief visitor is ready with the regular supply of food, milk, coal, clothing, bedding. If the mother has not learned to sew, there is a sewing teacher to visit and give her home lessons in plain, neat sewing and the making of the simple suitable garments for her family. If she has not learned to cook, the visiting cooking teacher takes her under her special charge. The work of this teacher of cooking, a trained dietitian and domestic science graduate, shows some of our best results. Her

instruction is often given in homes where the income is sufficient, but where unskillful management results in the under-nourishment of the children and parents. The lessons include advice about marketing, the best and most economical food purchases, the proper variety of food, its preparation and its wholesome cooking. In families thus taught we have seen the children grow stronger and stouter, and the mothers lose the half-starved look that many tenement mothers wear. The lessons are repeated and continued often for many weeks. Sometimes a "*little* mother" in the family is the one who has the lessons, in a home where the real mother is dead, or where she must go out and be the breadwinner, leaving the younger children to the care of the big sister. Such girls are generally eager for the instruction and take great pride in the newly-acquired knowledge. In these lessons, as in the nurse's instruction, we believe we have better results from the lessons given in the homes, among their own surroundings and with their own utensils and conveniences, than from group lessons given to classes gathered in a class-room or school-kitchen, where the equipment, however simple, must be different from that of the various homes.

The visiting housewife or cleaner is another special instructor in the work of educating the mothers. Many a sick mother has watched from her bed the quiet, methodical cleaning up of her untidy rooms, and has learned the best and simplest ways of doing the daily tasks. Many an ignorant mother, young and older, has learned from our visiting cleaner for the first time how much pleasure the regular daily work may give if properly done, how attractive the poorest rooms can be made by cleanliness and order, and how much happier husband and children can be made by the introduction of system and orderliness into the daily routine of household duties.

Next I must speak of the Milk Stations established within the past year by the New York Milk Committee of the Association. Each station—we have seven at present—is in charge of a trained nurse, and each baby whose milk is obtained at the station is fed according to a physician's formula made for that particular baby. The physicians give their services free, and hold meetings, called "consultations," with the mothers about the care and feeding of

the babies. Each baby must be brought to the "consultation" once a week, to be weighed and examined, and a careful chart is kept for each child showing its weight and condition during the whole period of receiving the milk. Charts are kept up to two years of age, and the feeding formula is changed or modified as the child's condition shows such necessity. About 600 babies are now being furnished with milk at the seven stations, and a study of the charts shows that 82 per cent. are steadily improving, 14 per cent. are scored as stationary, only 4 per cent. showing even a slight falling off.

Baby Helen was brought to the Milk Station nurse last June, when she was ten weeks old and weighed five pounds. Her general condition was scored "poor," but with her first feeding of the pure, specially prepared milk she seemed to begin to improve. The mother, realizing her own inexperience, gladly followed instructions, brought Helen faithfully to the "consultations," fed her at regular hours and in prescribed quantities, and at the end of 36 weeks, notwithstanding a sudden attack of illness, which necessitated seven weeks stay in a hospital during this period, the baby had gained 9 pounds 9 ounces, and her chart scored her general condition "excellent."

May I add one or two concrete examples, out of many hundreds, of the other departments of the educational work among mothers?

The B— family, parents and three little children, became known to us because the father's hand had been injured in an accident, he could not work, his wages ceased, and the small amount earned by his wife's laundry work could not meet all the expenses. Our Visitor found an uncomfortable, untidy, dirty home of three rooms, three neglected looking little children, and a mother who seemed full of good intentions, but without the knowledge or ability to carry them out for the comfort of her family. To supplement the income until Mr. B—'s hand was better and his work resumed was easy. To leave the standard of that home-life a little higher than we found it was a harder and longer task. The visiting housewife patiently cleaned and scrubbed and cleaned and scrubbed again, sometimes in the mother's absence, sometimes with the mother's help. Gradually

it appeared that our housewife's cleanings-up lasted longer, gradually it dawned upon Mrs. B— that her three children were sweet and pretty when they were clean and neat, oftener Mr. B— smiled a smile of satisfaction when he came home at night and opened the door upon the clean, orderly room and the ready supper-table. Just the most practical, commonplace lessons these—how to sweep the corners, how to keep the fire in and the stove polished; how to quickly wipe off windows and other smooth surfaces, how to use soap and soda and water and rags, how to keep children's heads clean, how to do the homely home-keeping day by day in the simplest efficient way.

Another mother, Mrs. D—, looked with envy at the little dresses and coats and aprons of her neighbor's children, for she had three small daughters of her own, and had never learned to sew. Her husband, by hard work, could earn enough to provide for his family, but not enough to buy three little girls every garment ready-made that little girls need. The sewing teacher on her very first visit to the home found an encouraging pupil. A clean apron, well-washed hands and intense interest ready on the pupil's side, and a thimble, smooth needles and sharp scissors from the teacher's bag combined to put a good hour's work on the first little garment that a mother of three children had ever really made. Very few lessons sufficed here to make a good needle-woman and a careful mender; some supplementary lessons taught the mother to plan the re-making of partly worn clothing given by a better-off relative into suitable garments for her children, and even when her husband's work reached its "slack" time, to earn a little money herself by sewing for other people.

The teacher of cooking records many cases like the following:

A school principal asked our interest in Mary C—, a girl attending her school, and apparently an underfed child. Our cooking teacher found that the mother was spending from \$1.00 to \$1.25 a day for the meals of the family without securing adequate nourishment. The amount expended was large enough to properly feed the family of parents and two children, but all looked anaemic and underfed. The first lessons were lessons in the management of money, in the inspection of the market to

ascertain what articles were plentiful and cheap, in the simpler rules providing for proper variety in the foods chosen; then, the marketing accomplished, began the lessons in the preparation and the cooking of food. Each day's lesson formed the basis of a simple menu, and at the end of the course of fifteen lessons the mother had a varied collection of these menus and the knowledge of the proper ways to prepare them; every member of the family showed improvement in general condition, and began to take on a well-fed look, and Mary's teacher said that it no longer seemed a wearisome task for the little girl to keep up with the general standing and work of her class.

Finally, as I began, let me emphasize the importance of the educational work among the mothers of *new* babies. A Caroline Rest nurse was asked to call upon Mrs. M—, whose baby was a few weeks old. The mother had not regained her strength, and seemed to be losing ground daily. It was planned at once to send her to Caroline Rest, but one of the older children (there were two others to go with the mother and baby) was suffering from eye trouble, so the family had to wait until the eyes were in good condition. During this period of waiting the nurse called frequently, and gave simple directions to the mother in the care of the baby and herself. She had begun to improve before she went to Caroline Rest, and four weeks there added 18 pounds to her weight and sent the three children home in splendid condition. The instruction given to the mother is being faithfully followed by her now that she is at home; the children are regularly and sensibly fed; they are kept in the fresh open air whenever possible; they sleep at regular hours in proper beds; the small rooms are ventilated and healthy, and the mother herself is an example of a clean, fresh, wholesome, healthy woman.

Much time, thought and study have been given to the subject of infant mortality, to the prevention of disease and death among children and to the well-being of the homes and families of the poor. The first step towards the welfare of the home and the family is to keep the mother well, the best and surest way to have the children born healthy and to keep them well and strong is to educate the mothers.

### Discussion.

HENRY L. COIT, M.D., Physician-in-Chief Babies' Hospital, Newark—The relief work in this country among mothers and infants of the poor had its origin in New York City; New Jersey, by work done in Newark, is New York's older sister. The extension to many other cities has been brought about through a duplication of these plans elsewhere.

The origin of the idea of instructing mothers in infant hygiene should be credited to Dr. Budim, in Paris, in connection with a maternity hospital in 1890. This was by consultations for nursing mothers. Two years later Dr. Variot, also in Paris, established a dispensary for distributing artificial milk to infants of mothers who were unable to nurse them. In 1904 Fé champ Dr. Defour started his Goutte de Lait, and thus this wonderful agency for reducing infant mortality had its beginning.

The earliest work of this kind in this country must be credited to Dr. Henry Koplik, who opened a milk dispensary in New York very soon after its establishment in Paris. It is now a world-wide movement.

In Brussels two years ago I reported the work done in this country as the messenger to the Second International Congress for the Protection of Infant Life. There I found six hundred physicians, counselors and social workers from every civilized country in the world, who were in perfect accord and with a single humanitarian spirit, organized to perfect and extend these agencies.

Following Mrs. Ingram's admirable address I will say that maternal instinct is the soul of motherhood, and expresses itself in every phase of the infant's life. It is poetic and beautiful, but it has come to pass in the vicissitudes of civilized life that the once natural life of motherhood has become artificial, and very much of what was formerly intuitive knowledge in the mother is now generally expressed in solicitude, apprehension and fear; with no capacity whatever for self-help, and no intellectual resources to protect her child.

It becomes our duty, then, if we would save the lives of the young of our race, to study infancy and childhood, with refer-

ence to their power to live, the effects of sickness upon their life and the causes of death among them, and disseminate this knowledge without the thought of reward to the mothers, the guardians and the caretakers of all little children.

This cannot be accomplished by simply giving alms; we must give ourselves, our money, our knowledge, our time and our sympathy in a spirit that fulfills the law of sacrifice. This is expressed by Lowell in his "Vision of Sir Launfel," "Not what we give, but what we share; for the gift without the giver is bare."

To summarize this work of instruction and relief among mothers and their infants let me suggest three lines of activity:

*First*—The distribution of printed matter bearing simple instructions on (a) the value of maternal nursing, (b) the care of milk, (c) domestic cleanliness, (d) proper management and care of the infant.

*Second*—Engage the services of visiting nurses in the home to carry to the mother encouragement, sympathy and to give her practical demonstration of proper hygiene and instruction in feeding.

*Third*—The distribution of artificial food intended for infants. (a) Suitable for the individual infant; MODIFIED (b) so that it will keep without spoiling; REFRIGERATED (c) so that no infectious disease will be conveyed; officially CERTIFIED by a medical milk commission to guarantee its safety.

ARTHUR W. McDOUGALL, Superintendent Bureau of Associated Charities, Newark—The general impression one gets from hearing Mrs. Ingram is that clean-cut, practical work is being done in New York City. The paper is not a discussion of doctrines or principles, nor is it in the line of self-congratulation upon the accomplishments of a charitable society. It is a direct and simple description of an effective and business-like work that is going on. The Association for Improving the Condition of the Poor of New York represents expert, professional philanthropy with the sentimental and dilettante part left out. It is in contrast to a good deal of our charity which is ineffective, is lacking in seriousness and bears the mark of the amateur. It is

an immense satisfaction to know of a charitable society that is adequately equipped; that has a sufficient working force of trained people; that takes up its tasks in a practical, thorough-going way, organizes its means for the accomplishment of the desired ends, and then carries the matter through to a successful conclusion. It is a pleasure to note all this of the New York A. I. C. P., for it is an inspiration to other charitable societies to work for the same sort of adequate equipment and adequate means with which to accomplish their purposes. The trend of our charity is to become more and more practical and workmanlike. We have talked of prevention for many years. As a matter of fact, however, few of our cities expend any appreciable amount of money, brains or time upon it in a practical way.

Take, for example, the charities of a great city like Newark. Examine their budgets of expense, with regard to the amount devoted to prevention. What is the showing? The total expenditure for one year is in round numbers \$500,000. Of this amount \$284,000 is expended upon hospitals, including nine general hospitals, two special, a Home for Crippled Children and the Home for Incurables. The expenditure for Homes for the Aged is \$67,391; on institutions for children, \$92,000; on institutions for wayward girls and for religious work for homeless men, about \$10,000. Add to this the cost of four societies doing general relief work—\$25,000—and we have a total of \$479,364. This sum may be said to represent almost entirely the charity of *alleviation*. Certain minor phases of the work of some of the societies included may be considered preventive, but this is not sufficient to affect appreciably the conclusion that there is left less than \$25,000 spent in Newark for definitely preventive charity. This preventive charity includes the work of the Visiting and Instructing Nurses' Association, of the Joint Committee on the Better Care and Feeding of Infants, including the work of the Milk Dispensary of the Babies' Hospital, the work of the various departments of the Bureau of Associated Charities, the work of the Children's Bureau, in part, and of the Children's Aid Societies to a degree. The work of the Board of Health is to be included in so far as its activities are preventive. The medical inspection of the children in the public schools by the Board

of Health and the Board of Education is to be included in preventive work. The admirable work of the State Department of Tenement House Supervision would be included, but it is a State, not a municipal activity.

It is evident that but a very small part as yet of the charitable activities of the city are directed to distinctly preventive work.

The Newark Bureau of Associated Charities spends five or six hundred dollars a year on its Provident Savings Fund work, which is distinctly educational and preventive. Through its Visiting Housekeeper it has done a certain amount in the way of education and prevention. Its Friendly Visitor Conference is standing for prevention and education. Its work of investigation and the constructive and instructive work of its paid agent is preventive. These efforts as yet lack in completeness, however, and are only the beginning.

It is interesting to note that Mrs. Ingram's society, while dispensing relief, has recognized logically the necessity of carrying along with the relief a system of instruction which will make the relief work more telling, and will turn what to the ordinary relief society is simply the temporary relief of distress into a means of changing the whole method of living of the family. We know from experience that a large part of the sickness among the children of poor mothers is due to utter ignorance of the simplest principles of infant hygiene and of proper care of children. This is not strange, for what opportunity has the girl in the poor home of the tenement house section to learn the duties of a mother. We have not yet provided any adequate social method.

Two or three points are especially interesting in Mrs. Ingram's description of the work.

1. The work with the mother is begun *before* the child's birth, an effort being made to insure the birth of a healthy, normal child; the sensible care of the infant from its first breath, and its normal, healthy development physically, mentally and morally thereafter.

2. The school for instruction is not in the Association's building, nor is it in a school or any other building, but in the *home of the mother*.

3. All the workers of the Association co-operate towards a common end, namely the improvement of the condition of the family.

Another point of decided interest is Mrs. Ingram's suggestion that our maternity hospitals, including the maternity wards in our general hospitals, could do this important work of instructing the mothers in the proper care of their babies. This educational work could be done during the customary ten days or two weeks which the mother spends at the hospital, when she might learn to properly care for herself before and after her illness, to properly dress and bathe the baby and might have several lessons in the importance of regular feeding, etc. All of our cities have maternity hospitals or wards. This would seem a very practical suggestion to be worked out in connection with these.

The School for Mothers is a splendid example and a source of encouragement for the charities of our New Jersey cities. May we not hope through such movements as the one now effectively at work in Newark, the Committee for the Better Care and Feeding of Infants, to carry out some such thorough-going and systematic work as that described by Mrs. Ingram. This is certainly to be desired.

THE CHAIRMAN—It gives me great pleasure to introduce to you Mrs. William I. Thomas, who comes all the way from Chicago to bring us a message on

#### Juvenile Protective Work.

MRS. WM. I. THOMAS—The Illinois Juvenile Court Law went into effect July 1st, 1899. The law provided for the organization of the court and for the probation system, but failed to provide for the salaries of the probation officers.

At the first session of the court, Mrs. Lucy L. Flower and Mrs. Alzina P. Stevens appeared. Mrs. Flower offered to raise a fund from which the salaries of probation officers might be paid. Mrs. Stevens offered her services as the first probation officer. Thus the present Juvenile Court Committee began.

The law forbade the detention of young children in jails and police stations, but provided no other place of detention. Succeeding the Illinois Industrial Association in 1901, the Juvenile Court Committee maintained for six years a Detention Home, assisted by appropriations from the city and county. Through this home about 2,600 children passed yearly.

As time went on, it became quite clear to the Committee that the work of directing and paying probation officers was properly a public function. The Committee, therefore, on its own initiative secured a law placing the probation officers upon the county pay-roll, under the county civil service law. At the present time the county pays over thirty probation officers.

The extremely responsible task of conducting a place of detention for various classes of dependent and delinquent children is also manifestly a public function, and as the result of the efforts of the Juvenile Court Committee the city and the county joined in erecting the Juvenile Court Building and Detention Home at 202 Ewing street, which was opened October 15th, 1907. The officers of this detention home are appointed under the county civil service law, and the home is maintained entirely by public funds.

In this home all juvenile offenders are held awaiting trial or awaiting commitment to some institution after their trials. Children entering the home are subjected to about the same process as is required for entrance to a hospital. They are bathed and thoroughly inspected as to all matters of cleanliness, and given a medical examination, a record of which is filed with the case papers. A recommendation from the physician in charge of the Juvenile Court Clinic is presented with the evidence in cases where the physical condition of the child is bad, and the return of the child to its home under the care of a probation officer is often made conditional by the judge upon the parents' promise to carry out such recommendation. Often this means some simple operation, as the removal of adenoids, the treatment of the eyes or the fitting of eye-glasses; and reports from the "follow-up work" done in such cases indicate a marked improvement in the disposition and behavior of the child.

The boys and girls are confined in separate dormitories, and attend separate classes while in the home. The Committee feels that it has been most fortunate in securing the services of Miss Florence E. Scully as head teacher; and while her contact with the children is most fugitive, frequently extending over a few hours only, though sometimes lasting for several weeks, she has the knack of discovering quickly the possibilities of the individual, and of developing these possibilities in a remarkable way. Beside the elementary school branches—reading, writing and arithmetic—manual work is taught, such as as bead work, basket weaving and pottery, with some photography; and the girls assist in the housework and mending for the institution. Both girls and boys are made to feel their responsibility toward the group life, and to contribute what they can in helpfulness to others. The more advanced pupils are often given charge of squads of smaller children, to help them with their number work and “tables.”

One little eleven-year-old fellow, pronounced absolutely incorrigible in the public schools, learned long division in one day, taught it in the next, and in less than three weeks was instructing a class in which a divisor of three numbers was used.

The pottery is very popular and comes in as a reward after the lessons are finished. One boy whom I have come to know quite well during his six weeks in the home has decided talent in the line of modeling, and is deferred to by the other boys, who call him “de boss” and take instructions from him as a matter of course. This boy, Frank ——, has never made any progress in the public schools, but shows no signs of being a defective; on the contrary, he is very alert, and under the rather personal instruction he is receiving in the home his sense of form is expressing itself in neat and well-formed figures and handwriting. It is a somewhat stringent comment upon our untechnical system of education, that in the common schools no provision is made for the development of such talents as Frank possesses. In the home his art instinct is allowed to express itself, and he becomes a respected and useful member of society, contributing something of value to the life of the group; so it is not a matter for wonder that he has on three separate occasions

committed misdemeanors which have resulted in his being brought into the Detention Home, where he can learn something he likes to learn.

In handling such problems as this during a period of six years, the Committee became thoroughly convinced that a large proportion of the children who were passing through the Juvenile Court—between 3,000 and 4,000 a year—were the victims of bad home conditions, vicious neighborhood influences, and of the stupidity and indifference of organized society in handling the education and amusements of the people. And although the purpose for which they had organized was accomplished when the Juvenile Court Building and Detention Home was opened in October, 1907, the Committee felt that the work of caring for the delinquent child was only a small part of the responsibility of society toward its young people. Their feeling toward their work was somewhat like the French general's idea of the Charge of the Light Brigade, "It was magnificent, but it was not war;" and they all felt that if anything of real value was to be accomplished, a strong aggressive fight must be made against the dangers and temptations which carelessness and greed place about the children of the city; that some effort must be made to get at the child before he goes down; to influence his parents, to raise the standard of the home, to remove temptations, to better conditions in his neighborhood, to keep him from committing the misdemeanors and crimes that take him into the courts. In short, to apply to the situation the old principle of "the ounce of prevention."

To this end, the city is divided into thirteen districts. In each of these districts there is a league of citizens who watch and know the conditions in their neighborhood, and who assist in investigating and friendly visiting. In two of the districts the local leagues, recognizing the need of more wholesome recreation for the boys, have been responsible for the opening of boy's clubs. There is also a paid officer in each of these districts whose duty it is to prevent "can rushing" and cocaine selling, to keep the children out of disreputable dance halls and photograph galleries, and to try in every way to protect and safeguard the

child. Each of these officers has a district office, and there is also a general office with a superintendent and attorney.

It has been found that many of the saloons and pool-rooms are simply schools for crime—the “hanging out” places of professional toughs and criminals, where boys become familiar with stories of all sorts of crimes and adventures, told in the most profane and obscene language. Accordingly, an effort has been made to enforce the laws prohibiting the sale of liquor to minors, and the presence of minors in pool-rooms. A large number of successful prosecutions have been brought against the saloon-keepers who persisted in this practice in spite of repeated warnings from our officers; and the Wholesale Liquor Dealers' Association has fallen into line and promised their hearty co-operation and assistance in the fight upon this evil. 19,000 placards have been printed in the various languages spoken in Chicago, warning parents against sending their children into the saloons, and saloonkeepers from selling to minors. Conditions in this regard are vastly improved, but constant vigilance is required in combating so widespread a custom as “can rushing.”

It was found in the cases of many children who were brought into court accused of theft, that money had been taken in order to play the slot machines, which were to be found in the small school stores and the fruit stores. The slot machine of the school shop is a gum or candy machine. By dropping in one cent, one piece of gum or candy at least is obtained; but from five to thirty cents' worth may be secured. In one school a large number of children claimed that their books had been lost or stolen; but upon inquiry it was found that the books had been sold to get money to play the slot machines. Nine months ago the city was filled with penny slot machines. We undertook to remove them by means of search warrants. Finally the superintendent of police issued an order that all machines of whatever description that were gambling devices should be removed. Upon the failure of the owners of these machines to remove them, large numbers were confiscated by the police, brought into the stations, and destroyed. More than six hundred of these gambling devices have been removed; and the agent of one large

firm which manufactured the machines has packed up and left Chicago, saying there is no field for their operations here now.

Conditions with reference to the sale of obscene and indecent post-cards have materially changed. We have instituted seventy prosecutions and secured heavy fines. This had a good effect. The Chicago Retail Druggists Association volunteered to cooperate with us in stopping the sale of bad cards in the drug stores. In consequence the members of this organization have ceased selling them. We have been materially aided in this work by the confiscations by the police and the postal authorities.

Through our instrumentality over 1,000,000 obscene post-cards have been destroyed.

The use of immoral business cards has led to a number of prosecutions by us, in which convictions were secured.

The practice of selling tobacco to boys was prevalent, and found generally in the small school stores. Judge Petit suggested an interesting scheme. He asked our officer in his district for a list of the dealers who were suspected as violators of the law. A list of fifty-five was furnished. They were summoned to court, the law with reference to selling to minors was read to them and a warning given. One of these fifty-five told the judge that a letter would be sent to each of the 3,000 members of the Retail Fruit Dealers Association in the city warning against the sale of tobacco to minors. This practice has not stopped but has substantially decreased. We have prosecuted 135 offenders.

An investigation of the room in the post office where messenger boys await their turn to go out with special delivery letters, disclosed the fact that no attempt was made to occupy waiting time of these boys, who entertained themselves shooting crap and matching pennies, or worse still, in retailing to each other stories of a questionable sort. The Committee obtained permission to put in five hundred books here, which were so much used that the superintendent of special delivery requested a fresh supply, expressing his belief that the boys were greatly benefitted. Upon the request of the Juvenile Court Committee, the Chicago Public Library has agreed to establish

and maintain a branch in the boys' waiting room of the General Post Office.

*Waiting Rooms*—An investigation of the waiting rooms of the department stores in the down town district required 91 visits between May 3d and July 3d, 1908. It was found that girls out of employment go to these rooms to wait for the papers and scan the "want" advertisements, and that such girls are in some cases decoyed by persons regularly engaged in the business of procuring. Sixteen arrests were made and convictions secured in each case.

It is believed that the store detectives are vigilant, and that the stores endeavor to prevent the situation which has existed, but this inquiry certainly showed the need of some employment agency for young women in the heart of the down town district that does not charge fees to the girls, and which will not send girls to questionable places, nor tolerate the presence of the agents of disorderly resorts.

Under the auspices of this society, the League for Protection of Immigrants and the Eleanor Association, such an employment agency has been opened in the rooms of the Eleanor Association, 40 Randolph street.

The need of innocent amusement under the safeguard thrown about more fortunate children and youth is one of the points most emphasized by our work. Music, drama, pictures and dancing should be sources of pure pleasure and relaxation to all young persons as they now are to a limited few.

Children are generous patrons of 5c. theatres. When we first made an investigation of these theatres the larger part of them—about 65 per cent.—were found to be presenting pictures calculated to lead children into delinquency. The city council on November 4th, 1907, passed an ordinance regulating the exhibition of pictures of the kind commonly shown in penny arcades, etc. Now every film must first be inspected and stamped by a special official of the police department before it can be presented at a theatre. After six months most of the 5c. theatres in all parts of the city are absolutely respectable.

*Penny Arcades* are constantly watched by a special league officer, in co-operation with the police; they remove pictures to

which the league agent calls their attention as improper, and these arcades are kept fairly decent; 486 sets of pictures have been removed and 126 machines taken out. These Arcades doubtless serve a good purpose whenever the pictures are not of a questionable sort.

Numerous examples of the power of *suggestion* have been afforded by cases in the Juvenile Court. Within a short time after a play had been given on the West Side, representing the career of a "gentleman burglar," six boys, possessing burglar's tools, were brought before the judge. They acknowledged that this play had so appealed to their love of adventure that they had decided to equip themselves for burglary and take it up as a profession.

At the time of the Thaw-White murder trial a moving picture show presented the scenes described by Evelyn Thaw as leading to her downfall. Not long afterward a young girl was brought into the court, who gave the name of Evelyn Thaw, and said that since seeing these pictures she had been consumed by a desire to have a similar career; she had imitated the dress worn by Evelyn Thaw in the court-room scenes, and was much pleased to find herself the center of interest in a court-room.

All of these young people had interest and energy to contribute to some undertaking, and it is unfortunate that the right models were not supplied to them. If it is true, as many psychologists claim, that the whole matter of development is one of *the attention*, then the responsibility rests upon organized society to furnish to our young people proper patterns of interest and behavior, and this task calls for the best we have in education, patriotism and religion.

There can be no doubt that in city life the powers of evil are much more active and organized than the powers for good. We must realize that our girls and boys are growing, developing human beings, constantly reaching out for some fresh experiences, some new forms of self-expression, and that if we do not provide them with the occupations and recreations that normal youth demands they are going to fall back upon those others which are ever at hand.

We cannot take away the cheap amusements they have been accustomed to patronize without substituting something in place of these. We need more parks and play-grounds; properly directed dance halls and amusements; we want boys' clubs and girls' clubs, and we are coming to demand that our churches and public schools, which represent such vast property investments in every community, shall contribute more that is practical in the education of our children.

We want to socialize and industrialize our schools; to socialize and humanize our churches. We must reject any scheme which does not recognize "the value and significance of flesh"; and we must lay fast hold of the old Greek principle, "the sound mind in the sound body," which Browning has rephrased for us on the lips of Rabbi Ben Ezra:

"Now soul helps flesh, not more than flesh helps soul."

Mrs. Thomas also told of the latest accomplishment of the Juvenile Court Committee in establishing, in conjunction with the Childrens' Hospital Society and the School of Civics and Philanthropy, a psycho-pathic clinic, in which those forms of delinquency which seem to be brought about by pathological causes may be studied apart and the proper conclusions made, to the end that such offenders may be treated in a more humane and intelligent way than is possible under present conditions.

#### Discussion.

Mr. HUGH F. FOX, of Plainfield—The experiences which Mrs. Thomas relates are full of interest and value to workers in other States. There is just one omission in her tally of co-operating agencies to which it is worth while calling attention. I refer to that much abused person, the saloon-keeper himself. Those of you who attended the last National Conference, which was held at Richmond, Va., will, perhaps, remember a short account which was given at one of the meetings of some really effective work that was done by the Recreation League (I think it was called) in Chicago in co-operation with the Retail Liquor Dealers Association in the way of suppressing the sale of liquor to minors and keeping children out of the saloons and saloon dance

halls. The judge of the Juvenile Court in Cincinnati has done something of the same kind in connection with the retailers, but he has gone a step further in calling upon two brewers to act as volunteer probation officers in connection with certain saloon cases. Why not try to establish some kind of an understanding with the organized retailers with a view to getting their co-operation, not only in the observance of the law, but in remedying some of the abuses which have been referred to?

THE CHAIRMAN—Will Mr. Frank F. Gray tell us something of the Juvenile Protective work being done in Montclair schools?

MR. FRANK F. GRAY, Supervisor of Attendance, Montclair—It is impossible in three minutes to give even a good synopsis of what we are undertaking in this line, but what we mention has been tried first and told of after it has succeeded.

We have no truant officer, as such, for there is no truancy worth mentioning, and we do not like the suggestion of the undesirable either in fact or in name. We have the Department of Attendance, which looks to all matters pertaining to attendance. The head of this department, under the superintendent, is a teacher, denominated the Supervisor of Attendance. The recorder, working in sympathy with our principle, assists us in keeping these matters within the limits of the school administration. We therefore have no relations with the police department directly. This plan is the suggestion of the chief, who, with us, believes that there is no place in education for the criminal arm or its suggestion of crimes in child life. He is partly responsible for the organization of the department. The supervisor, however, has full police powers, and so can serve his own processes, and otherwise act with authority when necessary. In enforcing the law we find cases of distress, which we must relieve or point to relief if we are to be just. We study the children, and when undesirable tendencies are discovered, try by educational means to overcome them. I say "we," because the supervisor is only one. Every teacher is a part of the department. Owing to this fact we can reach every child as it may need. The details of all this work may be seen stated more at length in the reprint of our last report, which has been circulated by request.

This department may be said to deal more especially with the moral, than with the intellectual end of education, and therefore must reach into the home. In this way we are able to co-operate with the various church and civic organizations in pointing out to them cases which need their attention. In this way we can often give or provide for social uplift when needed, and for much else too numerous to mention. We care for the Montclair probationers from the Juvenile Court, from the Recorder's Court and paroled Montclair boys from the State Home. We also have a system of study and observation of our own, which has materially lessened the cases reaching the courts. Last year we lowered the number of cases reaching court by 75 per cent. without shielding one case from proper discipline. These are only a few of the activities of this department. If you will read the report carefully you will get a better idea than I can give, and I shall be glad to answer any questions arising from your reading whenever you may see fit to ask me at any time during intermissions.

The next address of the morning, illustrated by stereopticon, was on

### Common Sense Methods in Charity Work.

BY THE CHAIRMAN, REV. HENRY R. ROSE, OF NEWARK.

Sir Conan Doyle, in discussing the question: "Are we becoming less religious?" put, among other test questions, this one: "Are there more charitable institutions, and does man show more clearly his sense of duty to all the lower animals?" Viewed in the light of such an inquiry I hold that America is growing more and not less religious. In recent times charitable institutions have not only increased, but there has been a notable and beautiful growth of sympathy for dumb creatures.

The crying need of the day is to systematize our charitable work, doing it as far as possible under the guidance and regulation of a common centre—the Bureau of Associated Charities, which acts as a kind of philanthropic clearing house.

The first duty of charity is to care for those who cannot care for themselves. Hence we have homes for crippled children and for incurable men and women.

The time comes when men and women cannot care for themselves, and we owe them the almshouse (would Heaven that we had a more beautiful name!) and the homes for respectable aged men and women.

Quite a different group of those who cannot care for themselves is made up of the little ones of mothers who must needs go out to work. These are cared for in the day nurseries.

Still another group is composed of the sick. Every civilized city has its hospitals. The one paid for and under the control of the city should not be given up entirely to one branch of medical treatment, like allopathy or homeopathy; but those who have the misfortune to need the city hospital should be given their own school of treatment, for the attitude of the mind has almost as much to do with recovery as the drugs administered.

Orphan children make a strong appeal to us, but are we right in putting them in institutions and dressing them alike? I believe that the only rational way is to put them in private homes as fast as possible, dress them according to their tastes, like other children, and encourage their individuality and independence. They should be adopted by people when young, so that there would be no temptation to take them for the work that can be forced out of them.

Greater than giving charity is preventing the need of charity. Impulsive giving to street beggars or door beggars is sinful. Almost everyone who accosts us is a fraud or is so shiftless as to need different treatment than a hurriedly given dole. Send him to the Bureau of Charities and do your alms through that organization, relying upon its knowledge of the whole situation and its good advice.

Cheap lodging houses, unless under municipal management, are dangerous in many ways. They permit old criminals to instruct young run-a-ways in vice and crime. They breed disease. The Salvation Army lodging houses need to be as rigidly superintended as any of the money-making resorts. Some of them

are foul and are doing communities as much injury as if they were not appealing to us in the name of religion.

Help people to help themselves and you prevent charity, beggary, vice and crime.

Therefore, it is necessary to look to the health of the people of a city. This is fundamental, for healthy men and women are able to find work and to make their own way. Playgrounds for children save money to the city. Every school should have a playground as a part of its immediate property. The children of the poor should be given the same out-of-door advantages as the children of the rich. Public baths should be well placed in many sections of a city and they should be kept as clean and as sanitary and up-to-date as baths conducted by private parties for revenue only. Cleanliness is next to everything.

The public schools should be social and athletic centres. They belong to the people and the people should insist on having more use of them at night and after school hours. There should be a boys' club and a men's club, and a girls' club and a women's club connected with every school, thus making it a centre of the best sort of life for the surrounding population.

Free lectures for adults, under the board of education, should not be confined to New York and Newark, but should be found in every well-managed city of America. They do inestimable good.

The parks of a city are good for general use, but I do not believe playgrounds should be established in parks half as much as in the neighborhood of school houses. Why duplicate such things and waste money? Concentration is the watchword of the century.

Lessons of industry, refinement and thrift need to be inculcated in the minds of the coming men and women, and it can be readily done, especially with the foreigners, for they come here with such lessons, especially industry and thrift, strongly learned. We need to refine them and teach them by example, as well as precept, that America is everybody's country, and that its future depends on the alien as well as the native, the poor as well as the rich, the mechanic as well as the professional men.

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A Bureau of Charity may become a unifier, acting for all the other charities of the city as a helper and guider. It should become a unifier, also a reducer of waste and an eliminator of fraud. The churches should file the lists of their poor with the Bureau and work in conjunction with it; so should philanthropic individuals who really want to do away with pauperism, vice and crime by caring for the weak and shiftless, the lazy and the vicious, along scientific lines and in harmony with modern methods.

THE CHAIRMAN—Rev. Hugh B. MacCauley will now address us on

Charity Organization and the Church.

BY THE REV. HUGH B. MAC CAULEY, D.D., PASTOR OF THE FOURTH PRESBYTERIAN CHURCH, TRENTON.

*Madame President and Ladies and Gentlemen:* I am to say a few words to you on the relation of the Church to organized charity work. I think you have done well to recognize this relation. It is all important to the success and permanency of true charity work. I am present here as the chairman of the Charity Committee of the Inter-Church Federation of Trenton, N. J., which includes thirty-seven churches of our city, with 14,000 communicants. If we could inspire that whole number with the charitable impulse, you can easily see what it would mean for the prevention and cure of poverty. Our federation has for two years carried on various plans for evangelistic work and civic reform, but has lately added what we think is the crown to all its work. We have undertaken to federate all the charities of the city around our organization, and have opened a central office, where we have located a charity bureau in charge of a competent, trained worker, who is at once the City Missionary and Charity Superintendent. At this office, fully equipped, is the apparatus of filing cases, record books and blotters, pertaining to the modern charity organization method, supplemented and supported by all our churches grouped around it, and supervised

by a council of seventy-five pastors and laymen, chosen as the delegated representatives of the churches to take care of this charity work. The City Missionary is the accredited and trusted agent of this council to carry the gospel into all parts of this work, and to superintend the assistants in the various wards chosen by the churches as friendly visitors. You can readily see, friends, that this churchly support will provide for a permanent work, and will bring into the machinery the only power that can lift up and cure the souls of those that are down and nearly out. I need not remind you of what the New Testament teaches as to the relation of the Church to preventive charity work. You will remember that the deacons were appointed by the Church to organize the charity work, that the poor were specially committed to the care of the Church, and that the visitation of the poor is a sign of true religion. Neither need I remind you that the Church is the only divinely commissioned society on earth, and that she alone has the promise from God and our Lord Jesus Christ of the power of the Holy Ghost. It is this power alone that can recreate the soul, that can give it a new power, and bring back honor and self-respect. If we leave this power out of our charity work we shall never get the poor lifted up, never get the case dismissed. Our files will simply go on getting full, and our splendid machinery will fail to perform its final task. It is a noticeable fact that the very first miracle of the New Testament Christian Church is a charity case, a mighty work of lifting up a poor man that was down. There lay the impotent man in his weakness and poverty for a whole generation at the beautiful gate of the Temple. Over his head the massive doors lifted their heads over eighty feet high, crowned with the beautiful symbol of the vine with clusters of grapes done in gold. Through the opened portals the crowds went in and out, passing this perennial charity case every day. But none of the golden grapes yielded any cordial for this man's weakness, and none of the alms seemed able to cure his poverty. His case was never dismissed. He was never lifted up until the power of God touched him, as the sympathetic grip of Peter and John got hold upon him, the two chosen spirits of the divinely commissioned Church.

Peter stands for faith, and John stands for love. And when we get faith and love into our charity work—faith in God and love for man—then we shall get the poor lifted up and kept up, and charity organization will simply mean the Church doing rescue work in the name of the Lord and with the power of God.

The Chairman announced the luncheon, which was given by the State Home for Girls, after which the meeting adjourned.

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SECOND GENERAL SESSION.

FRIDAY, February 19th.

The session was called to order at 2 P. M. The President in the Chair.

THE PRESIDENT—This session is devoted to "Poor and Alms." The Chairman is Mrs. Emily E. Williamson, of Elizabeth, who needs no introduction to this Conference. I take pleasure in resigning to her the chairmanship of the meeting.

MRS. EMILY E. WILLIAMSON—Before reading my report, I want to say that this is really a "quiz." We have papers from prominent gentlemen in their line of work. After each paper discussion will follow. The speakers who are on the program may speak five minutes each. Those who are not may speak two minutes and not more. My reason for making this iron-clad rule is that I want a great many people to talk. I want a great many people to ask questions, so that we can have really what the college boys call a "quiz."

Are the almshouses of New Jersey what they should be? Are they comfortable resting places for the old and infirm poor when proper recipients of charity? These two questions should cover the whole range of inquiry. Why? Because these institutions were intended and are now intended for the above classes only.

What are the real conditions to-day? Are the sexes completely separated (except in the cases of old married couples)? Are there any able-bodied in the institutions? Are there any insane, feeble-minded, epileptics, idiots or blind? Are there any punishments? Are there hospitals and nurses? These are important questions and should be considered and answered.

There is one institution in the southern part of this State where the home spirit is encouraged, where old couples live together, where there are bath-rooms and proper sanitary arrangements, where there is an infirmary and a nurse, where the law for the separation of sexes is enforced, and where there are no punishments. This almshouse is an object lesson.

There are others where many of the good things outweigh the bad.

The new almshouse in Hudson county is in point of construction, in management, in the care of its inmates and in strict conformity to law, a model. It is the largest in the State and the newest. New Jersey should be proud of this institution.

There are smaller almshouses where kindness and good management prevail under trying difficulties, where it is a struggle to live up to even the letter of the law in regard to the separation of sexes, and where it is a struggle to get anything done for the proper care and comfort of the inmates. Is it the fault of the warden? No. The county committee and the directors are to blame. They do not understand the obligation that rests upon them.

When there are poor buildings, poor sanitary arrangements, poor clothing and poor food, is it a wonderful thing that our honest poor dread the almshouse? Is public opinion gradually changing? Are old methods giving way to new? No. As a general thing the public is not interested. The inmates are old, almost ready to cross the river to the blessed country from which no traveler returns. Therefore neglect them. Don't visit them. The county provides for their physical necessities. Why bother? Let the mosquitoes and flies annoy them. The poor old man does not need tobacco. He is better off without it. Take out books and magazines to the almshouse? A waste of time. I

remember asking one lady, who greatly desired to do some work, if she had ever been to the almshouse. She looked at me with horror and said, "I go to the almshouse! Why?" I answered, "because you have a motor car to carry you there, because you have magazines and papers to give away, because you have dainties, which you can spare from your own table, which would strengthen the sick, and because the sight of your sweet face and fine clothes would gladden the hearts of the infirm old men and women."

Two years ago I spent some hours in a great London almshouse, and, in the course of my wanderings through the institution, came across gentlemen, peers of the realm and members of his Majesty's cabinet reading aloud from the newspapers of the day to bed-ridden old men who had once lived on their estates. These gentlemen had stolen a half hour from their busy lives to put cheer into the hearts of the aged poor.

I visited the next week a country almshouse, where the great lady of the county took me in her carriage to have tea with two aged women in the almshouse. She, herself, was poor master for the county.

Do you think for one moment that abuses which now exist could continue if the public took an interest in these institutions; or would it be possible for an inmate to be hastily buried without proper religious services; could the law in regard to the separation of sexes be openly violated; could the food be bad; could mosquitoes and flies make old inmates miserable? No, a thousand times no. Make it a fashion, do something to popularize visiting the almshouses. Do not leave it all to charity organization societies or to the good women of the W. C. T. U. Go and see for yourselves.

In one city of the State kindly interest exists. The ministers and women from the churches visit regularly. They give tea parties, carry tobacco to the men, and leave newspapers and magazines for all. They raised money for mosquito and fly screens, but when the gentlemen of the common council heard the story, they immediately appropriated money for this purpose. So the money raised was spent in other ways for the comfort of the inmates. Another object lesson.

There are other things that need your supervision and interest. It is important to know who commits to the institution, if the cases are properly investigated before commitment, so that those who have relatives able to care for them are prevented from putting away their aged or infirm relatives in almshouses. See that the tax-payers are protected from the unnecessary expense of improper commitments. See that the records are properly kept, and if there are Sunday services. Learn also how much is paid for each burial. Taste the food and see if it is good. Ascertain too if any of the officials use intoxicating liquors to excess.

There is no power like public opinion. Remember this and organize an almshouse visiting committee.

It gives me great pleasure to introduce Warden James McKee, of the Hudson County Almshouse. Warden McKee took charge of the Hudson County Almshouse on the death of its former warden, and we feel that the State has been very fortunate in securing the services of a man who is giving not only his time, but his thought to the whole work of his institution. He went into a new institution and has taken up the work from the "newest" standpoint.

WARDEN MCKEE—After listening to the kind words and flattering remarks of Mrs. Williamson, I have really come to the conclusion that I am not the person she spoke of, but I hope I shall earn the commendation of your State organization. I have been called upon this afternoon to speak on the subject, "Almshouse Management." I find myself somewhat embarrassed for the simple reason that among the many listeners here to-day I know there are very many who have made this subject a lifelong study. Nevertheless, I intend to mention a few facts that confront me daily in my official capacity.

### Almshouse Management.

BY WARDEN JAMES MCKEE.

The subject of pauperism and the care and management of almshouses has for the past few years received a great deal of attention from philanthropic persons in this and neighboring States.

It is one that necessarily contains unpleasant things, but which must be frankly discussed to be understood and properly dealt with, for they are matters of much public and private concern.

The good-thinking people throughout the civilized world maintain as a principle of charity that it is the duty of every commonwealth to care for its dependents.

It is our duty as public citizens to deal kindly with our brethren; to look after those who are unable to look after themselves; to support the weak and give to the poor. We should make comfortable, hygienic and humane provisions for those who are helpless, homeless and friendless. A sufficient supply of nourishing food, well prepared and decently served; clothing suited to the various seasons of the year, plenty of good nurses and caretakers.

When the county undertakes to care for this unfortunate class of human beings we should at least expect, as their charges are in friendly hands, nothing will be omitted to prevent the carrying out of these important plans.

Having charge of the largest almshouse in the State, and living right in their midst, my experience has taught me the necessity of having the buildings fitted with sanitary plumbing and with every modern improvement for heat, lighting and ventilation, and above all things, fireproof.

Toilets, bath-rooms (preferably shower baths), washstands and closets should be convenient, as they are a source of great assistance in caring for the inmates.

As a rule, in most of the large institutions that it has been my pleasure to visit, I find that the facilities in case of fire are lacking. This is a very important matter, for in case such a catas-

trophy should occur—and nothing but good luck has thus far stopped it—the loss of life in a building containing so many old and feeble persons, with their chronic and incurable maladies, would be dreadful to contemplate. As the inmates consist of old and infirm people you can readily see that their prompt removal would be almost impossible without the proper facilities. Therefore, fire escapes, completely surrounding the building, serve not only as a means of exit in case of necessity, but are also a blessing to the infirm and helpless, for here they can receive sunlight and fresh air during the summer months.

All hallways and dormitories should be fitted up with the latest device for extinguishing fires. I believe that towers attached to the same, containing elevators, by means of which the helpless could be transported, would be a very good thing.

In regard to the food, it should be wholesome, nutritious and of sufficient quantity. Meals served hot at regular hours in two large dining-rooms—one for each sex.

If a farm is connected with the institution an abundance of wholesome and fresh vegetables will be a valuable, cheap and sanitary adjunct to the diet. In serving the meals, when sufficient attendants can be had, decent manners will be cultivated by the exercise of a little tact and the ordinary common sense.

My serious trouble when I took charge of my present work was a vain attempt to satisfy the tastes of the different inmates. It is a fact that when most people get old they are very hard to please; they suffer from imaginary wrongs, and become selfish. In want of a better term, I can only call them cranks, and of all places to meet cranks an almshouse is the Mecca. Their ill temper is as a rule manifested at meal time. They are all tea drinkers. The new arrivals are accustomed to have their tea brewed according to their individual taste. Some want it strong, others must have it weak; some want it with sugar, others without.

Now, when you make sufficient tea for nearly six hundred people to drink, all from the same teapot, you can readily see what a great task confronts you to suit them all. At first I decided to make the tea fairly strong, giving a small measure of hot water to those who would care to dilute it. This lasted but

a short time. The fear of spoiling their beverage with water made them discard the habit, and it had only taken a little time to accustom themselves to a change of taste, thus relieving myself and the attendants of a great amount of frivolous complaining.

No workman can do good work without proper tools, and no institution can be properly managed without the required help. Inmates of almshouses require healthy persons of a firm but reasonable disposition to teach them to keep clean. And the very time you permit the inmates to remain unclean your institution is unclean. That disagreeable odor, so often found in institutions of this kind, will permeate the entire building, breeding pestilence and disease.

Every inmate, upon entering the institution, should undergo medical inspection. A kerosene shampoo is indispensable if vermin are present, and when they are absent it is the exception and not the rule. A bath should be given to all new comers before they are permitted to mingle with the rest; then an entire new and clean change of clothing should be provided. Weekly baths throughout the year are indispensable. Upon rising in the morning all inmates should be compelled to wash themselves, and there should be a paid attendant to see that this is done.

A hospital should be attached to the institution where the sick can be comfortably and humanely cared for. It is a source of discomfort to the healthy to have a sick person in the same room or ward with them, and it is harassing and unfair to the sick to keep them in the same quarters with the healthy, owing to unavoidable noises and occasional boisterous conduct.

The different hospitals should be compelled to keep their sick, and not unload their disagreeable and chronic cases for the purpose of minimizing their death rate, for it frequently happens that cases come to our institution in a dying condition.

There are a great number of paralytics and bedridden patients in the institution; a helpless class of people, who, having no control over their discharges, require constant care and attention, also good nursing. These patients come to us from time to time, and we offer no objection to receiving them, but we have just as much right to send that class to the different hospitals as they have to unload their disagreeable cases upon us.

An almshouse is an almshouse and nothing else. It should not be considered as an adjunct to a lunatic asylum. A mixture of the sane with the insane is detrimental to good management and good government. The insane should be by themselves and receive the care due them in the asylums for the insane. The State and county asylums are crowded; for that reason I am forced to keep more than my share of that class of persons. This is a great handicap in the management, and without that drawback I am pleased to say that our county almshouse would in every sense be up to date.

The care of tramps now and for some time past comes under almshouse management, at least it is my experience to provide lodging for a large number of this homeless class of men. Hoping I have the legal right to do so, I assume discretionary power in such cases. When a man presents himself, poorly clad, on a cold winter's night, it would be cruel and inhuman to refuse him shelter; but when we realize the fact that such persons are men of all sorts of conditions, some decrepit and cannot work on account of sickness, while others come from the hospitals, county jails, and penitentiaries, some worthy, others unworthy, some sick, and nearly all vicious, it is not fair to intermingle that indiscriminate crowd with our inmates.

During the winter I have found it necessary to fit up temporary quarters for tramps, and it is astonishing the increase in numbers we have had since this plan has been adopted. It is said that a secret code exists among this class of people, for it is notorious that they are able to locate the good and bad places. I refuse none. I give them a good meal if they are hungry (which is always the case), a good clean place to sleep, and breakfast next morning. If the next day is stormy, permission is granted to remain until the storm is over. We then send them Godspeed on their way, rejoicing.

I can only say, in conclusion, that I desire to record my appreciation of the kind, charitable and business-like interest manifested by the members of the Hudson County Branch of the State Charities Aid Association in their occasional visits to our institution, nor would I fail to express the deserved commendation which is due the Hudson County Board of Chosen Free-

holders for their grateful acknowledgement of the State Aid's work. Your unvarying kindness and the wisdom of your advice has been appreciated by them as well as myself. Thus, working together, we can do a great deal of good towards the betterment of conditions.

THE CHAIRMAN—We expect to have a discussion on this admirable paper of Warden McKee's, which is of interest to all of us.

Will Mrs. Alexander say two or three words on the Hudson County Almshouse?

Mrs. CAROLINE B. ALEXANDER, Hoboken—I think it is necessary, in order to appreciate the work that is being done at the Hudson County Almshouse, to see the buildings that are there. They were buildings which had been condemned fifteen years before by the Board of Health, when they were in use for the insane asylum. The insane were taken out and put into a new building. A stable or a pig-pen would be a luxury compared to the old buildings, as Mr. McKee knows very well.

In place of that to-day we have a very fine new brick building. Of course, we should have preferred having a building on the cottage plan, the modern method of building almshouses. But it was not a question of what we should like; it was a question of what we could get for the initial cost, and also for the cost of keeping it up, and so we are satisfied that the very best building that we could get has been secured.

I think there is just one feature which is peculiar to itself. On the outside of the wards there are large platforms built, surrounded with a grating, so that the old people can't fall when they are sitting on the platform or leaning over the edge of this balcony. This platform is used whenever the weather permits the old people to sit outside on it, and in that way they get fresh air, being wheeled out when they could not walk down stairs. It is also a fire escape, having the very great advantage of being the usual place where the people sit; so, if there should be confusion in the night and a fire, it would be a natural thing for them to go out on this platform and come down the steps.

We all appreciate the very splendid work that the Warden and his wife are doing there.

Mr. JOHN J. MULVANEY, of Jersey City—I expect to say a few words, but I have in mind keeping entirely within the one-minute limit by asking Warden McKee to describe one system in vogue there that he has omitted in his paper. I think it is deliberately omitted through a mistaken notion of modesty. I ran across it quite by accident. They have instituted a system of prize giving to the inmates for personal cleanliness and other habits tending toward encouraging individual effort and self-respect. I think that a report on that matter would be a valuable one for this conference, and I think the Warden should give it to us.

THE CHAIRMAN—Warden McKee, will you kindly tell us in a few words how you award prizes?

WARDEN MCKEE—I should not like to detain the conference. If I am right in my interpretation of Mr. Mulvaney's remarks, I think it is in regard to the prizes that I give about every two weeks as an incentive for them to keep their shoes clean, and to pay attention to other details conducive to cleanliness, as this is important in every respect.

THE CHAIRMAN—What are the character of the prizes?

WARDEN MCKEE—Well, for the men pipes, extra tobacco, etc. For the women, I let Mrs. McKee look after that. It seems to require an incentive for them to keep their hands clean, hair combed, shoes shined.

THE CHAIRMAN—And I suppose Mrs. McKee takes charge of the prizes for you?

WARDEN MCKEE—On the other side of the house.

THE CHAIRMAN—But not on your side?

WARDEN MCKEE—I don't permit her to come over on my side.

THE CHAIRMAN—This is a valuable illumination of almshouse management, and we are indebted to Mr. Mulvaney for bringing it out. I think the native modesty of our friend, Mr. McKee, hid it under a bushel.

I would like to ask Mrs. Ridgway is she will just say two or three words on the old people in her institution. Mrs. Ridgway is the wife of the warden of the Gloucester County Almshouse.

Mrs. Ridgway, do you have many able-bodied women in your institution?

MRS. RIDGEWAY—Very few.

THE CHAIRMAN—Do you keep them for a while and then send them out; have you got to keep them?

MRS. RIDGEWAY—We generally have to keep them.

THE CHAIRMAN—And you put them to work?

MRS. RIDGEWAY—Indeed we do.

THE CHAIRMAN—How many old couples have you?

MRS. RIDGEWAY—Forty-one men and nineteen women.

THE CHAIRMAN—Might I ask you when you have a death in the institution, how do you handle the burial?

MRS. RIDGEWAY—We have an undertaker who comes over and takes charge of it.

THE CHAIRMAN—And do you say that there are services?

MRS. RIDGEWAY—We have no services.

THE CHAIRMAN—You are not obliged to?

MRS. RIDGEWAY—No.

THE CHAIRMAN—Are they buried with services or without?

MRS. RIDGEWAY—They have no service.

THE CHAIRMAN—Are they put in potter's field?

MRS. RIDGEWAY—Yes; we bury very few, because so many of their people have insurance and bury them.

THE CHAIRMAN—Do you keep track of the insurances? Does your husband keep track of them?

MRS. RIDGEWAY—Yes.

THE CHAIRMAN—And I suppose the undertaker occasionally appears to ask how the old people are getting along.

MRS. RIDGEWAY—No.

THE CHAIRMAN—Thank you. That is really a fact. I have known in certain parts of this State undertakers to keep tabs on old people in the institution for fear that they might lose the burial, knowing that there was insurance. Many undertakers also pay the insurance, keep it up, so as to get what is over and

above the burial expenses. These things require our attention and thought.

I should like to call upon Mrs. Minnie Richenberg, matron of the Bloomfield Town House. This is a small almshouse which is essentially a home, and she has a loving care over the inmates that are in that institution, and I want to ask her one or two questions in connection with the management.

Does the township committee visit you very often?

MRS. RICHENBERG—No.

THE CHAIRMAN—How long since they have been there?

MRS. RICHENBERG—A year ago.

THE CHAIRMAN—Do the women around you of the women's clubs manifest no interest at all?

MRS. RICHENBERG—No.

THE CHAIRMAN—Do you ever have any one ask you whether you need small comforts for the inmates?

MRS. RICHENBERG—Only the overseer of the poor.

THE CHAIRMAN—There is no outside interest?

MRS. RICHENBERG—No.

THE CHAIRMAN—How many have you in your institution now?

MRS. RICHENBERG—We have seven, and one went to the hospital last Sunday.

THE CHAIRMAN—They are all old?

MRS. RICHENBERG—All old.

THE CHAIRMAN—When you have a death, what do you do?

MRS. RICHENBERG—We generally notify the overseer of the poor, and if they have relations, we notify them.

THE CHAIRMAN—Do you have a service in connection with the burial?

MRS. RICHENBERG—Yes.

THE CHAIRMAN—Who performs the service?

MRS. RICHENBERG—Well, the last man that we lost, he was a Catholic, and the overseer of the poor went to the priest to see about it. I guess he was not at home at the time, but the other one that died, the relations attended to that.

THE CHAIRMAN—It is your habit to have a service, is it not?

MRS. RICHENBERG—Yes.

THE CHAIRMAN—Have you a church near you?

MRS. RICHENBERG—Yes, about a half a mile; a Baptist church.

THE CHAIRMAN—Do you have any trouble in getting proper food for your inmates?

MRS. RICHENBERG—No.

THE CHAIRMAN—Thank you very much. I should like to ask Rev. A. C. Nickerson if he would say a few words on the Plainfield Almshouse, which is called the "Industrial Home."

REV. A. C. NICKERSON, of Plainfield—I am ashamed to confess I don't know enough about it to say anything of importance. I have not been there.

THE CHAIRMAN—Will Mrs. Dexter-Tiffany, of Plainfield, say a few words regarding the Home?

MRS. TIFFANY—As applied to the Plainfield Almshouse the title, "Industrial Home," is a misnomer, as the inmates, with a few exceptions, do but little work. The word had gotten abroad in the institution that no inmate was required to work after reaching the age of sixty, though most of the inmates are incapacitated by old age and sickness.

The institution consists of two farmhouses, which years ago were joined by a passageway—one for men and one for women. So that the law compelling the separation of the sexes is observed.

The inmates are comfortably housed and fed, and there is a decided improvement in the discipline of the institution.

It is greatly to be regretted there is no home for incurables in New Jersey, consequently there are cases in the almshouse for which there is no adequate provision. At one time there were several cases of tuberculosis.

For a long time, owing to a lack of discipline, there was demoralization, the inmates procuring liquor on their visits to the city. No complaints have been made recently.

A room for the old men has been arranged where they may smoke and enjoy picture papers.

An upper open air corridor, similar to that described by a warden, would be a valuable addition to the Plainfield Almshouse.

THE CHAIRMAN—Warden McKee, do you bury with services in your institution?

WARDEN MCKEE—Yes.

THE CHAIRMAN—According to the religious faith of the people who pass away?

WARDEN MCKEE—Yes.

THE CHAIRMAN—And I think all children born in your almshouse you alternate, do you not, unless you know the religious faith?

WARDEN MCKEE—Yes.

THE CHAIRMAN—Where do you put the bodies of the dead.

WARDEN MCKEE—Providing they have no friends, in the county burying ground.

THE CHAIRMAN—Is it kept in good order?

WARDEN MCKEE—The very best of order. We also have two chaplains, one Catholic, one Protestant.

THE CHAIRMAN—And you have Sunday services regularly?

WARDEN MCKEE—Every Sunday.

THE CHAIRMAN—Thank you very much, Warden McKee. This has been very illuminating. We find it is not uniform, this burying with a service, and we should see that proper respect is shown to those who have passed away.

I am requested to ask this question of Warden McKee, whether the wayfarers, or "hoboes," take advantage of your kindness and hospitality, and whether the number is on the increase?

WARDEN MCKEE—I do not like to refuse them. I find that they follow the railroads. Still, they are human, no matter what way they come. For several reasons, of course, I would not judge them by their appearance, and I ask different questions which bring out different points.

THE CHAIRMAN—You never turn one away, Warden.

RABBI STERN—May I ask how many applied to Warden McKee for help? How many a month have you, approximately?

WARDEN MCKEE—Well, I should average possibly twenty-five a month.

THE CHAIRMAN—Are they committed?

WARDEN MCKEE—No.

THE CHAIRMAN—You simply do it from kindness. We must explain that Secaucus and Snake Hill are very much out of the way, and any man that comes there might be stranded on the

marshes. The hobo knows perfectly well that the Warden won't let him freeze on the meadows.

WARDEN MCKEE—I must say for them that they very seldom come back a second time. I warn them of that fact.

THE CHAIRMAN—They do it once, but not again?

WARDEN MCKEE—Yes.

THE CHAIRMAN—This subject is open for a little discussion. Are the number increasing?

WARDEN MCKEE—It depends on the elements, the weather, more than anything else.

THE CHAIRMAN—This subject is open for one minute to five people. Let us have a little discussion on the care of the hobo in the almshouse. Mr. Fox, do you approve of caring for hoboies in the almshouse?

MR. HUGH F. FOX, of Plainfield—Perhaps I can illustrate better than I can elucidate. I used to be president of a charity organization in Bayonne, and we found the chief of police was just as kind-hearted as the warden. The rear of the police station was warm, if not clean. He allowed tramps to lodge there, and we found there was an average of twenty-five of them lying on the floor every night, and protested against it without much effect until certain diseases in the town were traced to these tramps, and we finally got a rule passed abolishing the permission given to the chief of police to lodge these tramps at night. Bayonne at that time had less than twenty thousand population, and we had an average of twenty-five a night. We found that the tramp industry in Bayonne was largely broken up by the rule forbidding them to lodge in the police station at night. So long as they had a place to sleep it was on their itinerary, and Bayonne suffered in consequence.

MR. NICKERSON—I hardly agree with your feeling in regard to the hobo. I have had some experience in New England in dealing with this question. If I were such a traveling man myself I should hope to fall in with such a warden as Mr. McKee; but if I am speaking of the future good of this country I should say we should follow Germany and rid ourselves of that sort of idler. Very, very few are deserving. Most of them have a regular route of travel. In an old colonial town of New Hampshire

we had sometimes thirty and forty tramps a night to lodge there, and we felt that the town was being over-burdened, and so we arranged that they should be given the simplest and hardest bread, and we had in the room where they were to be entertained two barrels of common biscuits. Many of the people—we had the system of associated charities now general throughout the country—many of the police were instructed, through the bureau of our charities, to ask the people to refuse shelter and food to these men who tramped through our town, and some of us provided ourselves with the sort of thing that we find now at our relief headquarters in Plainfield—a supply of wood and saws and axes—and if men came along and wanted breakfast in the morning we always said, “yes, if you will earn your breakfast, we will give you the best that the house can afford.” Many times the men went to work; sometimes in a surly mood; sometimes quite willingly. But the result of this sort of action in that little town of about four thousand people was that the number of tramps grew beautifully less. I think the whole country needs to take up some such plan.

DR. ROSENWASSER, of Newark—The tramp problem will never be solved if we adopt the policy of driving these people from one place to another. The problem is the same whether we permit tramps to occupy the floor of a station house or scatter them among the barns and outhouses of the town. While tramp labor is an uncertain quantity, it can be made sufficiently productive for each man to earn his daily bread. This has been proven in Germany and elsewhere. Tramps should be committed to labor colonies for their own good as well as for the protection of society. The plan of driving them from one county to another simply perpetuates the evil.

MRS. WILLIAMSON—The discussion is now closed, and I am very glad to present to you Mr. John J. Mulvaney, who will read you a paper on

## The Poor Master and His Office.

BY JOHN J. MULVANEY, OF JERSEY CITY.

*Madame Chairman, Ladies and Gentlemen*—For the last day or two, since I read of the publication in London of a report of the Royal Commission appointed to investigate the subject of outdoor relief in England, I confess that I have felt pretty much in the condition that one feels upon the first application of a wet rag. This subject of outdoor relief is one that has given us bother for centuries. The report of this Royal Commission, which will probably reach this country next week, will be perhaps the most thorough, complete and enlightened publication we have ever had upon the subject. Notwithstanding the responsibility of the members of that commission, I have had ideas on the subject disagreeing to a great extent with those who have no faith in the system of outdoor relief. What I have to say to-day will be limited deliberately to two or three general ideas.

Since I began to take an interest in these subjects I have become convinced that the public administrator of relief to the poor, our overseer of the poor, should be made the center of almost every one of the human activities in which we are engaged. These are so many that an afternoon could be devoted almost to the consideration of any one of them.

But this afternoon, in order to bring out the discussion, I shall limit myself to just two or three thoughts.

First, I believe that the office of overseer of the poor to-day is not as most of us seem to think, handicapped or circumscribed by law, but by the local influences which surround the overseer. Secondly, I think the effect of those influences has arrested the development of the office. Third, this lack of development has resulted largely in the present day doubt of out-door relief as policy. Lastly, this lack of faith in the system owes much of its strength to the oversight that most of our private and public enterprises are really qualified applications of outdoor relief.

That much quoted well-known first poor law, the forty-third Elizabeth, passed three hundred years ago, contained many pro-

visions, since disregarded, but within the last generation coming into their own by a revival.

In the latter half of the eighteenth century, Blackstone, a legal commentator who looked upon the office of overseer of the poor as one of subordinate magistracy, commented upon the neglect of the most salutary provisions of the poor law, and upon the frequency of litigation over settlement of rates and the intricacy surrounding the law of settlements. He seems to overlook in his commentaries, the connection between this litigious feeling as to settlements and the neglect of the salutary provisions of the law.

In the first poor law, the first and primary duty of the overseer of the poor was to provide work for the dependents and the levy of the poor rates by the overseers and justices was for the purpose of buying material and stock upon which the poor could work and earn a living. The poor rates were not given for food or sustenance. The poor rates mainly were devoted to the purchase of stock and material upon which the dependents could be set to work and earn a living.

What is the substantial difference between this duty of the overseer of the poor three hundred years ago and the project now being agitated, and in some States accomplished, of the establishment of free employment agencies by the State. This was agitated in this State a few years ago, but, unfortunately, was not adopted.

Another of these salutary provisions of the ancient law empowered the overseers of the poor to erect cottages out of the poor rates, upon the waste or common lands of the parish or town, or "hundred" as they were called.

These were the first public almshouses. These cottages were erected and devoted solely and exclusively to the occupation of poor dependents and their families, keeping the families together. This great fine almshouse in Hudson county, of which we in Hudson county are justly proud, was erected as it is now, because, as Mrs. Alexander well knows, as Mr. McKee and Mrs. Williamson well know, the cottage system could not be adopted in this modern institution because of the expense; and yet the ancient law—the first poor law—provided for the cottage system.

under the supervision of overseers. Those were the almshouses, and not the houses which we have to-day.

Another important duty of the overseers of the poor—and this is the last of the particular instances of which I shall speak—was the binding out of children as apprentices by the overseers, and every possible safeguard known to that time was thrown around the welfare of these children.

The indentures made by the overseers provided for proper maintenance and education of the child in the family of the person who took them, and as a member of his family; and the overseers and courts were bound to supervise the maintenance and education of that child until he arrived at the proper age. In that day it was twenty-four for males and twenty-one for females.

Now, we in New Jersey look upon the State Board of Children's Guardians as a rather new thing.

What is the difference between this duty of the overseer of the poor three hundred years ago and the modern work being done now by the State Board of Children's Guardians because of conditions existing in this State, as well as all over the world. due to the neglect of these salutary provisions of that ancient law.

Having shown that the law in the beginning authorized these activities, we are led to the question of how came these conditions to exist in the face of these provisions. How came these conditions to exist which for a generation we have been trying to remedy.

I am firmly convinced that the influences which resulted in those conditions were local—not due to any act or neglect on the part of overseers, but due almost entirely to those who paid the rates. We have this condition to-day in our State. The most intelligent, the most enthusiastic overseer will be disheartened in his work if his actions are criticised. In one breath the letter of the poor law is flung in his face, and with another breath, he is reminded of the tax rate.

Those are the questions which cripple the work of our overseers. It is the history in this State, and we are not alone. Almost every State in the Union—of the older States at least—

has the same history ; that more attention has been paid by local officers, and by the local public to litigations over settlements and rates than have been paid to the rest of the law put together.

Now, overseers, being local officers, naturally don't want to offend their neighbors, don't want to offend their friends, and, in the course of time, feeling of this kind would inevitably lead, in the conduct of the officials, to the spirit of giving to the dependent only what the law allows.

Now, when we begin this, or after we have begun this, the rational application of such a policy requires on the part of the overseers absolute indifference to all of those activities which to-day we dominate "uplift," and, hence, we have, after a period of years, a general feeling that that is the spirit which should dominate the administration of our poor laws.

If we keep the existence of this feeling in mind—the existence of this feeling from the beginning three hundred years ago—we can easily trace through evasions and through shifting of responsibilities the development, or retrogression, if you will, to those comparatively present day conditions which we have been trying to remedy.

Is the rigid application of the poor laws as to outdoor relief responsible for the tramp question? Isn't the tramp in some instances the result of shifting responsibilities from one settlement to another. Now, how far our public treatment of the outdoor poor is responsible for misgivings as to the wisdom of the system it is impossible to determine. Much has been said on the subject. That it is responsible in some degree cannot be doubted. Hard and fast rules in the administration of the poor laws have within themselves the germs of scandal and deceit. Once a dependent tastes relief which is given by rule, he immediately looks upon this rule as a right, and, hence, your chronic dependent.

So far as deceit is concerned, who so fertile as the poor fellow who needs just one ton of coal, or just one month's rent, or just one good supply of bread, or a meal ticket? He doesn't stop to think whether he is lazy or shiftless. If he did stop to think, he would say he wasn't.

Does anyone doubt the good done by C. O. S. anywhere, the good done by our bureaus of associated charities? And yet, what is their work except affording outdoor relief, scientifically, it is true, but sympathetically, and sympathy is stricken from your public relief? When we read the history of the office of overseer of the poor, we must be convinced that it is at least worth serious consideration whether the importance in this day should not be magnified and its activities widened along the lines laid down by private societies. You ask in what lines. Friendly visitors, work in healthy and sanitary surroundings, co-operation with the tenement house officials, co-operation with probation officers, child labor officials, school attendance, adoption of the parole system to deserting husbands and fathers; in a word, any human activity that is worth the attention of a bureau of charities is worth serious consideration by the State through its overseers.

In this movement, which I think has begun, for the widening of the influence of the office, we should pay heed to what is being done in our own State. I have some personal knowledge of the work being done by overseers in this State, and I am glad to say that in spite of handicaps and at the risk of sometimes bitter criticism, most of our overseers do not hesitate to ignore the rules and even to stretch the law when their judgment tells them that the spirit of the whole law and not the letter of a particular section should be their guide in the performance of their duties, and they are creating local sentiment which is becoming universal, and which will in a short time form a very strong influence in New Jersey conferences.

THE CHAIRMAN—As our time is limited, we will not enter into a discussion of the subject. The next speaker, Mr. William A. Baldwin, Overseer of the Poor in Newark, has prepared a very excellent paper on deserting husbands.

It gives me great pleasure to introduce to you Mr. Baldwin. Mr. Baldwin has been a long time in the service, but this has not prevented him from accepting advanced methods, and he is trying to treat the work from that standpoint. I am glad to introduce Mr. Baldwin.

### Deserting Husbands.

BY MR. WM. A. BALDWIN, OVERSEER OF THE POOR, NEWARK.

*Mrs. Williamson, Ladies and Gentlemen*—I am not going to detain you long, but through your Chairman I have consented to come here and give you what my experience has taught me for the last sixteen years as overseer of the poor in desertion cases.

One species of work which the law throws upon the overseer of the poor is that requiring his intervention in cases where the dependency of one person is caused by the acts of another. The principal cases in this class are caused by the neglect of the wage-earner, the father or husband.

Under our law, when a husband refuses or neglects to support his family, relief for the family can only be obtained through the intervention of the overseer. If the husband is convicted he is required to give a bond for the payment of a certain sum weekly for the support of his family. This money is usually collected by the overseer, who thus becomes a sort of probation officer. If, however, the husband cannot obtain surety to guarantee the payments he is sent to the penitentiary, and thus the main object of the law is defeated by depriving the husband of any opportunity to support his family while thus incarcerated.

This hardship has led to the practice adopted by many overseers of making the law effective by means which, peculiarly enough, might be termed evasion. For instance, when a complaint is made by a wife the overseer is required by the law to file a complaint and have the husband arrested. My experience has proven that instead of doing this better results are obtained in many cases by the mere writing of a letter or by a personal interview with the husband.

When a complaint is made to me that a husband or father has refused or neglected to support and care for his family, the wife's statement is taken in writing as to the number of children, the ages, residence, how long a resident of Newark, what the father's business is, how much he earns, whether he has any money in the bank or owns any property, or whether the mother owns

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property or has any money in the bank, or any other means of support.

After securing this statement from the wife a letter is written to the husband advising him that complaint has been made to this department to the effect that he is not properly caring for his family. If no attention is paid to this communication the wife reports back to me, and upon my recommendation a summons is issued for the man to appear before the criminal court and explain why he does not provide for his family.

He is given a chance to do this without being arrested, but if he does not make any effort to provide for his family within a week a warrant is issued for his arrest. He is brought before the court and his case is heard. If he shows a willingness on his part to endeavor to provide for those dependent upon him he is paroled for another week without bond. If at the end of that time his wife reports to the court that he is doing no better he is locked up and put under bond, in default of which he goes to the penitentiary for a year and a day, at the discretion of the court.

In some cases where the man shows a willingness to provide for his family, even after his arrest, the court paroles him for one or two weeks, the wife keeping the court advised in the interim as to what he has done toward providing support.

I believe in the parole system for non-support cases. I find in my work where a man is arrested for this cause, and where he has been earning from twelve to sixteen dollars per week, it is better to put him on his honor to care for his family rather than put him in jail where the county supports him and the only provision for his family is made by the city.

A man may be intemperate and yet be able to earn enough to care for his family, providing he is under some restraint, to pay a certain amount for his family's support. In many of these cases the man is able to earn this amount but is unable to furnish a bond. It has been my experience that not more than one-third of these men who are earning average wages, but through various causes have neglected their families, have broken their word in providing for their support.

After a delinquent husband has been accorded a fair trial in this connection, and has failed to make any effort to better his condition, this man becomes, in my opinion, an undesirable member of the community, and practically beyond hope of redemption, and is probably better off within the penitentiary than without its walls.

I think it within the province of every official in my position, by the exercise of a supply of ordinary common sense, to bring about a conciliation between the warring husband and wife which is the direct cause of so many unnecessary complaints. In my personal experience these reconciliations are brought about almost daily, with the result that families are happily united and the city is relieved from further annoyance or expense. In proof of which I can refer to my personal experience as Overseer of the Poor for the City of Newark covering a period of sixteen consecutive years.

THE CHAIRMAN—Did you not want to make a statement about the money that you have collected?

MR. BALDWIN—When I was first appointed Overseer of the Poor for the City of Newark that office collected about \$376.50 the first month. It has grown year after year until the receipts last month were \$1,275.50. Under this system we have collected as high as sixteen thousand dollars in a year. Last year we were a little short of fifteen thousand dollars. There were thirty-one cases in '92. Now we have over one hundred on our list.

THE CHAIRMAN—I would like to ask Judge Dalrymple if he has any trouble with those who need assistance.

JUDGE G. H. DALRYMPLE—Yes. Our laws are not stringent enough in that respect. The laws of 1904 make it a misdemeanor for a husband or father who deserts or neglects to provide for and maintain his family. This should be amended so as to make the offense a felony. Then a husband or father who deserts his family can be extradited from another State, which cannot be done under the present law, as I am informed.

There should also be a law placed on our statute books providing that when a married man is committed to State's Prison his family should receive some compensation from the State.

In the year 1907 the State of Ohio passed an act which requires the State to pay \$2.40 per week to the family of a man committed for any offense. In the year 1908 the State of Michigan passed a similar act, both of which are working very satisfactorily.

THE CHAIRMAN—I understand we have a New Jersey law on our statute books which enables us to extradite a man from another State.

JUDGE DALRYMPLE—It is questionable.

THE CHAIRMAN—We have done it.

JUDGE DALRYMPLE—I know that our County Prosecutor will not extradite a man under the Act of 1904.

MRS. JACOBSON—I would suggest that those men who persist in refusing to support their families might be set to work in a municipal wood or stone yard. The proceeds of their labor could be sent to their families. I think the result would be that the men would prefer to seek their own work and support their families rather than chop wood or crack stone all day, and this without reaping the benefit of their work.

THE CHAIRMAN—Mr. Barck, do you think the poor-master's office a place for reporters to get news of cases that come into the poor-master's hands?

MR. HENRY L. BARCK, Overseer of the Poor, Hoboken—I do not. I don't believe in any publicity of work that is done by charity, or by the poor-master's office, or any relief agent's office. I think it is wrong.

THE CHAIRMAN—How do you keep them out?

MR. BARCK—You can't very well, and you can't very well stop them from writing things that you don't know anything about.

THE CHAIRMAN—Take care what you say about the press.

MR. BARCK—Well, I am not saying who it is, but I don't believe in it. Our local paper, *The Observer*, has agreed not to publish anything regarding the poor; but, on the other hand, I have agreed to look up anything that they may think would require my attention, and by this I have served the poor.

MR. FOX—I should like to ask Mr. Mulvaney whether it isn't

a proper expenditure of public funds for the county to spend money to bring back a deserting husband from another State?

MR. MULVANEY—I am not here to advise as counsel to the State Charities Aid Association. I may be able to say, however, that it all depends on the circumstances of the case. In some cases it might, in some cases it would not. I have generally advised in particular instances, though, that it is leaving the burden of proof of its regularity on the gentleman complaining.

MRS. THOMAS, of Chicago—This question of deserting husbands is one of the greatest problems we have to deal with in Chicago, and I should like to know what the sense of this meeting is in connection with how far we should continue to care for the families of these men who desert and go to other States. The parole system is all right, and is working splendidly in Chicago. But there is an old recipe for a hare stew which says “first catch your hare”; but when you can’t get the husband—the “intermittent” husbands as we call them, shall we, at the public expense, go on maintaining these families in order that the man may come back. I had under my care in Chicago just such a family as this. I thought I had gotten that woman up to a point where she would never allow that man to come in again. I felt I must go and see how the Sweeneys were getting on, and I found Mr. Sweeney returned to the bosom of his family. He was sitting in a most comfortable chair behind the stove, which the Bureau of Charities was providing with fuel, and the smoke from his pipe was curling up in a truly domestic way to the ceiling, and she said “You see he is back,” and I said “Where did you get the tobacco?” “I ran down to the corner store and got it for him.”

Can we, at public expense, support families of men like this?

THE CHAIRMAN—I should have been very glad to see Mr Sweeney back in his home, and I should have entered with great sympathy into Mrs. Sweeney’s feelings, and then I should have tried to keep him in his home.

MRS. THOMAS—I took him into municipal court the next day.

REV. MR. DOUGHERTY—May I ask a question? How do the heads of these educational reformatory institutions get around

the labor union problem? Now, in Essex county the labor unions won't let the prisoners make handkerchiefs in the penitentiary.

THE CHAIRMAN—I think if you will attend the meeting tomorrow evening, this will be discussed. This is simply a discussion of the poormaster's work and subjects that pertain to that.

MR. DOUGHERTY—The reason I asked this question is because the only man I happen to know in Caldwell Penitentiary is a man who is there for deserting his wife, and the poormaster of Newark is looking out for her and her family.

THE CHAIRMAN—The time has come for us to pass on to our next subject. Is Mr. Lewis in the room? I should like him to come forward. He is one of the prominent workers in New York, but we don't intend that he shall give all his time to New York. It gives me great pleasure to introduce Mr. Orlando E. Lewis, Secretary of the Finance Committee of the Charity Organization Society of the city of New York.

### Vagrancy a National Problem.

BY ORLANDO F. LEWIS.

(The following is a synopsis of the address. Mr. Lewis spoke without manuscript.)

Vagrancy is a national problem, and, therefore, must be treated nationally. Vagrancy tends to become a chronic condition both in the individual and in the social body. Consequently, vagrancy must be treated chronically; that is, constantly. Vagrancy is not a simple social disease, but is the result of many causes. Therefore, it must be treated as a complicated question; that is, from many sides.

Vagrants are largely survivals of the industrially unfit. There will always be a certain proportion of unfit persons; therefore, vagrancy will always exist in some measure, and cannot be fully eliminated. All methods which tend to render a larger proportion of the population industrially fit, and all methods which will make employment accessible and workers more ready to stick to their work will lessen the chances of the employed man to become unemployed.

For the proper treatment of vagrancy vagrants must be classified. It is folly to base all treatment of the tramp on the principle that he is a worthless, shuffling vagabond. On the other hand, it is equally ineffective to treat all vagrants as though they were unfortunate victims of society who deserve all kindness and compassion. As a matter of fact, there seem to be three stages of vagrancy. A certain man who has tramped considerably himself classifies these stages as those of the tramp, the hobo and the "bum." The tramp is generally the young fellow who has lately taken to the road, largely through his desire to wander and see the world, and often because he is dissatisfied with industrial conditions at home. The second class, the hobo, is represented by the casual worker, the man who intermittently takes a job and intermittently goes from place to place. The "bum" corresponds roughly to the advanced case of tuberculosis, generally incurable, industrially unproductive, and communicating in large measure the disease from which he himself suffers. For the first and second class means of reformation and of employment should be available. For the third class segregation seems desirable.

Vagrancy is both a charitable and a correctional problem. Both charitable and correctional treatment have been and still are far too palliative or indifferent as to the basic causes of vagrancy and the fundamental methods of reformation. The immediate basic cause of vagrancy is idleness; hence, the basic remedy of vagrancy is work. The lesson to be inculcated is the old, old story that "Man shall earn his bread by the sweat of his brow."

The basic cause of the perpetuation of vagrancy is indiscriminate giving. Indiscriminate giving generally means impulsive giving of alms. Yet there are other and equally serious forms of indiscriminate giving. For instance, when one county passes on a vagrant to another county it is indiscriminate giving. To discharge a vagrant from court impulsively or through false sympathy, without knowledge of the circumstances of the case, is indiscriminate giving. The judge who suspends a sentence on condition that the vagrant shall leave town within a few hours is an indiscriminate giver. To sentence vagrants to idleness in jail is indiscriminate giving. For a city to maintain police station lodgings where vagrants may stay without work is indiscriminate

giving. To permit lodging houses to flourish, unregulated and unsanitary, is municipal indiscriminate giving. To allow vagrants to be killed on the railway right of way, to the number of several thousand a year, is indiscriminate giving of opportunity for suicide, as well as an indiscriminate giving of opportunity for the perpetuation of one of the greatest and most expensive nuisances experienced by railroads. The city which maintains municipal lodging houses without requiring a work test, gives indiscriminately. Missions which give bed tickets and meal tickets as a result of supposed religious conversion give indiscriminately. And all other forms of treating or ignoring the vagrant whereby he reaps profit without giving recompense therefor is indiscriminate giving.

Again I would say, therefore, that the basic cause of the perpetuation of vagrancy is indiscriminate giving. A provisional working program for the reduction of vagrancy will include, therefore, (a) the reduction of railway trespass by co-operation of local peace officers, railroad officers, and magistrates in the apprehension and conviction of illegal train riders; (b) adequate trespass laws and their enforcement; (c) the supervision and regulation of common lodging houses by health boards and police departments; (d) the reduction of mendicancy by the establishment of mendicancy squads and by the commitment of professional beggars to long terms; (e) the introduction of reasonably hard labor into jails, houses of correction and penitentiaries; (f) the establishment of work tests and opportunities to find temporary employment in urban centers; (g) the cessation of indiscriminate almsgiving; (h) a campaign of publicity regarding the extent and seriousness of vagrancy.

A more comprehensive program of vagrancy would include: (a) the establishment of separate houses for the vagrant unemployed in towns lodging vagrants, or, if they are lodged at almshouses, separate and distinct quarters for vagrants in those houses; (b) a municipal lodging house in all cities having a vagrancy problem; (c) the costs of the prosecution and maintenance of vagrants to be made a State charge; (d) State police officers to be appointed to aid in prosecuting vagrants; (e) at least one home for homeless men and boys in each city having a

vagrancy problem, this home to be for the exceptional vagrant and to be under the charge of a man with a keen appreciation of the value of social work; (f) at least one compulsory labor colony in each state for habitual vagrants, pauper inebriates, and persons violating the laws relating to railway trespass; (g) at least one hospital for inebriates to be established in each state; (h) a bureau for identification of vagrants, in the maintenance and use of which bureau public and private charitable bodies should co-operate; (i) the furtherance of all movements already organized to prevent dependency, particularly those forms of dependency which are conducive to vagrancy; (j) the organization of a national vagrancy committee.

THE CHAIRMAN—This paper is to be discussed by Mr. Henry de Forest and Mr. McDougall, secretary of the Charity Organization Society of Newark.

#### Discussion.

MR. HENRY DE FOREST, of Plainfield—Mr. Lewis, in his extensive study of vagrancy and the hobo, has a large amount of data and many impressions on the subject from railroad people. Certainly railroad men are in an excellent position to observe the hobo and also students of how best to use the law and public sentiment in dealing with them. From my connection with the Law Department of the Central Railroad of New Jersey, I think a few facts and impressions from them are perhaps typical. Mr. Lewis quotes two statements of railway men in his writings. One, that more trespassers are killed on American railroads than the combined total of passengers and trainmen. Second, a widely circulated estimate in respect of a trunk line, that loss to railroads in the United States due to vagrancy is \$25,000,000 per year. I think the first of these statements is very misleading. To quote from our report, we reported to the Interstate Commerce Commission in 1907, 79 trespassers killed and 84 injured. In 1908, 97 killed and 73 injured. I doubt very much if 10 per cent of that number could be classed as hobos, as the term trespasser, properly speaking, is applied to any non-

employe on the right of way at other points than stations and public crossings. In the last few years we have had two chiefs of police. One of them speaking of this subjects says: "We have no trouble with vagrants in going from one place to another. They ride on freight and coal trains, but do us no damage. It is very seldom that our property is tampered with or damaged by the traveling hobo." The other expresses a similar sentiment, adding: "We have had few box car robberies during the past year that can be charged to them."

I think this view is probably typical, as it is a matter of common knowledge that most of the thieving and depredation on railroad property occurs in terminal yards, where the hobo is not particularly active.

Now, along the lines of co-operation between local authorities and railway police, in dealing with the hobo. These travellers while on trains do not do much damage, yet are a very distinct menace to the public and to the railroads. They ride the trains, and steal coal, iron and metals, throw stones at switches, signals and passing trains (I may add we are now defending three suits where an eye has been put out by stone throwing), and occasionally attacking railroad employes in the discharge of their duties. It is a not infrequent occurrence to have track-men bombarded with coal from a passing train. As a rule there is absolutely no use in arresting these train riders; we can only hope for punishment when we can prove more than the mere fact of trespassing and train riding. Public sentiment almost invariably lets the tramp off, frequently on condition that he get out of town on the first train.

Our records indicate that out of the thousands of train riders in 1907 we only arrested 38, of these 35 were convicted. The following year, however, petty thefts, principally coal, became so numerous that our chief of police started on a campaign, which resulted in 100 per cent. increase of arrests, and 215 arrests for train riding as against 38 the previous year. These figures used statistically would tend to show a large increase in tramps, but our police do not think there was any particular increase, in fact that there was a slight decrease. Out of the 215 there is a record of 202 convictions.

Now I pass on to what I think is the most serious phase of this question. I again quote from our chief of police report: "They cause us more trouble by their train riding and building fires. Around these fires they welcome young men and even children, and tell them of their lives and what a grand time they have traveling all over the world. Every tramp camp is a school to teach your boys all that is bad and dishonest, teaching them the darkest side of life with their wonderful stories of travel and conquest, teaching them to be traitors to all mankind, violating every law, human and divine."

In other words, the railroad yards and some localities along the line are a kind of nursery for tramp life. Here is where public sentiment and the law can act most effectively along the lines of prevention. In some practical way the public must provide a way for dealing with the boy and young man exposed to this sort of education.

If the law will adequately deal with these teachers and students, I think we can depend on the railroad to bring them into court. As to what should be done with them, I confess it is extremely perplexing. I find our people feel an efficient State constabulary has been successful in Pennsylvania. They also think very well of the local rock pile, and even the chain gang.

THE CHAIRMAN—Thank you, Mr. de Forest. Mr. McDougall, please come forward and say a few words.

MR. ARTHUR W. McDOUGALL, of Newark—The present time seems an opportune one to discuss the vagrancy problem, because this winter has probably added largely to the number of vagrants in this country. There are a large number of working men, those who are less responsible, who have less character, who because of continued unemployment, get the habit of unemployment, and become tramps. The history of our tramps has followed the history of unemployment. Reports come through the Field Department of Charities from the sixteen cities this winter of a large increase of homeless men in each of the cities. Chicago reports that their municipal lodging house is overflowing and that they have been compelled to open an additional house.

St. Louis reports that there is a large increase of tramps in that city and that the tramp problem is a menace to the city.

Similar reports come from other cities. Newark just now has its lodging houses full. I happen to know of one where all the beds are taken, and they cannot get lodging at night, so that there is an increase, and there will be an aftermath of vagrants from unemployment of the winter.

The one remedy which will be long in coming is the fundamental one—a change in our economic system—so that there will not be men unemployed for a long period. In the meantime the two immediate remedies are, first, intelligent action by the municipality; and, second, enlightened public sentiment. We hope that Newark will take hold of the tramp problem in the same manner that other municipalities are dealing with it. We have just now the hope that the Newark common council will be willing to pass an ordinance which will compel lodging houses to take out a license. We have to-day about twenty lodging houses in Newark. No one knows just how many improvised lodging houses there are. Some one has an attic unoccupied, opens a lodging house, and when the tramps move out with the spring time, the lodging house ceases. There are at least a dozen such in Newark.

A lodging house ordinance has been drafted, and it is hoped will be passed by the common council, as the mayor is interested in it. It is a fair, reasonable set of provisions worked out upon the lines that the Association of Lodging House Keepers in New York were willing to stand for when the New York law was passed. This law provides for a minimum of decency, below which no lodging house shall be run in Newark; that the men shall be given clean sheets; that the house shall be inspected; that the lodging house shall be registered; that they shall not receive a license until they have complied with certain necessary conditions laid down by the board of health and the police, so that they may have supervision over them.

Finally, with regard to enlightened public sentiment, we hope that the lodging houses that are run on charitable lines shall get together in Newark, Jersey City and all over the State; that we shall do what we have never done before—make a study of the habits of the vagrant. I venture that there are certain faces that

appear periodically straight through the winter. A man will go two days to Newark, two days to Jersey, two days to Paterson, and a day some other place, and so go through the winter as a permanent resident of the lodging houses.

There should be some more satisfactory registration of the man. One lodging house simply takes the name of the man; he stays for a day or two, then passes on. They know nothing further about him, and nothing further is done to correct his vagrancy—to solve the problem involved.

Regarding the municipal lodging house, we hope that possibly Newark will replace the two or three voluntary charitable lodging houses with a municipal lodging house managed by a man of the same character as the one in charge of Chicago Municipal Lodging House. A man who will sift the men, study the individual man, get a line on the problem, what it means, and attempt to lay out some plan by which the ne'er-do-well, the chronic one, will be sent to hard labor or out of the city, and that the casual man will be taken care of sympathetically and given an opportunity to work in some self-supporting occupation.

THE CHAIRMAN—The value of the conference this afternoon is very great. I hope it has aroused sympathy in all present in almshouse management. Go back and see whether the inmates are buried properly in your county or city.

I would advise you all to visit Warden McKee at the new Hudson County Almshouse, and I am sure that the entertainment you receive will compensate you for the trip.

We have heard a good many things in connection with almshouse management to-day which should stir up public sympathy, and I hope that each one of you here present in your own counties, cities or boroughs will make it your business to know something of the almshouse and its inmates.

As to the hobo, we all appreciate Warden McKee's kind treatment of them when they wander to Snake Hill, but we fear that perhaps he may be imposed upon, and I think it would be the sense of this meeting that they should be made to work for their board and lodging.

It is very necessary that we should give to others the knowledge that we have ourselves about all our public institutions; that

we should talk of them and interest each other in their management and the care of the inmates. A little example of this has come to me to-day which I can't help telling you.

In a small town not far from here a woman was threatened with consumption, and was quietly removed to Glen Gardner to the new tuberculosis hospital for incipient cases. A few days after her departure from the town the Woman's Missionary Society met, and some curiosity was expressed by the ladies present as to how this woman got to Glen Gardner, how did she know about it, and where was it, and was it a State institution, etc.? In the course of the conversation it transpired that one of the ladies, a member of the society, knowing about the State institution, quietly made the arrangements.

There were quite a number of ladies present at this meeting, and no one really knew there was a Glen Gardner and that State incipient patients could be sent there, but these ladies were making up a missionary box to send to Japan, and they were talking about missions in Africa.

The President announced an invitation from Dr. Henry A. Cotton, of the State Hospital, to the delegates to lunch at the hospital on Saturday, February 20th, from twelve to two.

The following resolution, by Warden Chas. A. Steadman, of the Essex county jail, was, on motion, referred to the Committee on Resolutions:

WHEREAS, The proper conduct of the penal and charitable institutions of this State demands that the management should be divorced as far as possible from political influence, and

WHEREAS, In the interests of humanity and the protection of the citizens of the State, the employes of such institutions should be selected entirely according to merit and fitness, insuring efficiency in the performance of the duties intrusted to them, therefore, be it

*Resolved*, That we affirm our belief in the Civil Service Law as at present in force in this State, and deprecate any attempt to so modify or weaken it by legislation as to prevent its full application to the penal and charitable institutions of this State.

After further announcements the meeting adjourned.

JOINT MEETING.

FRIDAY, February 19th.

The meeting was called to order by the President at 4:30 P. M.

THE PRESIDENT—This is a joint meeting of the Mercer County Medical Society, the Trenton Board of Education and the New Jersey Conference of Charities and Correction.

To the medical men of this audience Dr. Prince A. Morrow needs no introduction. To the layman I want to say that perhaps we have no better authority in the world—surely no better authority in the United States—than Dr. Morrow on the subject which he is going to talk to us about this afternoon. He has been ill for two days, and comes to us at great personal sacrifice. I have very great pleasure and honor in presenting to you Dr. Prince A. Morrow, of New York, President of the American Society of Sanitary and Moral Prophylaxis.

The Problem of Social Hygiene.

BY PRINCE A. MORROW, A.M., M.D.

The problem of Social Hygiene, to which I shall direct your attention, is the prophylaxis of a class of diseases which from their origin in the "Social Evil," and their spread in the intimacies of social life, are preeminently Social Diseases.

While these diseases are due to the invasion of microbes, and affect the human body, they are in a larger sense diseases of the social organism, and their danger to society far transcends their danger to the health and life of the individual.

What might at first glance appear a simple solution of this problem would be the correction of the immorality which is the cause of these diseases, but this would mean the arbitrary cancellation of certain factors which enter as component parts of this problem, and which cannot be ignored; they are social facts, growing out of the conditions of our social life, and whose bear-

ing and significance must be reckoned with in any intelligent study of this problem. As I have elsewhere said, "it is not simply a problem of preventive medicine with which we have to deal, but in its broader aspects a social problem complicated with all the vast interests of our social life. If these complicating factors render the work more difficult, they give to the results a higher and larger value."

"The value of this work is not to be measured alone by material results in diminishing the sum of venereal morbidity and mortality. If carried to a successful issue, it will represent an improvement in the moral as well as the physical health of the people. The education of young men in sexual hygiene, and the inculcation of clean living as the surest basis of health and character tends to make of them not only healthier men, but safer husbands, sounder fathers and better citizens."

Before entering into the discussion of this subject I may be permitted to express my great gratification that representatives of the New Jersey State Conference of Charities and Corrections and the Board of Education have met together with members of the medical profession for the study of a problem of social hygiene of such great moment to humanity. This composite gathering illustrates the unity of interest and effort between physicians and laymen at the present day in all matters relating to the promotion of the social welfare. The time has passed when the cure of disease is considered the chief object or end of medical science, or when the prevention of disease is regarded as the peculiar and exclusive province of the medical profession. This has come from the recognition of the fact that the conflict with disease is not simply a question of dealing with microbes, but chiefly the correction of the ignorance and bad social conditions which favor their spread; further, that the extermination of diseases communicated in the ordinary relations of social life cannot be accomplished without the enlightenment of the public and the helpful aid of social workers, whose activities bring them in contact with the actual living conditions of the people.

Another hopeful sign of the times is the broadening of the spirit and practice of the medical profession in sharing its knowl-

edge with the public. The temple of hygienic knowledge is no longer jealously guarded and surrounded with mystery and secrecy. The genius of modern medicine is essentially in the direction of the popularization of hygienic knowledge, not in Delphic utterances or musty formulæ, but in language intelligible to the people.

The spread of this knowledge imposes upon the public a responsibility which knowledge always carries with it. We no longer regard infectious disease as a manifestation of the blind workings of forces of nature, but the effect of causes which may be apprehended and controlled. We recognize that most diseases are of germ origin, and are propagated by human agency, and that the chief elements in this agency are ignorance, flagrant carelessness and the reckless disregard of hygienic laws. Especially is this true of the class of infections we are now considering, which are commonly communicated through the voluntary acts of individuals. The responsibility for their spread is narrowed down to a question of individual accountability, and their prevention is largely a matter of personal hygiene—of individual prophylaxis.

The present may be classed as the era of *preventive* medicine. Within recent years sanitary science has shown a marked aggressiveness in attacking many infectious diseases which had hitherto defied control. Its signal success in controlling typhoid fever, small-pox, diphtheria, etc.; in stamping out the bubonic plague wherever it has shown its head upon this continent, and its most brilliant achievements in combating the great white plague, gives warrant to the optimistic view proclaimed by Pasteur that "it lies within the power of man to rid himself of every parasitic disease." With the opening of the twentieth century the watchword of sanitary science is the extermination of every contagious disease.

This optimistic note has not, however, been sounded so clearly and confidently in relation to the class of diseases which have been aptly designated as the "great black plague." Before this social pestilence which, originating in the underworld of humanity, sends its ramifications through every rank and order of society, the sanitary forces pause irresolute, baffled and beaten back.

They see no clear way by which this social scourge, entrenched in the stronghold of privacy, and wearing the defensive armor of shame and secrecy, can be reached by sanitary repression. It may be fairly stated that if the attitude of the sanitary officials is that of inaction the attitude of the public is that of indifferentism.

This apathetic attitude of the public is largely due to the fallacious idea that these diseases are confined to those who voluntarily expose themselves in licentious relations, and the no less fallacious idea that they are merited punishments for the sin of immorality—at the bottom of it all a social sentiment, compounded of ignorance, prudery and false modesty, which resolutely taboos all knowledge relating to sex and its diseases.

In order to clear away these and other misconceptions that may exist in the minds of the lay members of my audience, and to emphasize the pressing importance of this preventive problem, I may be permitted to make brief reference to a single phase of this evil, viz. : its menace to that most fundamentally important of all human institutions, the family :

The significance of social diseases as a peril to the family comes from the fact that they specifically affect the system of generation, sterilizing the procreative capacity, or so devitalizing the primordial cells that the product of conception is blighted in its development, and the office of maternity desecrated by the bringing forth of tainted, diseased or dead children.

At first glance it might appear somewhat incongruous to associate a class of infections, which in popular estimation always bear the stamp of immorality, with a social institution which typifies our highest conception of virtue. Unfortunately marriage does not always prove that "asylum, pure and chaste;" into which diseases of vice find no port of entry. On the contrary, thousands of pure young women find in this relation, legitimized by the State and sanctioned by the church as honorable and virtuous, not a safeguard against these infections, but a snare for their entrapment. The explanation is not far to seek. A large proportion of men contract these diseases either before or after marriage and carry the infection into the family. The conditions of married life render the wife a helpless and innocent victim.

The only plea that can be urged in extenuation of these crimes against pure women is that the men who commit them are, for the most part, ignorant that they are bearers of contagion, and especially ignorant of the terrible consequences to their wives and children. For, it is to be understood, these infections are markedly accentuated in virulence and danger to the wife and mother in fulfilling the functions for which marriage was instituted. The frequency of marital contamination does not admit of exact mathematical expression. The amount of venereal infection in marriage is an unknown and unknowable quantity. Few of the innocent victims know or even suspect the name or nature of the disease which transforms them from healthy women into suffering invalids. The social sentiment which ignores the existence of these infections and professional ethics, which draws around them a sacred circle of the medical secret, unite in protecting them from exposure.

Since the discovery of the casual agents of these diseases statistics bearing upon this point have the value of scientific accuracy. The specific germ may be identified in the inflammatory lesions in occasions.

The investigations of the "Committee of Seven," appointed by the Medical Society of the County of New York in 1901, showed that 30 per cent. of the cases of venereal diseases in women located in private practice in that city had been infected in marriage.

The report of the Committee on Sanitary and Moral Prophylaxis, appointed by the Maryland State Medical Society in 1907, showed that nearly 40 per cent. of the cases of gonococcus infections in women treated in private practice in Baltimore were contaminated in marriage. Fournier's statistics of over 10,000 cases of syphilis, including women from every walk in life, showed that 20 per cent., or one in every five syphilitic women, received the infection from their husbands.

The President of the Gynecological Society, at the meeting of the Congress of American Physicians and Surgeons in Washington, in 1907, stated that about 70 per cent. of all the work done by specialists in diseases of women in this country, was the

result of gonococcus infection. Brief reference may now be made to the specific effects of these diseases upon the family.

1. *Dangers to the Wife:*

We are indebted to gynecologists for our knowledge of the specific dangers to the wife and mother from gonococcus infection. To present the more salient of these facts in concrete form: 80 per cent. of all deaths due to inflammatory diseases peculiar to women, practically all purulent inflammations of the tubes and ovaries, and 75 per cent. of all special surgical operations performed by surgeons upon women, are the result of gonococcus infection. This does not take into account the large number of infected women who are not operated upon, but drag out a miserable existence of semi or complete invalidism.

One of the most common and characteristic results of this infection in woman is sterility. 50 per cent. of these infected women are rendered absolutely and immediately sterile, while a much larger proportion are sterile after the birth of the first child; so that one child represents the total fecundity of the family. A large proportion of sterile marriages, contrary to the popular view, is from incapacity and not of choice.

The dangers of syphilis to the wife are too numerous and varied to admit of detailed mention. Her personal risk from the disease is all the more serious, as her health and resisting capacity are impaired by the bearing of dead or diseased children.

2. *Dangers to the Offspring:*

While gonococcus infection is not susceptible of hereditary transmission, it often carries with it infective risks to the offspring. From 70 to 80 per cent. of the ophthalmia which blinds babies is due to this cause—besides other serious dangers such as vulvo-vaginitis and anthritis.

Syphilis is the only disease transmitted to the offspring in full virulence—killing them outright or so vitiating the processes of nutrition that they come into the world with the mark of death upon them, or, if they survive, they are condemned to carry through life the stigmata of degeneration and disease. Moreover, they are capable of transmitting the same class of organic defects to the third generation. Syphilis thus repre-

sents the most potent factor in the degeneration of the race. From 60 to 80 per cent. of syphilitic children die before being born or shortly after birth; only one in three or four finally survives. In some cases the mortality is 100 per cent., absolutely extinguishing the posterity of certain families. And here I may allude to the view which looks upon the destruction of these physical weaklings as nature's process of elimination of the unfit. There is no worse sophistry than to attribute to nature what is clearly due to man's criminal ignorance. But for the fact of the syphilis of the parents these children might have been born in conditions of vitality and physical vigor.

From this cursory survey of the subject it is evident that social diseases have most important relations with the family. They are directly antagonistic to all that the family stands for as a social institution—they are destructive to its health, its productivity and its social efficiency. They occasion an enormous sacrifice of potential wealth from the loss of citizens to the State. They transform the reproductive into an unproductive system. Moreover, they distill a double venom; they poison not only the health, but the peace, honor and happiness of the family.

Probably the dominant feeling excited among the lay members of my audience by these disclosures is one of surprise that these abuses against the innocent and helpless members of society should be possible, and the great body of humane people in this country remain indifferent to their significance, ignorant of their existence even. Ignorance is the cause, and at the same time the explanation of the indifference. Men carry these infections into the family because they do not know. Women suffer ill health, sterility and mutilation of their bodies, because they do not know. Society is insensible to their sufferings, because it does not know; the saving hope of the situation lies in letting people know. Publicity of these evils—education of the public to their significance, are the prime indications.

The importance of this enlightenment is emphasized by the fact that this danger to the family and society has always been covered up and concealed. This social pestilence has been for centuries installed in our midst—poisoning the sources of life, sapping the foundations of our national vitality and vigor,

ravaging the home and family—while society, behind “its sevenfold veil of prudery and false modesty,” refuses to recognize its existence.

John Stuart Mill declared that “The diseases of society can no more be checked or healed than those of the body, without publicly speaking of them.” But social sentiment has decreed that the “holy silence” upon everything relating to the sex and its diseases must not be broken.

It was recognized by those who inaugurated the movement for Sanitary and Moral Prophylaxis in this country that it was time to break with this policy of silence and concealment, and organize a social defense against a class of diseases which are most injurious to the highest instincts of human society.

In surveying the field of work opening up before this society the most pressing indications seemed to be: 1st. To enlighten the public to the extent of these diseases, and their danger to the public health. 2d. To expose the social dangers of these diseases, especially to the innocent members of society, which come from their introduction into marriage. 3d. To educate young people in a knowledge of the fundamental facts of life and sex; the physiology and hygiene of the reproductive function, and the dangers which come from its unnatural or irregular exercise. 4th. In addition to the educational program, this scheme of prophylaxis included the purely medical measures of enlarged facilities, and more adequate provisions for the treatment of this class of diseases, with the view of preventing their spread, by prompt sterilization of the sources of contagion. 5th. Since these infections may be traced to their original source in the “Social Evil,” another essential feature of this prophylactic scheme was the study and prevention of the causes of prostitution, with the object not to make prostitution safe, but to prevent the making of prostitutes. The various elements which enter as factors of prostitution cannot be considered within the limits of this paper, but the conclusion seems to be justified by careful study of the causes, that while ignorance, the lack of moral training, the economic dependence of woman, and the conditions of our social life, contribute to the making of prostitutes, the most essential cause is the unbridled instinct of man which

impels him to sensuality. In other words the supply of prostitutes is created by the demand.

Your President has asked me to speak more particularly of the educational features of this program. The general dissemination of knowledge respecting the extent of these diseases and their dangers to the individual and to society, is designed not only to impress the public with the need of this prophylactic work, but to create a sentiment in favor of a radical change in our present educational system, which now ignores the sexual organization of the individual.

The education of young people in the laws and hygiene of sex contemplates an innovation upon our established system of education—both parental and scholastic; it runs counter to deep-rooted prejudices, which are the result of generations of heredity and training; it means a complete reversal of the social sentiment which condemns such knowledge as unfit and improper.

It is but a truism to say that the object of education is to fit the individual for the practical duties of life. Formerly the training of the intellect—the mental development of the individual—was the chief object of education. The trend of our modern educational system is essentially in the direction of the training of the body as well as the mind. This has come from a recognition of the fact that the hygiene of the body is no less important, or rather it is a condition of the development of the highest mental efficiency and capacity. Educators agree that the knowledge of physiological laws relating to the preservation of health is of the highest importance; but insofar as this knowledge relates to the reproductive function, it is not considered a desideratum, and yet they must know that this function is bound to be a factor, and a most important factor, in the life of the individual. The care of other functions of the body—what one eats or drinks—affects only the individual; but the care of the reproductive function affects not only the individual, but society and the race.

So far as the interests of the individual are concerned, the right use of this function is the surest basis of health, character and usefulness in life; its wrong use often results in his physical and moral wreckage.

From the social standpoint its relations are of supreme importance. The three most essential elements or factors in our civilization—the family, the monogamous relation, and marriage fidelity—upon which depend the productivity and the morality of the race, are bound up with the proper exercise of the sex function.

In relation to posterity it is evident that since it is to this function that the life of the human race is entrusted, it is the highest duty of the individual to transmit, unimpaired, his organic vigor to the children in whom he perpetuates himself. The physical progress of the race demands that the springs of heredity be kept pure and undefiled. If the sources of life are poisoned by foul infections, there is engendered a vast mass of misery and disease in the descendants. "The greatest criminal is he that poisons the germ cells."

Another motive to this education is that the sex function is of all functions of the body the most prone to sensual indulgence, and most requires education and training in the control which reason and moral sense impose upon instinct. Physical morality is largely a problem of self-control. The mastery of the mind over the body can best be effected through an understanding of the bodily conditions and their relations to the physical health and well being..

This education is designed, first of all, to create a right mental attitude toward the appetites and passions, and a right conception of sex relationship, to build up high ideals in young men based upon the physical and moral benefits of clean living, upon respect for their own bodies and respect for the virtue and personality of woman. It is also designed, through sound instruction in the physiology and hygiene of sex, to correct the false physiological ideas upon which the so-called "sexual necessity for men" and the double standard of morality are based.

It is not claimed that knowledge of the laws of sex will alone prove a safe and sufficient chart for the regulation of the sexual life of the individual; this hygienic teaching should be supplemented and reinforced by teaching of a higher order, which comes more properly within the province of the religious teacher, and which inculcates a sense of moral responsibility in inter-

sexual relations. I believe that the clergy would find in this field an opportunity for doing their best and most transforming work, but it must be confessed that, with a few notable exceptions, the attitude of the clergy is characterized by a religious avoidance of the subject.

We may now inquire what is the attitude of parents in regard to the instruction of young people in the hygiene of sex? It must be admitted that the spirit and practice of most parents is expressed in the traditional policy of silence and suppression.

Many parents are silent because they fear "to soil the crystal purity of the youthful mind with a thought or suggestion of anything so shameful as sex." If ignorance were a preservative of innocence, if their silence shielded youth from sexual errors, it might be justified, but there is nothing more fatuistic than the belief that they succeed. Teachers testify that even at the early age at which children enter school the little "innocents" are not ignorant of sex knowledge, often of a depraved character, and that the results of the parental policy are manifest in unclean conversation and other evidence of defilement of mind, not infrequently in bad habits.

The objection urged by some that sex education would stimulate an unhealthy curiosity and focus the imagination upon sexual matters is scarcely more valid; curiosity about the origin of life and sex already exists; it is implanted by nature. If it is not satisfied from pure sources, it will be fed from impure and tainted sources; it must be the education of the home or that of the streets; there is no alternative.

The conclusion of the matter is this: It is not a question whether the youth shall learn something of sex and self, rather it is a question whether it shall be scientific truth or dangerous error; whether this instruction shall be sound, sanative, wholesome and moralizing in its influence, or whether it shall be false, unhygienic and demoralizing in its tendencies.

What is the attitude of educators toward sex instruction in schools? It must be confessed that there exists in the ranks of teachers the same skepticism as to the propriety of this instruction. Even among those who have given the subject thoughtful

attention there is doubt as to the wisdom or expediency of introducing it in the public schools.

Others, still, who are familiar with the facts which furnish motives to this instruction see no real alternative. They believe not only in its importance, but in its entire practicability, and look upon it as an opportunity, especially for the teachers of Biology and Botany, to do their best and most useful work.

It is worthy of note that at the Manheim Conference of 1907, held under the auspices of the "German Society for the Prevention of Venereal Diseases," and in which the most distinguished educators of the United Kingdom participated, the three days' session was exclusively devoted to the discussion of "Sex Pedagogy." There was not one dissentient voice among those present that sex should be taught in the later years of secondary boys' schools, and the only grave differences of opinion were as to what should be taught, how, and by whom; whether certain instruction should be given some years earlier, and also as to whether girls should be taught. The general conviction voiced by one speaker was that "the benefit arising from the unrestricted scientific explanation of the sexual problem, even in wide circles, is so enormously great that all objections thereto must disappear."

It is also worthy of note that in certain countries of Europe the teaching of sex physiology and hygiene in the higher grades of schools has been made mandatory by the Ministers of Public Instruction.

Whatever doubt may exist in the minds of educators as to the wisdom or practicability of introducing sex instruction in the public schools, the teaching of the physiology and hygiene of sex in high schools and colleges would seem to be imperative. During the adolescent period, when the ferment of sex begins to work in the being, it is of the utmost importance that the young man should know the meaning and proper uses of this physical endowment, the significance of sex phenomena, their relation to his physical health and well being, and of the necessity of the guidance and control of this physiologic impulse.

At this critical period he stands at the parting of the ways—on the one hand the steep and difficult path of continence; on the other the broad, inviting road of incontinence, which is full of

pitfalls and hidden dangers. Through the complicity of silence on the part of parents, instructors and all the educational agencies of our social life, he is not taught the advantages of continence, nor warned of the horrible dangers of incontinence. He is left to stumble in ignorance and learn by bitter experience. The physical dangers which are inseparable from licentious relations should be fully pointed out, as well as the imminence of these dangers; farther, that safety cannot be compassed by protectives or circumspection in choice. If no higher motive, an intelligent selfishness, a wholesome fear of infection, may restrain him when moral considerations would not avail.

At the present day all indications point to a growing sentiment in favor of sex education on the part of both parents and teachers. The perceptions of many parents have been awakened to a sense of their obvious duty in this regard, but the general feeling is one of inability to do this wisely and well. On the part of educators there is also what may be termed "an unpreparedness" for this work. When our Society endeavored to secure the introduction of the teaching of sexual physiology and hygiene in the higher grades of the public schools of New York we were met by the statement that even granting the desirability of such instruction, the teachers, most of them young and unmarried women, were not qualified either by knowledge or experience to give it.

Our Society has endeavored to meet this want on the part of parents by lectures before mothers' meetings and other groups of women, in which the subject matter and methods of sex instruction are given, and by lectures before segregated groups of young people to repair as far as possible the results of the parental policy of silence and neglect. Three educational pamphlets have been issued: "The Young Man's Problem," "The Boy Problem;" also a "Pamphlet for Teachers." In the "Boy Problem"—intended for parents and teachers—the question of the nature and scope of this instruction, at what age and by whom it should be given, as well as particular methods, are considered.

I hasten to add that I believe that this work falls within the province of the pedagogue rather than the physician. It is the office of the physician to supply the requisite scientific knowledge

and impress its importance, but the teacher is better fitted through experience and opportunity to adapt this knowledge to the age, mentality and the special requirements of individuals or particular groups. The responsibility for giving this instruction should be placed upon the shoulders of parents and teachers where it fairly belongs.

It will be granted that instruction relating to sexual diseases, their pathological significance, modes of contagion and their consequences to the individual and others would come with more weight from a physician whose competence and authority in all matters relating to disease would be unquestioned. Physicians can also render most invaluable aid by instructing the young men of their clientele in a knowledge of the fact that continence is not harmful, but compatible with the highest physical and mental vigor, and that the doctrine of the so-called "sexual necessity" for men which has always been invoked in support of a double standard of morals for men and women has no basis in the teachings of science.

In exposing the dangers of social diseases to the family the significant fact appears that men are the authors of these social crimes; women the victims. There is no other possible explanation of their exclusive masculine etiology than the standard of morals women weakly tolerate in the men they marry. For the correction of the ethical heresy that one-half of humanity has imperious duties which the other half may repudiate or disclaim we must look to the educational and moral training of the rising generation.

In this connection it may be said that the present system, or rather deficiency, of home education tends to foster and perpetuate this unilateral code. The daughter is brought up with the idea that her destiny in life is marriage and children. She is taught that the love of one man should fill the entire life of a woman; that chastity is her most precious possession, and that a single lapse from virtue would bring dishonor to her family and carry with it her own social ruin. In addition she is carefully guarded from evil associations.

No such ideals are inculcated in the son. He is not taught that he should conserve his chastity for the woman who will one day

be his wife and the mother of his children. He soon learns that the "sowing of wild oats" is a pardonable pastime—a natural and to be expected incident in the life of a young man; even a hygienic procedure; that it entails no consequences and carries with it no social stigma.

Now, chastity does not reside altogether in the organization of the woman; man is not impelled to sensuality by the force of a distinct and altogether special physiological endowment. It is the fixed ideas which have been trained in him that form sexual character and determine sexual conduct. From a purely physiological standpoint there is no more necessity for a young man "to sow his wild oats" than for his sister to do the same.

When women appreciate the fact that the foundations of sexual character are laid in early youth; that the ideas and principles instilled at this period are apt to dominate the mental attitude toward sex and sex relations throughout life, mothers will undertake the sex education of their sons, teaching them not only the fundamental facts of life and sex, but also that the principles of morality apply to the sex conduct of men and woman alike. Mothers will teach their daughters that marriage is not all romance and sentiment; that dissipated men make unsafe husbands, and that the halo of romantic interest thrown around the man with a profligate past by fiction writers is a symbol of shame, a signal of danger for his future wife and children.

Finally, I may say that it is eminently fitting that women should actively interest themselves in the solution of this problem of social hygiene. In any reform affecting the family the aid and co-operation of women are essential. Every question affecting the relations of the sexes is a woman's question as much as it is a man's question.

The chief impelling motive to the inauguration of this prophylactic movement was the fact that the burden of shame and suffering, disease and death, falls most heavily upon the innocent members of society. But the curse of social diseases will never be lifted from the family so long as our conventional code considers masculine morality a negligible factor.

With the enfranchisement of women, to which some of us look confidently forward as a matter of right and simple justice, it is

believed that a great impetus will be given to this and other movements which make for the moral uplift of humanity. It is hoped that through the influence of what has been termed the ethical half of humanity the conventional standard of morality which has reigned supreme for centuries will be supplanted by that higher moral code taught by the founder of Christianity.

On motion a rising vote of thanks was given Dr. Morrow.

The President then introduced Dr. William A. Clark, who represented the Mercer County Medical Society, and who spoke as follows :

DR. CLARK—*Ladies and Gentlemen:* I wish, first of all, to express my deep appreciation to Dr. Morrow for his most excellent and comprehensive paper on this very important subject. I did not know exactly what his paper was to be, but I presumed something of the nature of which he has already spoken. Everything that he has said in regard to this question of social hygiene is perfectly true, and the remedy of prophylaxis is undoubtedly the only one that can reach the great masses of growing children in this country as well as in the world.

Those who have practiced medicine any length of time realize the terrible scourge which is transmitted from parent to child by many of these diseases which should be preventable, but for which so far no effectual remedy seems to have been discovered. It falls back, it seems to me, to the very fundamental principles of social life and educational life as a place where we may seek a remedy and perhaps begin to apply it. I would first begin with the healthy growth and development of the human body.

I have heard, through my friend, Dr. Cotton, Superintendent of the State Hospital for the Insane, that a great many cases of insanity and moral degeneracy are due to "body insufficiency," or, rather, a deterioration of the individual quality of the human body, the human body in which the individual must dwell. The human brain, upon which the mind depends for its manifestation, must be regarded under the most favorable circumstances. This would include body hygiene as well as mental hygiene.

Now, in our crowded cities we know that people are crowded together in tenement houses, poorly ventilated, inadequately sewerred, living amidst crime and filth, and in dark, hidden places; we know that there the body cannot grow to a healthy state. We know that everybody, every individual, ought to be entitled to pure air, pure water and pure food for the healthy growth of the body. Pure food may be supplied, but a body cannot grow into a healthy state if its environment is detrimental.

Therefore, it seems to me that every municipal government should provide for its people pure air, pure food and pure water, and sanitary living. Crowded tenement houses should be torn down and others of more commodious dimensions built in their stead, so that crime and filth cannot find a lurking place there.

The compulsory education of children and the medical inspection of all school children is another important factor in this subject of social hygiene. Every child should not only have a seat provided for it in the public schools, but it should also be obliged to submit to medical inspection; in other words, it should be placed in the very best possible condition to receive an education.

Since hearing Dr. Morrow's remarks upon the necessity of education in this matter of social hygiene it has occurred to me that in all our public schools of the higher grades and high schools there should be a chair of physiology established, which should be occupied by a physician, who would give a course of lectures on general physiology, including special lectures on sexual physiology and sexual hygiene.

I sometimes think—although Dr. Morrow has stated that the general concensus of opinion is otherwise—that too much individual suggestion along these lines might possibly awaken in the child thoughts which might not otherwise be created; whereas, if your chair of physiology included in a general way the subject of sexual physiology I think it would be less conspicuous to the child, and perhaps would not awaken any thought which would direct his attention especially into these lines.

In every community there are a great many degenerate children—no doubt degenerate because diseases have been transmitted to them—but degenerate on account of the poor condition

of the bodies and general physique of their parents. All children of that kind who show a tendency toward crime or loose morals should be removed to reformatories where they could be surrounded by the best moral and physical influences, where they could be placed in such condition that they would be best able to receive in future years good moral, mental and physical training and education.

If high ideals are established in the growing mind, and high aims placed before school children they will be less likely to allow their minds to run in lower channels, less likely to be attracted by crime or by loose morals. It is the extermination of low ideals by implanting high ideals in the child mind that is going to do a great deal, I think, toward removing them farther and farther away from these lower instincts.

I do not feel able to speak at length on the subject of prostitution, except that I think that the low wages paid by large corporations and large commercial houses to their employes drives them almost to the necessity of seeking means of living, which the low wages scarcely provide them with. It is claimed that because of the unequal distribution of wealth the poorer classes are so oppressed and prevented from rising to higher levels by the very meager pay which they receive often for their labor that this is conducive to this evil.

Now with reference to some of these diseases I will speak of one in particular to which, so far as I can learn, there is a growing immunity. I speak of the disease known as syphilis, because it has been so widespread in past generations that the immunity to a certain extent has been transmitted to the offspring, so that now the terrible forms of that disease which were discovered in earlier years are not so conspicuous. It is gradually, I think, wearing itself out among certain races, especially the Americans and people of this country.

But after all we must depend not only upon the education of the children in the higher schools, but we must depend largely on the natural laws of evolution, which, I think, are elevating the human race, and which gradually are going to draw us away from the lower instincts. By these meetings and such societies as these a great stimulus to these natural laws of evolution will

be given. They will awaken people to the necessity of taking hold of these matters, educate the children to higher ideals, and leave in the background the lower instincts.

THE PRESIDENT—Mr. Ebenezer Mackey, supervising principal of the Trenton public schools, and representative of the Trenton Board of Education, will now continue the discussion.

MR. EBENEZER MACKEY—The fact that this is a problem of public education, as well as of public health and morals, is doubtless the reason why the school teacher has been invited to join with the minister and with the physician in discussing it; in fact, it is most fundamentally a problem of education, as sin and disease are most commonly the offspring of ignorance.

There are other institutions in society, however, besides the public schools that have a part in public education, and some of these are fitted to do more effective work in this line than the public school.

Dr. Morrow has very clearly explained the nature of the problem, and has very convincingly shown the imperative need of an adequate prophylaxis for sexual evils. The question which is doubtless intended to be left for discussion from the viewpoint of the schoolmaster is: what preventive measures can be undertaken in the public schools?

The schools may deal with the problem directly by definite, individual or class instruction on sexual hygiene, and indirectly by establishing the ideals of character and self-control, the interests, recreations and activities that will militate against sexual indulgences and tend to crowd sexual thoughts out of mind.

It is questionable whether under present conditions class instruction on sexual hygiene can or ought to be given in the public schools. The subject is not treated in any of the school textbooks on physiology or hygiene. The teachers themselves are not generally thoroughly informed in regard to such matters as have had greatest emphasis in Dr. Morrow's paper. The instruction, if plain enough to be understood by children, is peculiarly liable to be wrongly reported and made the occasion for scandal. There is little, if any, demand on the part of parents that teachers instruct their children in these matters. Most par-

ents prefer to teach their own children in this subject, and they undoubtedly can do it more effectively when they are competent. Some parents mistrust the fitness of teachers for giving such instruction, believing that it is within the province of fatherhood or motherhood rather than that of maidenhood. Public sentiment would not tolerate plain teaching of sexual hygiene in mixed classes of boys and girls; in fact, it is not ready for such teaching in classes of either boys or girls. The approach to the subject through nature study and plant life and reproduction is generally interesting and instructive, but inefficient. Such instruction increases the realm of suggestion to the sexually precocious. The reproductive process written large everywhere in nature would thus tend to challenge a boy's sexual instincts as some theatrical bill boards do. Children and adults differ in their point of view. To make conspicuous the sexual functions of plants might tend to break down more frequently than it would promote the virtue and modesty of children. Such instruction can do nothing whatever toward giving a boy the robust will power necessary to master the onset of his passions.

The best work that has been done, or that can be done, in my judgment, by the school teacher, is impersonal confidential counsel with individual pupils who especially need it. Not every teacher can do this. No teacher can be equally successful with every pupil. The teacher should be sure of her ground before she attempts it. The teacher must know the pupil intimately and must have his absolute confidence and be worthy of it. She must have a thorough scientific knowledge of the whole subject, and must be sane and rational in her views of it in even its most dreadful phases. She must have infinite sympathy, consummate tact, and the power to infuse vigorous resolution into weak wills, and to inject constant, dominant high motives and ideals into even bestial minds. I have known such a teacher to work out a moral reform in a whole school of boys, discovering and helping them to conquer their secret vices.

It seems to me that it is the function of the public school in dealing with this evil to direct attention away from the sexual function rather than toward it, to supplant sexual appetencies

with higher and purer interests rather than to explain and emphasize them.

The whole school regime abounds with facilities for energizing the spirit and getting rid of the mere lusts of the flesh, for unsensing the mind and unselfing the will. Literature and history—every branch of study, every rule and regulation, every exercise in physical or manual training, rightly directed has its influence in counteracting evil sexual tendencies. We ought not to forget in this discussion what the public school with its ideals, its industries, its disciplines, and its incentives is already doing to make each pupil master of himself, to lift up from what is low and to establish ideals of right living and high thinking.

In our courses in physical training and hygiene, we are laying more and more stress upon the proper care of the body. In athletics the pupils still have the ideal of Sir Galahad, "My strength is as the strength of ten because my heart is pure." Chastity is emphasized as one of the chief virtues. There is less of obscenity and sexual perversion, I think, than there was a generation ago. Children are cleaner and healthier than ever before.

It is the aim of the public school, as the one chief agency under the control of organized society for the realization of the social ideal, to train the pupils for social efficiency, for useful and righteous living as members of society, and the more completely this aim dominates school activities, the more certain and effective will be its preventatives of social or sexual evils.

In conclusion, let me say, that I think we cannot and must not under-estimate the gravity of the evils we have under consideration, or the prevalence of sexual vices amongst children in the schools as well as amongst adults. I believe thoroughly in a campaign of education and legislation against it. I believe, however, that the instruction and exhortation should be directed first to parents and teachers and then through them to the children. I think that it is exceedingly important that teachers as well as parents should be thoroughly informed upon this subject in all its bearings, educational, religious, sociological, and pathological. Dr. Morrow's paper should be accessible to every

teacher. The Eight Year Book of the National Society for the Scientific Study of Education is devoted entirely to the problem of "Education with Reference to Sex." It discusses its "pathological," "economic" and "social aspects," "agencies," and "methods." The January number of "Work With Boys" has what I think is a very helpful article on individual sex instruction under the title, "Moloch and the Boy." The little booklet on Sexial Hygiene, Health Education Series No. 16, has a lot of valuable information that can be used to advantage in some schools.

Teachers, who are thoroughly informed on this subject and alert, will find countless opportunities to render incalculable service to their pupils in the most critical phases of their development. They will know how to talk to their pupils and to the mothers of their pupils; they will understand and appreciate the temptations, the storm and stress, fancies, longings, moods—the whole psychology and pathology of the adolescent and pre-adolescent period. They will see and foresee the dangers in the sex life of their pupils and know the right thing to do or say, and the psychological moment for it. They will see, as they have never seen before, in their class-rooms the opportunities for the saving of souls.

THE PRESIDENT—We have heard from a physician and an educator. Now Rev. A. C. Nickerson, of Plainfield, a member of the Executive Committee of the Conference, will tell us how this subject appeals to him.

REV. A. C. NICKERSON—In this matter the physician is interested in getting better physical results from the new generation, the teacher in securing better intellectual results, and the pastor in the possibility of better morals. It is thus that we all come in. But we all three know that we must have all these results in one, and that the three professions must work together would we make certain a proper and profitable manhood. The doctors have not had half a chance with us. We have not had our dues from them. After ushering us into the world the physicians have been kept at a distance, unless we had a physical breakdown. Even then, once on our feet again, we have "dismissed

the doctor." Is it because their civilization is so old, and they have had so much longer time in which to learn, that the Chinese pay their doctors so long as they keep well, and stop their salaries when people fall ill? It is a well known fact that our doctors and surgeons have made most wonderful strides in knowledge hygienic of recent years. But mostly we have permitted them to limit its application to home and office practice, save as they served in hospitals and sanatoria; whereas they have richly deserved opportunities among conditions more normal than sick rooms or hospital wards afford.

Where is health, joy, constant expansion of muscle and mind, legitimate and early opportunity for these wise and studious men, if not in our schools? And we need them there; not so much to rectify wrongs as to promote rights. And even to latest date we are, only in our negative fashion, giving them a chance. We see the good of patching up, renovating, removing obstacles to a clear understanding of what is taught, as if doctors displayed at their offices the sign, "Tinkerers and repairers to her majesty, Mother Nature." As if, indeed, "Nature's journeymen had made men and not made them well." Think not that I do not appreciate the removal of adenoids and better yet the careful looking after the pupil's eyes, and every other service to ailing boys and girls in our schools. At the eleventh hour boards of education have "let in" the doctors to patch up the physical defects. But even doctors believe that "an ounce of prevention is worth a pound of cure," and I want the day to dawn, for our country's good, when physicians shall be regularly retained by our school boards to minister to health. So school teachers and pastors would find their efforts mightily reinforced. Indirectly, but not the less potently, the doctors would abet our every mental and moral lesson. They would, at a suitable time and age for the children's best good, tell the children of adolescent years what parents will not tell. What teachers feel themselves unauthorized, if not incompetent, to deal with. Tell them authoritatively, as men who know the holy temple of the body with all its liabilities to perversion, all its possibilities of jocund health and ennobling service. They would do this at the divinely questioning age with children, when they "want to know" every-

thing, thus forestalling crude and vicious tongues, ready everywhere with insidious misinformation. The Talmud says "the world is saved by the breath of the school children." Let the doctors help us to keep that breath sweet and pure, lest in the grammar school age foulness and profanity vitiate the air of every day, and publish to every hearer the rottenness within.

Let doctors who know how heavily, and probably rightly, overloaded the sexual instinct is in nature and man serve the later generations by energizing this one! A clean mind in a clean body is to-day a great desideratum in our schools and homes. Upon us the scum the European civilization has been poured. It mingles with the better currents of life in our public schools. Children come to school sewed into their dresses for the winter. Uncleanliness of body and mind are accepted by parents as inevitable. In some country places where foreign people have mixed with American stock ideas of social respectability have gone into eclipse. Where men gather evenings the atmosphere reeks with putridity. We are afraid of open sewers and flying germs, but the moral degeneracy of many a country town is far more fatal to life! I asked a selectman to do something toward closing an evil house where four hundred boys at school, averaging 18 years of age, were exposed to its influence. He was elected by the town, represented it, alas! and replied: "I can do nothing; it brings trade here." In that same town its best people came together one wintry afternoon in one of its stateliest homes for the funeral service of one of our most beautiful and accomplished young women. We all knew she had been slain by the corruption of her husband. What, think you, was the feeling of the pastor who married and buried her? Last Thanksgiving, in a New England town, a physician was called to a young wife who was about to become a mother. The mother and child died. The physician—one of many years' standing—contracted blood poisoning, was threatened with the loss of an arm; did lose his thumb by amputation. The doctor attending him became blood poisoned, and has been confined to his home for months, discontinuing his practice, and I am told the young husband is much distressed over these facts. He well may be. The blame lies black at his door. Oh, that the double standard

of judgment for men and women may be abolished, that greater purity may bring us better domesticity and more stable homes; that the doctors may be authorized to save the children and so save the State.

Upon our women the heaviest burden of all this falls; upon mothers who would be better off without their sons, and wives better off without their husbands! The help must come mostly from within, not from laws or restrictions—although these help—but from the accurate ideas of their bodies gained by our school children. A quickened sense in them of honor and self-respect, and an ambition to be not only strong for sport, but sound, and sane for *life!* All that the schoolmaster plans for, and all for which the pastor hopes, may well and legitimately follow.

THE PRESIDENT—I hope, as a result of this meeting to-day, a society of sanitary and moral prophylaxis may be formed in our State. I am very sure Dr. Morrow would be willing to give all the help in his power toward such an end. I understand that the New York Society counts among its members many New Jerseyites, so that the organization of such a society here should not be a difficult matter. If the preliminary work could be done by the medical profession, then the success of such a movement would be assured.

The meeting adjourned.

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### THE THIRD GENERAL MEETING.

#### Preventive Work by the State.

FRIDAY EVENING, February 19th, 1909.

The meeting was called to order by the President at 8 P. M.

THE PRESIDENT—Governor Murphy requires no introduction to a New Jersey audience. We all know him, and if for no other reason, remember him gratefully for our splendid child labor laws and department, which he and his secretary, John L. Swayze, are largely responsible for. I have very great pleasure in giving the chair to Governor Franklin Murphy, who, it seems

to me, is so splendidly equipped for conducting a session which deals particularly with "Preventive Work by the State."

EX-GOVERNOR MURPHY—*Mrs. Jacobson, and Ladies and Gentlemen:* I am very glad to be one of this interesting and interested number that have come out on this inclement night to discuss the questions of interest to the State and of interest to all of us. I remember once hearing a preacher say about another preacher who preached to perhaps one hundred or one hundred and fifty people every Sunday morning the strongest sort of sermons, and who wondered why more people didn't come out to hear him: "It is one thing to preach to many, and it is perhaps another and more important thing to preach to much." So that I think that in this meeting to-night which, is not as large as we would have liked to have had it, and yet perhaps is very much larger than we could have expected under the circumstances, we are talking to "much" of the interest of those who are the workers in the State in the cause that interests all of us. We are gathered to consider preventive work by the State.

We are gathered to consider the general situation in regard to the dependent and the menacing and the criminal classes in our State.

It falls within the province of this meeting not so much to report the work already done as to consider what plans we have for still better work, to point out the mistakes in the management of our public institutions, and suggest methods which are more efficient, to make a plain statement of what wise laws are obeyed and what neglected, of what laws are unwise and what new laws are needed, to measure the difficulties and locate the opposition forces, and devise the means by which the obstacles of every sort may be overcome.

In short, it is the object of this meeting, while discussing specifically preventive measures by the State, to also make practical suggestions on every line of endeavor in this gigantic task of public dealing with crime and vice and pauperism and mental debility and insanity and disease.

It is peculiarly our purpose to inspire the people of the whole State with broader views and with more rational zeal in the prosecution of this great work.

Allow me, first of all, to congratulate the men and women who have taken the lead and borne the brunt of the battle in this patriotic fight for social progress. I wish to congratulate them on the splendid results they have obtained and on the sacrifices they have made. Lowell says:

“Not what we give, but what we share,  
The gift, without the giver, is bare.”

The founders of this Conference have given *themselves* without stint, and in sharing their lives with the unfortunate they have builded their own monuments.

Now, let me express my appreciation of the honor in presiding over your deliberations. My address, as Chairman, must be brief, and yet, as the opening speaker, it is, perhaps, well that I should say a few words on each of the several phases of this great subject. From the great number it has been difficult to choose.

My first thought is along the line of *State Protection from Undesirable Immigrants*, a subject that some may regard as a little delicate in view of the recent excitement on the Pacific coast, and the somewhat vigorous correspondence between the President and those in authority in some of the Pacific coast States. Let me relieve it of any embarrassment by stating that what I shall say has reference to no particular nation, but to the particular individual from whatever nation he may come.

We have few better citizens than the better class of immigrants. The intelligent man who comes here *to work* has America's full welcome. Those who come *to beg* and *to steal*, and perhaps some others, should be kept away.

I have tried to find out what it costs the people of New Jersey, by the year, to deal with imported crime and vice and pauperism and insanity. Governor Fort says over one million and a half dollars, but that is the sum the State pays out, as shown by the Comptroller's Report, and includes native and foreign.

My first attempt was to get at the entire cost, to the State, the counties, the cities and towns, the cost for public institutions and for church and associate institutions, for the people must pay it all. In making the estimate I included the cost of police, the

cost of criminal courts and the cost of trials, along with the cost of jails and penitentiaries and insane asylums and reform schools and hospitals and orphan asylums and poor farms. It has been impossible, in the time I have had, to ascertain this sum accurately, but I have gone far enough to know that if we consider, in addition to the sums spent by the State, those expended by the various counties and municipalities, and those supported by private and voluntary contribution, we must more than double the sum named by the Governor—let us say three millions. I find that not less than one-half of this vast sum is required by undesirable immigrants and their immediate children—say \$1,500,000 a year.

I attended a lecture in New York City a few days ago, in which the speaker said that forty-five per cent. of the inmates of the New York insane asylums are immigrants of the first generation, and that eighty per cent. of the inmates (think of it and let it settle in your memory so you will not forget it), eighty per cent. of the inmates of the insane asylums and penal institutions of that State are immigrants of the first and second generations.

The people of New Jersey are compelled to deal with the slum element of foreign countries, which is dumped upon us by the steamship companies. In mentioning the steamship companies I have named the greatest of the opposition forces to our work. Behind them are certain great railroads and other corporations, and these powerful interests make this kind of protective legislation very difficult.

These men, as a rule, are quite solidly committed to protective legislation against foreign goods; but they are solidly committed to free trade in the matter of importing criminals and paupers and the diseased and insane—anything—everything—so they get the steerage fare and the car-fare.

I am a Protectionist, through and through, especially against the importation of crime and vice, and filth and pauperism, and disease and insanity.

I should like to see an import duty of at least \$100 on each and every immigrant. If those who come to work are not willing to pay \$100 for the privileges of our great country and its democratic institutions, let them stay at home. It might be

well to return him this sum to aid him in establishing himself in his new home, but whether we took it as an import tax, or compelled him to have it in his pocket as his very own, it would mean something for intelligence and thrift in the man who is later to become one of our citizens with the right to vote upon questions that effect you and me.

I would like to see a law passed that would prevent the importation of any immigrant who cannot read and write his native language. This would make it easy for him to acquire our language and to become absorbed into our body politic. And I would allow no man to vote who was not born in this country and who could not read and write. I would like to see laws which put the prohibition of all other comers beyond a peradventure.

I would like to see every official, of corporation or government, who neglects to enforce these laws, quickly and severely punished.

I would like to see a report, from a committee of able lawyers, on what we can do to keep out of our State the undesirable immigrants which are admitted to other States. You say this is selfish? I say it is sensible. The only way to reform the world is for each State and country to deal with its own problems, just as a community is reformed only when each household looks after its own members. If the other is selfish, that is selfish. In either case it is the only thing that *works*; and we are here to make suggestions that are *practical*.

My next thought is along the line of *Public Protection from Criminals*. Criminals must be either destroyed for capital offences, or confined for life. In New Jersey, last year, the number sent to State's Prison was six hundred and sixty-four. Perhaps half of these in a few years will be pardoned out. Sooner or later, nearly all of these prisoners will return to their free association with the public. Shall they return as law-abiding citizens, or as worse criminals than when they were sentenced? That is one of our problems. We need not criticise. It is enough to state the facts and let the facts criticise.

One fact is that eighty per cent. of those liberated from our prisons are confirmed criminals, worse in every way than when

they were sentenced. This increases our criminal population at an alarming rate. It is a fearful menace to life and property and public order. It heaps up the public expense for more policing, more trials, and constantly enlarged prison facilities. As a system of correction—correcting only one criminal in five—it is well nigh a farce. As a system of protection for the public against crime, it is very feeble.

As against this, let me put in evidence the beneficent work of our Rahway Reformatory, where not twenty per cent. but eighty per cent.—four times as many—are restored to creditable citizenship.

In studying successful correction in other States, I find that the greatest of all reform agencies for prisoners, as for everybody else, is *work*, and the interest in affairs which *profitable* work begets. The unfailing source of crime and vice is idleness. If nothing else would drag down a half-fledged criminal into the completely and hopelessly criminal character, prison idleness would do it.

People can protect themselves only by keeping prisoners at work—not at useless work, but at profitable work—for which they are paid or credited; the money going to save their families from pauperism, or accounted against their own release, that they may start in business. Mere useless work will save its thousands; work for pay and with a purpose will save its ten thousands.

Here we are met by another great opposition force. Labor unions are bitterly against what they call the competition of prison labor. I want to say just two things against that wicked and foolish antagonism. It is wicked, because to protest against the useful and paid labor of prisoners is to plead for the perpetuation and the accumulation of crime. It is foolish because the accumulated crime costs laboring men a great deal more in taxes than they could possibly lose by the competitive labor.

Laboring men should understand that they must pay their full share of taxes; if not directly to the receiver, then in rents, in grocery and clothing bills. They *must pay* to deal with every criminal whose reformation their short-sighted opposition prohibits.

I would suggest that every released prisoner, whether he has been in jail thirty days or in the penitentiary thirty years, shall be made a probationer. Probation officers cost less than trials.

I would allow every released prisoner to change his name legally—his old name and his new one known to the court and to the probation officer; and the change kept secret as long as he behaves himself.

I would like to see a system of probation including the whole country—all released prisoners everywhere registered, with their old names and their new. Then I would like to see released prisoners everywhere encouraged to go to a distant part of the country and make a fresh start in life—the distant probation officer reporting constantly to the court under whose jurisdiction the prisoner was released.

Of course this would be a great undertaking, but business men and inventors and civil engineers, and those engaged in the conservation of natural resources do not higggle at great undertakings. Why should those interested in reform? It can be done if just a few brave and wise people are determined that it *shall* be done.

My next thought is along the line of *Caring for the Insane*. The inalienable rights, according to our national charter, are life, liberty and the pursuit of happiness. Liberty must be taken from the insane, but in return for that deprivation they should be given special opportunities for the pursuit of happiness. An insane asylum ought to be made as comfortable and delightful as money and sympathy and scientific care can possibly make it.

Let me speak first of what may be called *The Abuse of Asylums*.

People who have superfluous mothers-in-law and cousins often try to save family expenses by wheedling the court into questionable commitments. People who have wealthy nephews or brothers sometimes adopt this plan as a method of quick inheritance. All of that should be rudely estopped. It is not a square deal that the public should pay for private laziness, or grudge, or the theft of estates.

As to the case of the really insane, I am afraid the per cent. of cures will not bear investigation any better than the per cent.

of reforms in prison. As a matter of fact, great numbers of the half-insane are, I fear, made hopelessly insane by their asylum association and treatment. This is due in great measure to the fact that our Legislature does not make sufficient appropriation for attendance. The pay for attendants, who are to look after the insane, is so contemptibly small that men and women who are capable of doing the work properly cannot afford to take the jobs. Superintendents and doctors can do little if nurses and daily attendants are ignorant and coarse and neglectful and abusive.

The Legislature is just as short-sighted in this case as the labor unions are in the other case. Surely we have a moral obligation to restore the minds of insane people when it is possible to do so; and the right thing, in the long run, is always the least expensive thing. Attendance, at any price, which will cure a goodly per cent. of asylum inmates, is cheaper than life-long attendance of the poorest sort, added to life-long keep.

I make these constant pleadings from the financial standpoint with a sense of humiliation, and only because no other plea seems to take hold.

Just a word concerning the *Care of the Feeble-Minded*. They are both a burden and a menace. If they are not helped they are sure to become paupers; and they are peculiarly addicted to vice, if not also to crime. Public protection from them requires that they be educated and moralized and made financially useful, to the limit of their possibilities.

The managers of the New Jersey Training Schools for Feeble-Minded Boys and Girls, at Vineland, are demonstrating that this good work can be done with remarkable success. These managers are saving the State ten times as much money as their institution costs, to say nothing of the happiness which they bring into the lives of the boys and girls committed to their wise care.

Now just a word on the *Pauper Problem*.

Paupers, from inability or circumstance or age, who have no families to care for them, must be cared for by the public. What is nobody's business must be everybody's business. I would have them work, if possible, though they can earn but ten cents

a day; and I would pay them in cash, and let them spend their money as they please. God knows they have little enough left of self-gratification. Let them have that little of independence in catering to their own whims as they like, asking no questions of anybody and unquestioned by everybody. Every fibre of my manhood revolts against treating paupers as prisoners or as children. That very independence will inspire some of them to earn their entire living, and go back into the world and be useful and happy.

Our *Tenement House Law*, requiring fresh air and sanitary conditions is intelligently and incorruptibly administered. Not so many know, as should, how much of physical and mental and moral betterment has come to the State by the efficient administration of this beneficent law. And the same may be said of our *Labor Law*, preventing children under fourteen from going to work. I wish time would permit me to tell you in some detail how these two laws, above all others, partly because of their provisions, but largely because of their capable and vigorous administration, have contributed to the prevention of much that we want to stop in the State.

I wish also I could speak of the investigation being made by Mr. Johnstone, of the Vineland Training School, in the study of family history of all the wards of the State, leading to some rather startling information, and, if fully carried out, to still more startling results. If he is here to-night, I hope we shall hear from him on his most interesting work.

But I must not keep you longer from those you are anxious to hear.

New Jersey has a present population of two and a half million. Five hundred and fifty thousand are of foreign birth. Over three hundred thousand are illiterate, and twenty-two thousand cannot speak English. It is the third State in the country in the density of its population, and the fourth in the percentage of its people who live in its cities.

We have our full share of the unfortunate class, but we have—thank the Lord—a goodly number of intelligent and capable and devoted men and women seeking to prevent and help and cure.

May the Governor be led to give them encouragement! May the Legislature be wise enough to give them appropriations, and may we have wisdom from above as we try to point the way and hold up their hands!

THE CHAIRMAN—I now have very great pleasure in presenting to you Mrs. Alexander, of Hoboken, who is very well known to you all.

MRS. ALEXANDER—A crisis is one of the disagreeable events of life which has its own uses, if we will but see them. And a crisis most assuredly has come in the history of New Jersey, with great possibilities for good or evil. We are now suddenly informed that instead of the several millions which we have become accustomed to hear of in the State Treasury, next fall there will be a deficit unless something is done. We are at the parting of the ways. Like the prophet of old, we are met and stopped by the angel called opportunity. We can take the easy way of refusing to see that our responsibilities ought to increase and not decrease, and adopt the makeshift of lopping off expenses in every direction, and so manage to get along somehow for a few years when the same situation cannot fail to occur, but this time vastly more menacing. We may frankly and boldly realize the mistakes of the past systematically, and carefully plan the necessary remedies and carry them into effect.

I want to put before you a plea for a real solution, not for this year or next year, but a permanent one. And first, what is the situation which confronts us? I think that Governor Murphy's very clear paper, probably out of consideration for our feelings, only gives us a part of it. We spend, he says, three million a year. We ought to spend more, not less. The Tenement House Commission and the newly reorganized State Board of Health should have increased appropriations for their work. Practically every institution is overcrowded. We hear of the long waiting list at Vineland and Skillman, the recurring notices to the judges from Rahway, Jamesburg and the Home for Girls, that no commitments can be received until a sufficient number have earned their release, the necessity for doubling up at the Insane Asylums,

the attempt to remedy the evil at the Prison, which has cost the exercise ward and still left the cells overfull, the many cases of incurable tuberculosis, each one the center of contagion, which cannot and should not be treated at Glen Gardner with its present equipment.

All the institutions in this State should be enlarged so that every ward of the State can receive the very best treatment for his care, and, wherever possible, his permanent recovery, moral and physical. There is an imperative need for four new institutions: 1. For the study and treatment of dipsomaniacs and drug habitues. 2. A reformatory for women. 3. An institution for feeble-minded men. 4. An asylum for insane convicts.

It is safe to infer that such an audience as this will accept this proposition, and also that these four institutions cannot be run cheaply and well. How has New Jersey 'till now met these facts? Has she framed a constructive policy and then gone about her obvious duty of raising the sums necessary to carry it out, at the same time seeing that every penny raised is made to go as far as possible. I think not. We have been too practical in measuring every reform, every proposed addition by the amount it would cost. We have not been practical enough in seeing that we are only supporting those whose claims to support can bear the strictest investigation, and that our institutions were run as any other great business enterprise would be, using the economy of centralization and of expert methods. Such economy has enabled the Fiscal Supervisor of State Institutions in New York to actually lower the per capita rate in the face of the largely increased cost of living; such efficiency through a department with both power and funds has enabled the State Board of Charities in New York to remove from that State during the past year 1,200 aliens from the various institutions at a saving of \$200,000.00 for the year. We all know that New Jersey is supporting in county and State institutions many hundreds whom we should not be supporting at all, and we are doing it in an extravagant way. We are wasting the State's money by the piecemeal method in which we build and add to our plant, and no one knows what is coming next, except the one insistent fact that soon there will be no funds in the treasury.

Would any man risk his own business in this haphazard way? Let us look ahead. Let us provide fully, scientifically, consecutively for every class which is entitled to our care. The Governor told us of one method, but perhaps it can only be done by a State tax. Let us not be frightened from doing our duty by that bugbear. After all, why should New Jersey be unable to do what other States are doing? Are we less prosperous, less loyal to our State than those across the Hudson or the Delaware? None of us have begrudged the local taxes, which with the help of the State have made our schools second to none. Let us not lay our State open to the inference that the help so generously given could have been given only because it has not come directly out of our own pockets. Let us not lay ourselves open to the inference that our interest, as shown in our contributions, is limited to the innocent, the healthy, the normal, the happy, and that we cannot feel the additional appeal of the neglected, the stricken, the unfortunate, the sinful.

THE CHAIRMAN—I am told that Colonel Bryant is in the audience, and if he is, I am very sure we would be glad to hear from him for a few minutes.

COL. LEWIS T. BRYANT, Commissioner of Labor—*Madam President, Ladies and Gentlemen:* I think it especially appropriate that a few remarks should be made on the practical application of the workings of the Department of Labor at a meeting presided over by Governor Murphy, because this Department stands as a monument to his administration, an evidence of his foresight and wisdom. It is also an especial pleasure for me to address this gathering, because I recognize so many friends of the cause of child labor. New Jersey has in its present child labor law a broad, practical law, a law which is well capable of enforcement.

In considering any child labor legislation it is well to look at it from two standpoints. First, how the law looks on paper, and second, whether it is enforceable, and whether it will be enforced by the administrative power. New Jersey's law is broad and practical, and the Department has generally taken the stand that it is its duty to enforce such legislation as is enacted by the Legislature, and not act in the capacity of influencing legislation. At

the same time, New Jersey's position is not, in some respects, up to the mark as compared to the advanced stand taken by other commonwealths.

For a hurried discussion of child labor questions I might divide the subject under three heads. First, the decision for a minimum age. In this State it is placed at fourteen. This minimum age is selected perhaps for three reasons. First, from the standpoint of the physical development of the child; second, from the standpoint of its moral development; and, third, from an educational standpoint.

Fourteen is the age which has been selected as the minimum age at which it is presumed that the child will have sufficiently advanced in its physical maturity to be able to undergo without unnecessary deprivation to its physical development the employment in factories and workshops throughout the State.

This law is enforced in this State with a very small percentage of violations; in fact, the proportion of children under fourteen years of age working in the daytime is so small that it may well be said that this practice is almost entirely stamped out in this State. Our law in this particular is deficient in the fact that it does not prevent employment of children under sixteen in factories and workshops at night. I shall not make any extended remarks on this subject, for while I have heard a number of very strong industrial arguments as to why a child should work at night, I have yet to hear of one sound argument from a sociological standpoint supporting night work for children under sixteen years of age.

Secondly, from a moral standpoint. It is presumed that at this age the moral fibre is, perhaps, developed to a sufficient extent to be in a position to better withstand the natural temptations which are incident to factory employment.

Thirdly, then, the subject from an educational standpoint will be considered. The educational law of the State, the law compelling compulsory education, should, in my opinion, be harmonious and worked together with the factory law. It might be well in this connection to add to what we now have as the requisites for factory employment some minimum educational qualification. Just what this should be I am hardly in a position to

state, but I think that when such an educational qualification is added to our factory law it should be such as to be capable of enforcement, and some theorist should not be permitted to place some exalted idea of an educational requirement for a child to work in a factory which cannot be obtained by the average child at such reasonable age as that at which it is supposed to commence its life work.

Our department is very frequently confronted with conditions which are, to say the least, pitiful. We frequently find cases where there are a large number of children, and one of these children perhaps is within a few months of the required number of years at which employment is permitted. A case came before our department lately. The mother had been deserted by the father. She had three children, and it was almost impossible for her to keep the family together. The oldest child was under the age limit for employment in factories. The mother wrote a very frank letter to the department, admitting that the child was less than the required age, and requested a special permit for the child. There was only one reply which could be made under our law, and I am firmly and unalterably of the opinion that the proper way to treat such matters is to place no discretion of this character in the hands of the Department of Labor or any one else, but to make a strict enforcement of the child labor laws under any and all circumstances. But what is to be the result if that child has to remain in school? Is it fair for that woman to be compelled to go to some poor authority or some charitable institution and make herself a pauper and pauperize her children in order that her child may remain in school. This is a subject well worthy of serious discussion and thought. In New York I understand that a system of scholarships has been very largely applied, and with a great deal of success. In other words, where the circumstances of a family are such as to warrant assistance, the child is given a scholarship and permitted to remain in school, and the family is paid a stipulated sum, which should be somewhat equivalent to the wages the child would earn in a factory. It is given to him as a matter of right, the same as a scholarship to a large university is extended to certain scholars throughout the country.

The other consideration is that of physical fitness. Now it is absolutely impossible to make some fixed age at which all children of various nationalities and conditions of life will obtain the required physical development to properly permit them to work in factories.

We have in our branch office in Newark a mark on the wall which illustrates the height of the smallest child who has been able to prove without doubt the fact that he is above fourteen years of age. We have another mark which represents the tallest child, and you would be surprised to see the difference between those two marks. This is one reason why the department is sometimes criticised. A person seeing some of the children apparently under age, improperly nourished, working in factories, jumps to the conclusion that they are less than fourteen years of age; whereas it is frequently the case that the child which is the smallest has the best proofs of the fact that it has passed the required years.

Another particular in which our law is deficient as compared to other legislation along these lines, is in the protection of women. In our State we have no law which regulates the hours of employment of women in the factories of this State. The figures, which were given by your president in her able address last night, were absolutely correct; in one city of this State, three mills were employing over fifteen hundred women an average of twelve hours a day, making a total of sixty-six hours a week. Now it is unnecessary to dwell upon the natural results of this condition, which has lasted for a space of several weeks. I think the State can do nothing along the line of improving either its native born or its foreign population to greater advantage than by well considered factory laws, properly enforced. Certainly every child has a right to be well born, and this surely cannot be accomplished if its mother is permitted to work under great strain for many hours, even up to a few days before the birth of the child. It is clearly then entitled to follow the natural laws of nature, and have a reasonable amount of relaxation and play and outdoor exercise in order to fit it for the work of life. It is then entitled to the necessary education, so that it will not be unduly handicapped in this hard struggle for existence.

THE CHAIRMAN—I have now the pleasure of introducing to the audience Mr. Bleecker Van Wagenen, of Orange.

Sources of Dependency and Crime, With Which the State is Properly Concerned and Which Has Not Already Been Reached by Legislation.

BY BLEEKER VAN WAGENEN, S. ORANGE, N. J.

*Mr. Chairman, Ladies and Gentlemen*—“Sources of dependency and crime with which the State is properly concerned, and which have not already been reached by legislation,” is the much-embracing topic assigned me by our distinguished chairman. It is altogether too big a subject for anyone to handle in twenty minutes. What does anyone really know anyhow about the Sources of Dependency and Crime? Who can tell what are primal causes and what secondary, and what causes are also effects? Where do causes end and effects begin? Can anyone inform us authoritatively whether in this complexity of causation there can be found, in the careful analysis of a great number of typical cases, any well defined indications that certain habits, practices or conditions of living are constantly present and always tending to produce dependency and crime? If so, what are they? One can guess about these things, but guessing is not knowing. Certainly I cannot undertake to point out causes. I shall attempt only three things: (1) submit certain propositions for your consideration, which are fundamental. (2) Suggest some fields for investigation which, if properly and persistently explored, will surely bring us face to face with positive causes of dependency and crime. (3) Outline the method by which, I think, this search for causes should be undertaken.

My first proposition is that the State—by which is meant the whole body of the people as represented by constituted government—is properly concerned with every cause of all evil conditions, whatever they may be, which result in dependency and crime, and which entail moral degeneracy and economic burdens upon the people.

The second is that it is a proper function of government, and at the present time has become an imperative duty of the State, to institute and maintain systematic and scientific research for the causes of these evils; and,

Third, that it is equally the duty of the State, through appropriate legislation and efficient administration, to use every means within its constitutional powers to eradicate these causes, when discovered, as rapidly as possible.

This view of the proper function of the State in regard to the search for causes and the prevention of crime and dependency is comparatively new, and has not yet been generally adopted. As, however, the magnitude of the social and financial problem of properly caring for the increasing numbers of the wards of the State has become apparent many thoughtful and far-seeing men and women in public and private life have reached the conclusion that the State must definitely undertake prevention as well as custody, care and cure. It seems inevitable that this view should increasingly prevail and eventually be generally accepted.

SOME FIELDS FOR INVESTIGATION IN THE SEARCH FOR CAUSES.  
INSANITY.

Insanity has for years been studied pathologically, but as yet scarcely at all sociologically. We are just beginning to learn that much insanity results from social conditions which are preventable. Insanity imposes upon the State one of the heaviest of its financial burdens. The State of New York, through a Commission in Lunacy, assumes the entire charge and responsibility for all its insane in institutions. So does Illinois. Maryland is now discussing a reorganization of its system on the same basis. Pennsylvania is coming into line. Its Legislature is to consider the subject at this session. Should not New Jersey consider it likewise? New York State has over 30,000 insane in institutions—one to every 280 of population. New Jersey has 6,000 insane in institutions—one to every 305 of population. The cost to New York this year is over six and one-quarter millions. The present cost to New Jersey I am unable to State, be-

cause of the diversity of control and the lack of uniform reports from which to obtain total figures. That insanity has been steadily increasing for the past fifteen or twenty years, and is still increasing, seems to be well established. Also that the number of insane persons seeking admission to hospitals is increasing in a still greater ratio. Mr. John Koren, the special expert of the United States Census Bureau, in 1904, says: "From whatever point the matter is viewed census returns since 1880 permit but one conclusion. It is that the rate of increase is greater for the insane in the United States than it is for the general population. The increase in ratio of those in institutions has been still greater, and although the hospital returns tell a one-sided story, they invariably point to an increase in the prevalence of insanity."

In New Jersey the increase of ratio of the insane in hospitals from 1890 to December 31st, 1903, was 117.7 per cent. In 1890 there were 121 insane in institutions to each 100,000 of population. At the end of 1903 there were 238 insane in institutions to each 100,000 of population, and our hospitals are fuller to-day than they were then. To put it in another form, in 1890 there was one insane person to 826 of population, at the end of 1903 one to 420, and at the close of 1908 one to about 305. These figures, of course, are approximate, rather than absolute, but they tell the true story with sufficient definiteness.

Can this progressive development be checked? What are some of the direct and contributory causes sufficiently general to offer possibilities for prevention? To what extent is heredity a cause? To what extent is the use of alcohol and of drugs? Are bad housing, over-crowding, the excessive strain of industrial conditions, the social evil and its consequent and widespread disease, our present system of public and private education factors of importance? These and many other inquiries naturally suggest themselves. They demand careful research and the accumulating and digesting of much data if they are to be answered convincingly so that we may know how to legislate wisely and what other steps to take to prevent, or at least put a check upon this awful blight upon human life and enormous burden upon the resources of the State.

This research work the State should undertake within the State Hospitals and in the homes of the patients. The New York State Commission in Lunacy has already pioneered the way. It has now accumulated 100,000 personal and family histories of the inmates of the various institutions for the insane under its care. These histories also include diagnosis, symptoms, treatment, results and a final consensus of opinion of several physicians of the hospital staff as to the proper classification of each case and the probable direct and contributory causes, so far as these can safely be inferred. Much has already been done in studying smaller groups, but this year an expert statistician will begin collating and classifying these 100,000 histories under the direction of the Commission, tabulating identical facts and variations, etc., and will gradually extract from this mass of material some positive bases for determining causes of insanity, which, when known, it is believed can at least be reduced, if not completely removed. New Jersey should lose no time in setting about a similar work.

#### THE FEEBLE-MINDED.

One of the most important and profitable fields for investigation in the search for causes will be found in that class of unfortunates known generally as the feeble-minded. We will use this term for convenience, although not correctly, to designate all those having organic mental defects; idiots, imbeciles, epileptics, the feeble-minded and certain cases of juvenile insanity. Within these rough classifications there are found various grades of defective mentality, so that it is often difficult to draw the line accurately. Grouping them all together for the purposes of this discussion we find a lamentable lack of knowledge in our State regarding the numbers of these afflicted people and of the extent to which they are contributory to the crime, pauperism and insanity, the burden of which falls upon the whole people. Listen to two or three men who are qualified by personal knowledge and experience to speak:

Twenty years ago Dr. Isaac N. Kerlin, of Pennsylvania, said: "There is no field in political economy which can be worked to

better advantage for the diminution of crime, pauperism and insanity than that of idiocy.

“How many of your criminals, inebriates and prostitutes are congenital imbeciles? How many of your insane are really feeble-minded or imbecile persons, wayward and neglected in their early training, and at last conveniently housed in hospitals, after having wrought mischief, entered social relations, reproduced their kind, defied law, antagonized experts and lawyers, puzzled philanthropists, and in every possible manner retaliated on their progenitors for their origin and on the community for their misapprehension? How many of your incorrigible boys, lodged in the houses of refuge to be half educated in letters and wholly unreached in morals, are sent out into the community the moral idiots they were at the beginning, only more powerfully armed for mischief? And pauperism breeding other paupers, what is it but imbecility set free to do its mischief?”

“We should not deplore, and we may certainly anticipate a steady *statistical* increase of insanity and idiocy for the next four or five decades, even should it be at the rate of hundreds per centum increase for each census. It will indicate not so much an *absolute* increase of the diseases named as a broadening of definitions and better analysis of conditions—common sense and a higher Christianity dealing with defective and irresponsible people.”

Dr. Martin W. Barr, now at the head of the Institute for Feeble-Minded at Elwyn, Pa., says: “Of all dependent classes none drain so entirely the social and financial life of the body politic as the imbecile, unless it be his close associate, the epileptic. Doubtless few tax payers are cognizant of the fact that about one-tenth only of our mental defectives are provided for in institutions. The rest are scattered through the communities, swelling the pauper and criminal ranks, and filling our jails and penitentiaries. To the conscious, willful criminal we may mete out well merited punishment, but this irresponsible author of every ill, what shall we do with him?”

Dr. Knight, of Connecticut, says: “There is a duty which as citizens, taxpayers and lawmakers we have neglected; that is, to secure by suitable legislation such a series of laws as shall pre-

vent the tremendous increase of our imbecile population, which to a large extent is due to the laxness of supervision given to imbecile women who drift through our communities and from time to time into our almshouses. Neither have we been able to convince the general public, nor even the charitable public, that a large per cent. of the criminal class is recruited from a type, which when found in our institutions we designate as moral imbeciles. Dangerous in an institution; doubly, yes, infinitely more so when at large, for it is the type from which is recruited many of our criminals. With the moral imbecile it is not a question of yielding to temptation, but rather to yielding to his natural instincts, which are almost without exception for evil. This is the class, too, which works incalculable mischief through the reproduction of its kind. The women of this type often become the victims of licentiousness. You will all agree that every consideration of morals and decency demands that such cases be kept for life under restraint, oversight and wise direction."

In an attempt to test the truth of such assertions as these, Mr. E. P. Bicknell, then Secretary of the State Board of Charities of Indiana, carefully investigated the histories of 248 families of State dependents in which feeble-mindedness was present. Speaking of these family histories, he says: "They begin in obscurity, come into view for a few years and fall back into obscurity again, but the broken stories of their miseries, their perpetuation of their own wretched kind, their demoralizing influence, dragging down the average of morality, intelligence and physical development are sorrowful beyond words." In this group of 248 families there were 395 males, of which 56 per cent. were feeble-minded; 492 females, of which 69 per cent. were feeble-minded. In commenting upon these and other striking facts which he gives statistically, he says: "Thus we find that in families in which mental deficiency descends from parents to children, the percentage of feeble-mindedness is 80 per cent., while in those families in which feeble-mindedness is a result of all other causes the percentage is 46 per cent."

Certainly no other physical or mental weakness can show a hereditary transmission in 80 out of every 100 possible opportunities. His investigations also show that in connection with

feeble-mindedness other defects, such as blindness, deafness, malformation, insanity, etc., were present in a much larger percentage than was found in any equal number of normal families. He further shows that a large percentage of illegitimacy is properly chargeable to imbeciles and feeble-minded persons, who are partially or wholly irresponsible for the evil results. One single family's history, covering a period of 35 years, showed certainly 10 and probably more illegitimate members, over 30 in poor-houses and a number of others in other public institutions. "Incomplete and inconclusive as these statistics may be," he says, "they certainly serve to demonstrate that a very large percentage of feeble-mindedness springs from feeble-minded progenitors. Let a stop be put to this source and the immediate cause of the greater part of the feeble-mindedness in the country to-day would undoubtedly be removed."

Following the same line, Dr. F. M. Powell, of Iowa, says: "Of all classes of degenerates none transmit their infirmities in a greater degree than the imbecile. Where the ancestral stock is properly classed under this head, they must transmit in every case some form of degeneracy to offspring, the majority of whom are noticeably feeble-minded, while many become criminals, inebriates and prostitutes."

In New Jersey we have in institutions, public and private, about 500 feeble-minded, the majority of whom are children, and about 300 epileptics. For some twenty years past admirable, and, to quite an extent, successful efforts have been made to train and develop these unfortunate feeble-minded children to the highest point of efficiency of which their mental condition was capable. The institutions are at all times crowded, and applications for the admission of others needing care have constantly to be refused. Nothing but praise can be said for the intelligent and self-sacrificing services which have been given to benefit these helpless children, and care for a few adult men and women for whom there was no hope of development. But, all this while nothing effective has been done to check the increase of this dependent class. Notwithstanding the fact that there is in this State a law prohibiting the marriage of epileptics and persons of feeble mind, practically no restriction, outside of institutions, is

placed upon the adult feeble-minded man or woman in the matter of reproducing their kind, and so the number steadily increases of those who form a large portion of the raw material out of which our criminals and State dependents develop. Based on the census figures of December 31st, 1903, Mr. John Koren estimated, after careful study of all available statistics, that there were not less than 150,000 feeble-minded, imbeciles and idiots in the United States needing custodial care, of which only about 10 per cent. were in institutions. At the same date the total population was about 80,000,000. This gives an average of one feeble-minded or imbecile person to each 533 of population. If we apply that ratio to New Jersey, it would give us over 3,800 of these classes in our State. With 800 in institutions, where are the 3,000, and what are they doing? Whether or not there is really such a number I have no means of knowing, but it is of the utmost importance that we should know, in order that the State should exercise wisely its civil, and, if necessary, its police power to put effective checks upon the increase of this frightful cause of misery, crime and dependence.

#### INCORRIGIBLE BOYS AND GIRLS.

Why are our State homes for boys and girls always crowded? Why do we find the growing demand for the juvenile court and the probation officer? Is juvenile crime really increasing or not? Why does this boy become a thief, that girl a prostitute? Are there any general causes which, working upon a large number of individual children, produce similar results, which finally bring them into the hands of the State? If so, are these such causes as the State can properly be concerned with and do anything to stop? Has the training of our public school system anything to do with it, positively or negatively? Have we failed to appreciate any vital needs of boy or girl life, and to provide for them? Has the State helped to make criminals by thrusting the girl and boy offenders into the jail with hardened and reprobate sinners? What has been the home life and influence surrounding these boys and girls who are now charges upon the State? Are the

children the real offenders, or their parents, or are we? Who to-day is prepared to answer these and similar questions with positive knowledge derived from adequate data? And yet these questions ought to be answered. The State is vitally concerned with the cause of this lawlessness of youth, this resistance to control and early development of evil propensities. If this tendency is increasing, it must be checked. What can we do about it? First of all, begin a systematic, scientific research for causes. Investigate personal and family histories, collate the data, apply intelligence with an open mind to the problems which will be revealed, and practical methods of prevention will surely be suggested. Could there be a richer mine to work for profitable knowledge than can be found within the walls of our State homes for children? Tracing the history of these young lives would bring to light many facts and conditions, the consideration of which would undoubtedly enlighten us greatly and point the way to legislative and private action which would tend to remove some of these causes.

#### CRIMINALS.

Slowly but steadily the ideas of the civilized world have been changing in regard to the treatment of the criminal. Execution for a great variety of crimes, the dungeon, chains and the lash have generally passed away. Vindictive punishment is superseded by humane treatment and efforts for reformation. The study of crime and criminals has shown how men and women can often be saved from criminal lives even after they have fallen or been led into crime. The time has come when we must go further and seek to discover causes of crime in order that we may know what steps to take to prevent it and the making of criminals. I quote from an interesting analysis of crime by Charles C. Maclaughry, Deputy Warden of the Federal prison at Atlanta, Ga.:

“Law is the rule of conduct laid down by society for its members, for the protection of society and its members.

“Crime is a violation of law.

“Two things go to make a criminal—Act and Intent.

“The criminal act may have its origin in :

“Accident, ignorance, weakness, viciousness.

“Weakness may be: mental, moral or physical.

“Viciousness may arise from environment, irreligion, greed, indolence or passion.

“Intent may be wanting in some crimes. The man who is a criminal as a result of accident (that which comes upon him or ‘falls upon’ him suddenly) cannot be said to have criminal intent in the action, which may, nevertheless, by the statute, be criminal, and such a victim of the law claims our utmost sympathy. He cannot be reformed, and does not need reform. Conviction is often punishment enough for him.

“Intent may be transient or persistent, and, in either form, is present in most crimes resulting from weakness or viciousness.

“For instance: A man mentally weak (I do not mean irresponsible, for those who have no reason are not criminals) may have the criminal intent, and may be responsible for it and deserve punishment, because he has not heeded training, warning and conscience, but has, in some way, believed that he could do or obtain this desired or coveted thing and escape the law. He may not have the power of mind that would lead him to conclude that escape was impossible, or he may have a mistaken notion of his own shrewdness, due to his mental inability to see his own deficiencies. Or, as is most often the case, some stronger and worse man has persuaded him that he has ability to succeed. He may be morally weak. That is, he may be strong enough mentally, but does not care for dishonor, disgrace nor very much for imprisonment.

“He may be physically weak, unable to cope with poverty; may see those he loves in distress for material comforts; may be embittered at the ‘fate’ which makes others easily successful while he fails, and thus be led into crime.

“In either case the criminal intent may be transient or may become persistent, and when he is received into a reformatory prison his crime and his life previous to conviction should be carefully studied in order to ascertain whether the criminal intent was transient or persistent, whether his ailment was acute or chronic, as our medical friends would put it.

“Under the head of viciousness I would characterize the greatest hostility of the criminal to law and order a determined service of the devil, and partaking of persistent criminal intent as well as action.

“All the foregoing I have outlined in an effort to show that while methods may be general, the study and treatment, the training, the punishment or incarceration of the criminal, or even his extinction, must be individual, and must depend on the degree of his criminality, in its range from accident or ignorance down to the lowest depths of viciousness and the greatest danger to society.”

Here you see Mr. MacLaughry urges the careful, discriminating study of individual criminals chiefly with a view to their *reformation* or final fate, but it seems certain that such a study consistently and systematically carried on within our prisons and reformatories, with the results properly recorded, would eventually produce a mass of reliable data which should become a sound basis for future legislation and new forms of private endeavor for the *suppression* of crime. We have lost faith to a great extent in the power of punitive laws to suppress crime. We are coming to believe that such provisions of law as tend to remove the causes of crime will more probably diminish our prison population. So it has become the duty of the State to find out, by the continuous study of the lives and history of its criminal wards, what factors making for crime are constantly recurrent, what criminal effects have been produced by certain types of environment, to what extent crime runs in families through successive generations, what conditions influence the rise and fall of so-called waves of crime, etc., etc. Whether within our State Prison and Reformatory we shall be able to learn as much about the underlying causes of crime and dependency as from other sources, may be an open question, but clearly it is a field for patient, continuous, sympathetic study for prevention as well as reform.

There are other fields equally worthy of continuous research by the State, but we have gone far enough for our present purpose.

THE METHOD BY WHICH THE SEARCH FOR CAUSES SHOULD BE UNDERTAKEN.

Etiology is the name science gives to the search for causes. It is scientific work and cannot profitably be done by untrained amateurs. It calls for the continuous services of a trained expert in research and statistics. We have a Commissioner of Charities and Correction; we should have a real up-to-date department. Whether the direction of that department should be in the hands of a commissioner solely; a board of control, consisting of paid officials only; or a State Board of Charities, composed chiefly or wholly of unpaid citizens, is an important question, but not now under discussion. Whatever the form may be, the Department of Charities and Correction of New Jersey should have as a permanent part of it a Bureau of Investigation and Research. At the head of this bureau should be a sociologist of a truly scientific spirit and training, having such other qualifications as would be demanded for similar work by The Prudential Life Insurance Company or the Standard Oil Company, or the Steel Trust, or any other great corporation. Such a person would know what we need to know; how to set to work to get the information; how to put it into available form when obtained; and finally what practical use can be made of it. Within the institutions of the State he would find the material for investigation. In each institution he would provide for research work within its own domain. He would arrange such uniform systems of recording facts as would make it possible to collate and properly classify them when brought together in the central bureau, and draw from them the proper deductions. He would report from time to time the results of the work of his bureau through the commissioner or board to the Governor and the Legislature, and arrange for the publication of such parts as would be enlightening to the people. He would seek co-operation in his work from county institutions and such private citizens and organizations as were able and willing to contribute to the general results sought, along the specific lines laid out by him. The State Bureau of Research would become

a sociological laboratory and its records of immense value, ultimately. It could never supersede or take the place of private research work. The truly scientific man, in whatever department of science he may be found, will never cease his personal search for more light and truth. Private research work must go on. The more of it the better. But research which is essential as a basis for efficient preventive work on the part of the State, should be undertaken by the State itself and be carried on largely within the institutions of the State. Much of it would necessarily be, primarily, pathological; but a wide field would open also on the sociological side. Incidentally, it is probable that it would soon be found possible to remove many persons from State institutions, and secure payment for the care of many others from relatives or friends, thus sensibly reducing the cost to the State of its dependent population. Does this program seem to you visionary and impossible of fulfilment? Hear a medical authority on the subject, Dr. F. M. Powell: "What has been accomplished in the last few years in the prevention of disease, far transcends what would have been regarded, even a quarter of a century ago, as the wildest and most improbable speculation. In the light of modern discoveries diseases that previously baffled medical skill can no longer be considered incurable. The same will practically become true in the work of preventing degeneracy and crime." And into that work the State must enter. To do so is not only enlightened and humanitarian, it is pre-eminently economical, and if I read the signs of the times aright, in some such form as I have outlined, it will surely some day come to pass.

THE CHAIRMAN—I now have the pleasure of introducing Rev. Francis A. Foy, of East Nutley, who will open the discussion of Mr. Van Wagenen's paper:

FATHER FOY—This has been a very interesting and comprehensive meeting so far. We have dealt with questions of social and civic relationship, with the question of immigration, that of the State tax, tenement houses, child labor, the efficiency of legislation. All has been along administrative lines. I might say, in

regard to existing legislation, existing methods, existing institutions, it is very interesting, very important. But with all due regard to the ability with which the discussions have been maintained and sustained this evening, permit me to say that I believe that the last speaker has uttered a new note in social legislation and in the work of charities and corrections in general—a new note which opens up a wide field of effort and which is going to increase the burden of labor and responsibility upon those who continue in the work of the New Jersey State Conference of Charities and Corrections. The three propositions which the speaker has laid down can hardly be gainsaid, and yet it is important that they should be announced and be remembered. The State is properly concerned with every cause of dependency and crime. It is the proper function of the State to investigate as to the sources of all forms of dependency and crime. It is the duty of the State to do all that is in its power to eradicate the sources or the causes of dependency and crime. This is a new emphasis, not entirely a new note. It means that the spirit of research has at last taken a hold on the problem of dependency and crime, for the speaker has shown us that reform and cure, as represented by our present institutional work, are utterly unable to stem the tide of crime, insanity and disease which increases, notwithstanding our best efforts, and he has shown us that the most experienced and enlightened minds on social topics are in practical accord upon the necessity of developing a system of State work which shall include research and prevention, as well as reform and cure. This is a most important proposition, but too large (as I am admonished by the speaker's gavel) for any fuller discussion at this meeting.

DR. HENRY A. COTTON, Medical Director, State Hospital, Trenton—I feel that I can add very little to what Mr. Van Wageman has said. He seems to have covered fully the needs of the institutions, and I can only add that the importance of such work as he demands cannot be overestimated.

It is necessary that the State should pay more attention to scientific inquiry into the causes of dependency, crime and insanity. Investigation into such causes would throw a good deal of light on a subject about which there is very little known at

the present time, and would be a financial benefit to the State later on, so that for this reason I feel it is necessary that appropriations should be made for just such work, and that at the present time it is a great mistake for the State to cut down the appropriations for the State institutions.

The work that we are doing at Trenton is principally investigation into, and endeavoring to obtain accurate knowledge of the various forms of mental disease. Such knowledge cannot be obtained in one year or several years, but takes some years of painstaking study and accurate histories and descriptions of the various mental diseases. When such work is carefully done then we can begin to correlate our results, and come to some conclusion as to the methods of preventing insanity.

THE CHAIRMAN—I now have the very great pleasure of introducing Speaker Prince, whose subject is

#### A Crimes and Dependency Commission.

PROF. JOHN D. PRINCE, SPEAKER OF THE HOUSE OF ASSEMBLY.

*Mr. Chairman, Ladies and Gentlemen*—My subject is not so much a “Crimes and Dependency Commission” as it is the “Commission on Dependency and Crime,” which has just fulfilled its functions by reporting to the Governor.

No question of the present day is more important than that which deals with the treatment of our defective and criminal classes. That these should be grouped together is, I believe, correct, because the line of demarcation between the two categories is often so slight as hardly to be distinguishable. The defective person may become criminal by the most imperceptible of transitions, and, on the other hand, the criminal may pass over into insanity. We may classify defectives as congenitals, idiots, imbeciles or feeble-minded (the terms are synonymous) and epileptics, all of whom possess to a greater or less degree one main point in common with the criminal, namely, a lack of moral sense; sometimes in many directions, sometimes in one particular direction.

Now, this very evident growth of crime is constantly increasing the danger to the State, a danger which the average citizen is not apt to perceive. Our prisons are becoming crowded beyond their capacity; our insane asylums are in much the same condition. I wish that a delegation of representative citizens might visit the prisons, asylums and almshouses in each county, for only by some such method can we impress upon the public at large the real necessity of attacking the causes of crime and dependency.

That the dependency and crime work of the State shall be done by one board of managers, to the exclusion of all the present State boards, is, while theoretically a good suggestion, not feasible at present. Primarily it would be difficult to get the legislative body to see the advisability of such a consolidation of effort, particularly as some of the present boards have done and are doing most excellent service.

A centralized board of nine members would be too large; five would be sufficient, and each should be a general and not a special expert. I see no reason why the work of investigating dependencies and crime should not be carried on still further, either by a similar board to the present Commission, but one of only three, or, at most, five members, or, still better, by the appointment in connection with the present State Department of Charities and Corrections of a single medical sociological expert, who should have at least two properly trained assistants. This official, who need not be a great expense to the State, should be a trained statistical observer without any tendency doctrines.

In connection with the statistical work of such a functionary, I could advise no better system for the gathering of his material than that elaborated in the really excellent statistical blank-form prepared by the Rev. Ernest Boom. This form, which I here exhibit, he has used to collect and collate material in connection with the consumption of alcohol and narcotics. I do not believe in this theory as to the all-prevailing causality of alcohol with crime, but I highly recommend the system of his blank-form, which might readily be applied to all branches of statistical investigation.

I do not agree with the recommendations of the Commission as to the establishment of new institutions, which is practically barred out by the present financial stress in the State.

I am inclined to the idea that multiplication of such public establishments, in some instances at least, might be a step in the direction of State paternalism and its consequent pauperization of the poorer classes. As an example of a truly paternalistic suggestion, I will cite the Commission's recommendation for the State to control marriage, an idea which could never gain a foothold, excellent as it may be from a physician's point of view, in a community of so highly individualistic a character as our American nation. In proportion to her population, New Jersey already has a vast number of public institutions.

I cannot agree with their recommendation to abolish corporal punishment, which, judiciously administered, is a most salutary agency for the correction of recalcitrant young offenders. Corporal punishment, I believe, should be frequently but mercifully administered in all reformatory institutions. I know of no abuse of this form of correction.

I approve the Commission's arraignment of the county jails as in nearly every case justified; its criticism of the State prison; its recommendation as to the regulation of the sale of firearms; its statements revealing the wretched conditions in our State hospitals for the insane, where criminal and innocent insane patients are herded together, which is a crying existent evil; the suggestion to segregate the older from the younger children in the State homes for boys and girls, and always to segregate consumptives in every institution, neither of which is always done; Mr. Bobbitt's recommendation that the school buildings shall be used for night classes, which he says should be applied particularly to young foreigners, who at present are being instructed in their own language in American customs and the English language in several cities of New Jersey.

To the present Commission and to its energetic secretary, Mr. Ranson, the thanks of the public of this State are due in connection with much of their work. It is true that they have—wrongly, as I believe—rather tended in some cases to narrow their broad scientific functions as investigators of causes into the

more specialized research work of a Lexow committee, but, in spite of this injudicious divagation, much of the information they have gathered, even in their ramblings by the way and outside of their intended sphere, has opened the eyes of the public to the great number of abuses in connection with our present treatment of dependency and crime in this State which need immediate attention and correction.

Speaking in section on preventive work by the State, Bleeker Van Wagenen, of Orange, under title "Sources of Dependency and Crime with which the State is properly concerned and which have not already been reached by legislation," took the ground that it is the imperative duty of the State to institute and maintain systematic and scientific research of the causes of dependency and crime, and through appropriate legislation and efficient administration use every means within its power to eradicate these causes.

He pointed out as some fields of investigation into causes insanity, feeble-mindedness, incorrigibility in boys and girls, and blindness, and in considering "The method by which the search for causes should be undertaken," said:

"Etiology is the name science gives to the search for causes. It is scientific work and cannot profitably be done by amateurs. It calls for the continuous services of a trained expert in research and statistics. We have a Commission of Charities and Corrections; we should have a department. \* \* \* Whatever the form may be, the department of charities and correction should have as a permanent part of it a bureau of investigation and research. At the head of this bureau should be a truly scientific man, having such qualifications as would be demanded for similar work by the Prudential Life Insurance Company, or the Standard Oil Company, or the Steel Trust, or any other great corporation. Such a person would know what we need to know; how to set to work to get the information; how to put it into available form when obtained; and, finally, what practical use to make of it. Within the institutions of the State he would find the material for investigation. In each institution he would provide for research work within its own domain.

“The State bureau of research would be a sociological laboratory. It could never supersede or take the place of private research work. The truly scientific man, in whatever department of science he may be found, will never cease his personal search for more light and truth. Private research work must go on. The more of it the better. But research which is essential as a basis for efficient preventive work on the part of the State should be undertaken by the State itself, and be carried on largely within the institutions of the State. Much of it would necessarily be primarily pathological, but a wide field would be open also on the sociological side.”

The Chairman then called upon Mr. Hugh F. Fox, of Plainfield, who spoke as follows :

MR. FOX—*Mr. Chairman:* The members of this conference do not need to be jealous of their “beauty sleep.” I am not going to rob them of any of it. What we have heard to-night challenges discussion at one hundred points, and I should like to have a “tea party” with Governor Murphy and with the able professor who has just spoken. I have no doubt it might be interesting, but if we once started I don’t know where we should bring up, and so I shall ask you to excuse me from “discussing” at this late hour, and shall content myself with the presentation of the following motion, which I shall ask to have referred, in accordance with out custom, to the Committee on Resolutions :

*Resolved:* The Conference endorses and emphasizes the plea made by its President for the continuance of the State Tenement House Commission, and the extension of its facilities to enable it to perform its full duties adequately. To delegate this work to the municipal authorities would be to deprive the people of the practical wisdom which an honest and efficient Board has acquired by hard experience in actual operation, and would seriously jeopardize the whole measure for which the friends of the poor have so long contended.

We urge the members of the Legislature to stand firmly against any financial plan which shall involve any backward step in New Jersey’s scheme of provision for the treatment of the defective and delinquent classes. There is not a single institution which is not at the present time working under the disadvantages of trying to adapt its outgrown plant to the constantly increasing needs of the communities. New Jersey has been justly proud of her pro-

gress in the department of activity which these institutions represent, and we earnestly protest against any attempt to lower her in the scale of civilization by any expedients, however temporary, to meet the problem of State finances. We believe that so far from reducing the appropriations for the State's institutions and boards of benevolence, permanent plans must be made to advance and increase their work, and to provide for the new buildings and institutions which are so much needed.

The people of New Jersey will not sanction any unwise limitation of the preventive and constructive work which involves their social welfare. We are confident that they would cheerfully accept the imposition of a direct State tax if they are convinced that it is needed, but they will bitterly resent action—or inaction—which merely evades the issue, at the expense of these institutions.

The following resolution, offered by Mrs. Tiffany, of Plainfield, was referred to the Committee on Resolutions:

In view of the excellent work done by the Public Library Commission in adapting its traveling library system, with its reformatory influences, to the penal institutions of this State; also in carrying educational facilities by means of its literature to the farming districts remote from large centers of population, and to the southern and more isolated parts of the State; therefore, be it

*Resolved*, That it be the sense of this Conference that in the present policy of retrenchment, under consideration by the Legislature, there be no reduction of the appropriation to the Public Library Commission, thereby preserving to the State a most important agency for its benefit and uplift.

The meeting adjourned.

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#### FOURTH GENERAL MEETING.

##### Reformatory Education.

SATURDAY MORNING, Feb. 20th, 1909.

The President called the meeting to order at 9.30 A. M.

THE PRESIDENT—In introducing the Chairman of the morning, Dr. James M. Green, Principal of the State Normal School, and Chairman of the Local Committee, I want to express personally and on behalf of the Conference the deep appreciation we feel for the splendid results accomplished by the Local Committee under the able leadership of Dr. Green. Every detail

which could in any way contribute to our comfort and pleasure has been arranged for with executive skill and a thoughtfulness quite in keeping with the hospitable and kindly nature of the man. In token of our appreciation I would suggest that the delegates and officers of this Conference give to Dr. Green at this time a rising vote of thanks.

(The President's suggestion was complied with and a rising vote of thanks given.)

I have very great pleasure in turning the meeting over to Dr. Green.

Dr. Green then read his paper on

### Educational Conditions in Our Reformatories.

BY JAMES M. GREEN, PH.D., LL.D.

The State of New Jersey has two schools that are distinctly reformatory: The State Home for Boys, at Jamesburg, and the State Home for Girls, at Trenton.

There is also a reformatory at Rahway, but it has not yet come to be known to the public as a school.

In addition to our State reformatories there are a number of local provisions for delinquents, known variously as parental schools, truant schools, delinquent schools, etc., engaged on the same problems in a modified form that concern the State institutions.

As it is not the aim of this paper to give an exhaustive review of reformatory education in our State, but rather to discuss conditions necessary to this class of education, the writer will confine himself to these two State homes, regarding any inferences that might apply to local institutions as merely suggestive.

The Home for Boys, at Jamesburg, and that for girls, at Trenton, are essentially State institutions. They are established by State laws, supported largely by State appropriations, and receive their inmates from any part of the State.

While these establishments are called homes, they are in reality reform schools. Juveniles are assigned to them by the

courts, for offenses against the laws or the proprieties of the community, as, for instance, incorrigibility, vagrancy, truancy or immorality in any one of several other specific forms.

As State reformatories, these schools bear a direct relation to the other schools of the State, and hence are a part of our educational system as a whole, or else they bear a direct relation to our institutions for adult criminals, and are to be regarded as a part of our treatment of criminology as a whole. That they are to be regarded as schools will appear both from the nature of the crime itself, and from the present attitude of the public mind toward crime.

Crime is defined as an act or omission which the law punishes in the name and on behalf of the State, whether because expressly forbidden by statute or because so injurious to the public as to require punishment on grounds of public policy.

The above definition makes plain two things: First, that what constitutes crime itself is a matter of opinion, based more or less upon experience; and, secondly, that the punishment or treatment of crime is a matter of opinion as expressed in laws and sentences of courts.

The attitude of the public mind toward crime and its treatment changes with the change and development of civilization. Penalties evidence two purposes: the one, a relation to the nature of the crime itself; the other, a relation to the passion or emotion of the one fixing the penalty. History offers many instances where kings and courts have penalized, often by capital punishment, and still oftener by imprisonment, those who simply differed with them in political opinions; so light a matter as debt, for instance, has been punishable at times by imprisonment or death.

There are at present two distinct attitudes of mind toward crime: the one, that of punishment; the other, that of protecting society from the criminal. The idea of punishment was once the dominating idea. This will be recognized in the prevalence of the word in all treatises of whatever form concerning crime, and in the nature of the penalties prescribed, differing as they do for a first offense and a second offense, whether or not the crime in the second offense is greater than that in the first.

The idea of punishment is now giving place to that of protecting society on the part of our leading authors, and the public as well. Many of our leading thinkers have come to hold that it is not the province of man to punish his fellow man; that the essentials of punishment, namely, knowledge of motive and degree of moral responsibility on the part of the criminal lie outside of human judgment, and that the only province of man is to do what he can to prevent one person suffering from the action of another.

This idea of protection, rather than punishment, manifests itself in the changed treatment of the criminal; in the provisions for instructing him during his incarceration, for allowing him reading matter, for shortening his sentence as a reward for good conduct, for furnishing him employment, paroling him and so forth.

The present trend of public sentiment warrants the prophesy that the future sentence of the criminal will be—confine him so long as he is dangerous to the public, and remove the danger of his nature by reformation as soon as possible.

Whatever may be the attitude of the public mind for adult criminals, it is very clear in its attitude toward juvenile criminals. There is a minority in our State at the present time that regards a child that has committed a crime as having forfeited the privileges of society, and is therefore a fit subject for confinement and punishment. You hear the expressions of this minority to this effect in ordinary neighborhood conversations, especially with school boards and teachers. The great majority of the people of our State, however, strongly favor the reformatory plan. This manifests itself in the provision for reformatory classes, truant schools, parental schools, city homes or what not. Perhaps there is no more striking evidence of this attitude of mind than was shown in the changing of the names of our State reformatories at Jamesburg and Trenton, the one to the State Home for Boys, the other to the State Home for Girls. Antedating this action, however, was the use of the word *school*, rather than *prison* or *jail*.

*Home, school*, these are not words that suggest places of punishment, nor are there prevalent anywhere among the great

majority of people concerning a person confined in either of the reform schools, such expressions as "He is getting his deserts," or "It is too good for him."

The constitution of New Jersey requires that the Legislature shall provide for the maintenance and support of a thorough and efficient system of free public schools for the instruction of all the children in this State between the ages of five and eighteen years. It does not follow that this constitutional provision includes criminal children. The late Justice Scudder gave the opinion that this provision included only such children as were willing to attend these schools under certain conditions, namely good order, proper obedience to teachers, learning of lessons, respect for school property, and so forth.

The State, however, has provided for including this class of persons within its care. In making this provision, it has described in somewhat general terms, as indicated above, the conditions that shall subject them to being separated from other pupils, namely, vagrancy, incorrigibility, truancy, pilfering, immorality, and so forth. Once separated from other children by due process of law, and placed in one of these institutions, the language of the law for their care reads somewhat as follows:

"The trustees shall cause the boys under their charge to be instructed in such branches of youthful knowledge as are adapted to their age and capacity, and in some regular course of labor, either mechanical, manufacturing, agricultural, or a combination of these, as is best suited to their age, strength, disposition and capacity, and in such other arts or trades as may seem best adapted to secure the reformation and future benefit of the boy; they shall also cause said boys to be given moral instruction."

"The superintendent shall employ and use his best endeavors to reform the inmates in such manner as, while preserving their health, will secure the formation, as far as possible, of moral, religious and industrious habits, and qualify them for regular trades and employments."

A careful reading of the above paragraphs will reveal that they do not in any sense fall short of the constitutional language, a thorough and efficient system of free public schools. On the contrary, the language is more specific, in providing for the best

known education, namely, theoretical and applied knowledge, plus moral instruction. It is very clear, therefore, that the commonwealth intends to follow the highest example of Christian conduct; namely, to care not only for those within the fold, but to care even more tenderly for the lambs that have gone astray.

The real true conception then of our State educational system is schools for the regulars, and separate schools for the irregulars, or exceptionals, any differences in thoroughness and completeness being in favor of the exceptionals.

Let us note to what extent the implied intentions of the State are being carried out in the two homes referred to.

The writer visited each of these institutions, and was received in a most courteous manner by the respective managers, and showed through them in an informal way, and given the most frank explanations of the conditions of the schools, the manner of conducting them, the conditions of commitment and discharge of persons, and so forth.

Any careful visitor will be impressed at once with the sincerity and sterling integrity of the management in each of these homes. Their surroundings are good; they are located far enough in the country to have good pure air; their habits are orderly; their lives are regular; they have the highest respect for cleanliness and the various phases of hygiene. The teachers and employes are faithful and devoted to their work, and are doing all that could be done under their limitations.

The above words are high praise, but they have been framed carefully. They do not, however, include thoroughness of provision on the part of the State from the school points of view, as described in the law and constitution.

It must be kept in mind that the children committed to these homes are the most difficult children to understand and to instruct.

They need the most careful and intelligent treatment. The relation of physiological and pathological conditions to mental development has special significance with them, as have heritage, pre-natal conditions, childhood environment, tastes, possibilities, etc. All of the problems of individual attention, classification according to disposition, advancement, and physical conditions,

that apply to the best regular schools apply in a more emphatic sense in these schools. In short, if these schools are to meet the conditions of the law, and the implied and expressed expectations of the people of the commonwealth, they must have the best equipment in the State in their teaching force, in their school apparatus, and in their appliances for mechanical and industrial education.

It is in these latter respects that the schools are not provided as they should be. It is not my intention to criticise a single teacher or employe, but rather to deal with the general proposition, and as a general proposition to affirm that if there is any teacher in either of these institutions that is meeting all of the conditions that the State is demanding, she is doing so at a larger personal contribution of time and energy than the State has a right to accept of any one in civic life.

The average salary paid to the teacher in our public schools is \$697.06 per year. The expert teacher commands a figure much higher than the average. There goes with the usual position of teacher social opportunities. The teachers of the State Home for Girls are paid mostly \$25.00 per month and living, and have duties in charge of houses, in addition to those of teaching in the class-room. The teachers of the Jamesburg Home are paid \$30.00 per month, and have similar duties.

When there is a vacancy in the teaching force, the management must, on general principles, seek someone who is willing to go to the Home, take the duties involved, and exclude himself practically from all social opportunities, and do so at much less than the average compensation received by teachers, and very much less than the compensation received by expert teachers. It is needless to say that such persons are hard to find, and certain it is that when they are found more is asked of them than should be.

Drawing that is of any value in industrial occupation must be thoroughly reliable. A teacher who is a good disciplinarian, and who can teach drawing that has correct relation to mechanical and industrial occupations readily commands a beginning salary of at least \$700, and soon reaches a much higher figure. The same thing is true of a teacher who can teach woodwork or iron-

work or sewing or cooking or masonry, or any one of the industries.

To employ mere mechanics, however efficient they may be, to teach in the mechanical branches, is to come entirely short of the meaning of mechanical or industrial education. Education is more than learning to do by rote or imitation. It is learning to know and apply the principles that are involved in the mechanical operation.

If education of the above kind is to be given, the classes must be small enough that the teacher may give each pupil personal attention. The boy must be shown how to hold the plane or saw, how to mix the colors for decoration, or the materials for plastering, exactly how to temper steel. In a number of instances the classes are now much too large for instruction of this character.

Again, the equipment in tools, benches, forges, etc., is not adequate to the simplest forms of manual training in wood and iron, to say nothing of that class of equipment which involves a trade in cabinet making, blacksmithing, or in carpentering.

It is the custom to have the boys assist in building and in working on the farm, but this custom makes neither a carpenter, mason nor farmer in any skilled meaning of these terms.

The equipment in the State Home for Girls is not adequate for teaching domestic science.

The laws of the State specify conditions for assigning persons to these reformatory institutions, but do not limit the number that may be so assigned. The fact is that so many are assigned to each of them that the managers are compelled to resort to every device to meet the situation, frequently discharging inmates not because they feel that these inmates are properly established in character or accomplishment to leave the institution, but because the room is desired for some one who seems more in need of the place.

In closing, let me observe that this paper is written in no sense as a complaint. The State has been obliged, by reason of its many and growing demands, to resort to expediency, and surely there can be no adverse criticism to the proper use of expediency,

but we must never allow ourselves to permit expedients to become established as permanent conditions.

The laborer is worthy of his hire; the skilled workman cannot be employed by the locality more cheaply than he can be employed by the State, nor by the State more cheaply than by the locality or the individual. The woodman is known by his chips. A mechanic cannot do good work without good tools, and a person who is not skilled as a mechanic will not do good work, no matter how good his tools. Words and terms have their conventional meaning. A reformatory is a place where people are reformed, and not merely confined or detained for a season until someone else needs the place. A home is a place where people are led to live in peace, happiness, refinement, development and proper employment, and not a place where they are simply secluded or separated from their kind.

The problems of our reformatory institutions are necessarily difficult. If the State is sincere in its propositions for these institutions, and we believe it is, it should so provide them that they may discharge their responsibilities in a faithful and efficient manner, and according to the best known standards. To undertake to do this is not discouraging. So much has been done, and so well done, that it is very tempting to add the little that may make us proud of what we have done.

THE PRESIDENT—Mr. Chairman, I interrupt the meeting long enough to express my appreciation of your splendid paper. We greatly need the message, and we should endeavor to bring about the suggested changes in our reformatory institutions. We cannot expect to accomplish the reforms for which these institutions were originally intended unless the manual and intellectual education of the inmates is carefully and thoroughly looked to.

#### Discussion.

Discussion was opened by Rev. E. C. Griffin, Acting Chaplain of the Rahway Reformatory.

REV. E. C. GRIFFIN—If our investigation committees, in visiting our reformatories and charitable institutions of the State,

had followed out the same plan and entered upon their investigation in the same spirit with which Dr. Green has entered upon it, I am sure that the results would have been much more satisfactory and efficient than they have been. It is very easy to criticize, and investigating committees criticize without inquiring into the causes why those criticisms should be called for.

Anyone who has been connected for any length of time with the reformatories of the State is gratified and is encouraged when he realizes the continual progress that is being made. The officers of the institution and those in charge, who have been connected with these institutions for years, or since their beginning, are able to make a much more satisfactory report than they were some years ago. This is gratifying, and we have reason to hope for greater success in the future.

If we take our home for boys at Jamesburg—there was a time when some sort of contract labor, I believe, even in a home, was in force. To-day we have no such thing.

This was also the case in the Home for Girls. Here, too, it has been abolished, and the worthy head of the institution is doing all in her power to prevent its restoration.

We also have heard reports in the past of excessive severity in the punishment of offences in these institutions. To-day I am sure that anyone intimately connected with the institutions can report that the means of punishment are more or less judicious, and are, at least, very humane.

I regret that Doctor Green did not include also in his thorough investigation our Reformatory at Rahway. It has been dignified by the name of "reformatory" by the State, and, therefore, has a right to the same consideration as the other homes, which also are reformatories.

Those who are committed to these institutions are youths whose minds and whose bodies are still plastic. They are capable of being remodeled, of being reformed; and when we come to consider the conditions of education in these institutions, we are considering the main object for which these institutions were established.

The State has taken these plastic bodies and minds from their homes, and has made them the wards of the State. It is our

duty, therefore, to give the example, and to produce, as far as we are able, by giving advantages in these homes those results that we look for in model homes.

Education is the development of the faculties of man, and man is capable of education according to the different faculties that he possesses, according to the division of his constitution. Man is an intellectual, he is a moral, he is a physical being; and, as the result of these three, he is also a social being.

When we consider, therefore, the conditions of education, we must ask ourselves what are reformatories doing for the intellectual, moral and physical development of the wards who are committed to their care.

Doctor Green has covered the ground very well, and has touched on all of these points. It remains for the discussor simply to emphasize what he has already said.

In regard to the intellectual development, it must be said that they are doing in our reformatories, considering the present condition, what is possible for them to do, hampered as they are with the small salaries that are given to those who are employed. The distinguished doctor said that the Rahway Reformatory has not become known as a school. It is a school. We have school there for five nights in the week, under the supervision of a professor of the high school in Elizabeth. But those who are under his care, of course, are not the teachers of the high school in Elizabeth, and, consequently, the results that are produced cannot be expected to be the same as would be exacted in the high school at Elizabeth or any other high school.

Another drawback is that we are forced to have in our Rahway Reformatory contract labor, and so long as we have this contract labor we shall never be able to send out young men who are intellectually reformed. They are obliged to work from morning until night, with the intermission that comes from their dinner, and then they have a half hour for their supper, followed by another half hour intermission to wash up and get ready for school. To expect, after laboring all day and then entering into the class-room, that good results can be produced from such tired and fatigued minds is asking too much.

They also require special teachers, perhaps even more than Jamesburg or the Girls' Home, because they are older and they are the backward pupils. It would, therefore, be a great benefit if we were able to have in our Rahway Reformatory trained teachers at the salaries of trained teachers, and then I feel that an investigating committee would be able to report the same good results as an investigating committee, so far as mental development is concerned, in our public schools.

With regard, now, to the moral training in our institutions. Moral instructors are provided for in the Rahway Reformatory and in the Jamesburg School; and, while they are not provided for by the State in our Home for Girls, still there, too, they receive the moral training which is equivalent to the reformatory and Jamesburg through the kindness and generosity of those who are interested in the salvation of souls.

But, besides the moral training that comes from those who are destined by their vocation, there is also another moral training that is very necessary, and which must come from the home. The State has established homes. We call them homes in the State. If they are homes, we want to give the training that should be given in a home. The training that is given in the home comes from the parents, from the superiors in the home. In our institutions, therefore, we must have superiors who will give and be interested in producing the training that would be given in the home. Our Civil Service has a great obligation to perform in its selection of those who are to give the moral training in the home or in the reformatory. Unfortunately, politics have been permitted to have a hand in our reformatories, and very often those who have been appointed as officials in these reformatories have been politicians—petty politicians, and not picked men. They are very often men to whom these youths in the reformatory cannot look up and follow. We are faced with that great difficulty which is one of the greatest. We must have officers. Let them be paid the salaries that they deserve, and get men who are worthy to represent the State and who are able to produce the results that the State requires of them.

We want, therefore, in our Home for Girls women who have a mother's heart. We want in our State Home for Boys men

and women who have fathers' and mothers' hearts, and we want in our Reformatory men who have hearts of fathers. In some instances we have such men, but, unfortunately, we have others who have not these requirements; and, while the moral instructor will do his work on Sunday, the influence that is brought to bear during the week counteracts all that he may have produced or be able to produce; and while there may be five reliable men, if there are two corrupt or two incompetent officers, these can undo all the good work; and, hence, unless those committed to these institutions can look up to and respect those who are over them, the thorough moral education and reform is not going to be effected.

Man is also a physical being. The ward of the State is a physical being, and, therefore, he should be given a physical education. In our reformatories we have to a certain extent, provided for this, but not as thoroughly as we should. We should give moderate opportunity to those who are in reformatories, especially to boys who are fond of sport and athletics, for their physical development, and much could be done toward the moral and mental advancement if the physical training corresponded to what we require in the moral and mental training..

To house boys up in factories, in cells or in rooms, and not give them a chance to give vent to their youthful desire for play or for athletics, is detrimental to a full development of their constitution.

The fourth point in the makeup of an individual which follows from the intellectual, moral and physical constitution of man is that he is a social being, and, as such, he must be fitted to enter society. It is, therefore, our duty in reformatories to give a training that will fit the wards of the State when they leave us to enter into society and become a credit to it.

What has been the cause of the filling of our reformatories? In many cases, and I might say in most cases, it has been a love of pleasure. Love of pleasure has induced dishonesty, has induced a desire for money which brings about that pleasure. In many cases it is only innocent amusement, but there are not the funds to provide that innocent amusement; consequently, to obtain those funds dishonesty is resorted to.

What we want to do when we release our boys and girls from the reformatories is to put them in a position to earn sufficient to supply their needs; to give them a training that will permit them to earn a salary, or to receive wages that will supply the needs of their body and their soul, and also provide for innocent amusement.

Unless we give, therefore, an industrial training which will raise the boy or the young man when he leaves the reformatory to a position higher than a farmer boy or a digger of ditches or a driver of horses, we are going to keep him in the same position that he was when he entered the reformatory. He has no greater means at his command to earn a living than he had before, and consequently he hasn't the means for him to live an honest life. He wants pleasure. He will have it. He had it before he was sent to the reformatory, and he had it because he was dishonest, and he will get it dishonestly again no matter how much moral or physical or other training you give him. If a boy hasn't a training that will fit him for an industrial life what does he become? He becomes a farmer's boy. Put a boy that has been born and raised in the city out on a farm. He will stay there for a week and then run away. He wants the theatre and other amusements, and if he can't get them honestly he has pals who will help him to get them dishonestly.

If he goes into the city, how is he employed? He is employed as a cart driver, as a common laborer—manual labor only, and what is the result? His wages are not sufficient to give him what he demands. We must therefore uplift him and given him an industrial training that will fit him to become an assistant to a tradesman, and give him a hope of one day becoming a tradesman himself.

We need to have in our reformatories officers who are capable of giving such a training to our boys, and if we hope to reduce and pay the expenses of our institutions by contract labor, it is a "penny wise and a pound foolish," because we are only training the boys to leave the institution, remain out for a year or so, and graduate from Jamesburg to the Reformatory, and from the Reformatory to the State Prison.

The blame is not to be placed upon those in charge of the institutions at the present time. The blame is to be placed upon the non-provision of sufficient funds to carry out these ideas. I believe that the men who are at the heads of these institutions at the present time, and the boards of trustees and the commissioners are anxious to do what they can. They are certainly taking a more active interest in the institutions than they did in the past, and the results they have been producing show their active supervision. If, therefore, they be given the funds that are sufficient to produce the results that we demand, and which we require our investigating committees to demand, I am sure that they will be able to satisfy every demand that is made upon them.

THE CHAIRMAN—There are but a few minutes that can yet be given to this part of our program. The one who has recently been appointed to the head of the Rahway Reformatory is here, the Rev. Dr. Moore, and I am sure we should all like to hear a word from him.

DR. FRANK MOORE—*Mr. Chairman, Ladies and Gentlemen:* I am sure it is a pleasure for me to look into your faces, though I do not know yet that I am to be superintendent of the Rahway Reformatory. That matter depends upon what the House shall do when they meet this coming week, but I want to say that I am very much interested in the work. I have been asked what I would do if I went to this institution. I was over at the Reformatory one day about a week or ten days ago, and one of the newspapers that had called me up at Pennington found that I was at Rahway and wanted to know if I was taking charge. I said I was not. They wanted to know what I was doing. I simply said I was thinking, and then they asked me to repeat it, and I repeated that I was thinking. It seemed to be such a strange thing for the papers to hear that they could not understand it, so I spelled it for them, and then they wanted to know what I was going to do, and I simply said that I was a man who thought and planned and then acted, and that I was simply in the first stage of the game, and that what I was going to do I did not know myself. I was sure no living man knew. I thought Almighty God did know,

but that I was in doubt as to whether the papers would ask him. And I wish to say this, that if in the judgment of the State I should take up that work I feel that the State and this honorable body, and all who are interested in the great problem of reform ought not to expect very much under six months from the man who stands at the head of that institution, if they ought to expect very much under a year.

I saw in a recent editorial comment on myself that I was a clergyman, and then that I was an educator, and the article went on to say that the State would look on with some anxiety as to what would be the outcome of my career. I am more than a clergyman, and more than an educator—I am a man; and first and foremost, if I go to the Reformatory I shall take with me my manhood, and use that as an instrument in helping those who are unfortunate enough to be in that institution.

As I look at the work, the foremost thing necessary, to my mind, is analysis, keen and cutting; an analysis of the mental character of those who are there.

I do not believe that it is possible in the way of reform to do much with the insane criminal; not much of a dent can be made upon that life; and I believe our reformatories ought to be reformatories, and that every condition ought to obtain in them that will bring about that result. It will be my aim to make men. As to the methods, they will have to be discovered, but I am not quite so sure but after all the methods which succeed with the normal will succeed with the abnormal to a certain degree, and I am not quite so sure but that a number who are incarcerated in these places are those who have not had the normal chances in life, and who need to have brought to them normal things in order to make them what they ought to be.

I thoroughly agree with my friend, the chaplain, in many things that he said here this morning, and I promise you as an organization that no man will work harder to bring the largest possible results out of those boys than I shall if I take up the work.

I thank you for your hearing.

REV. GEO. P. DOUGHERTY, of West Orange—May I ask just one question? I was mighty glad to hear Dr. Moore say that he believed in analysis.

I would like to know whether he will be liberal in the matter of uniform in which those men find themselves—whether they must dress alike or not.

MR. SAWYER, Chairman of the Board of Trustees of the Rahway Reformatory—The Superintendent will be under the general direction of the Board of Commissioners, and so serious a matter as that of uniform would probably be subject to their conclusion. I would like to say, however, that if Dr. Moore comes to Rahway we expect to be able to agree with him in all good things. We look upon Dr. Moore, first of all, as a man of good sense, and whether changing the uniform that now is in use or changing some other custom which now prevails at the institution comes from his advice or from ours, there will be no difference of opinion between us.

We are all very glad to think that Doctor Moore is probably coming, and we mean to hold up his hands in every way. We sought a man who had been familiar with teaching—a man who knew something and thought more of the higher things of life, and who would come there and above all things try to lift up our inmates and our officers to a higher plane than they had been accustomed to.

We believe that Doctor Moore is a man who can do it, and we look forward with great hope to his coming.

THE CHAIRMAN—I want to say that Doctor Moore once went to school to me, and I know he had some good teaching.

I want to make this further observation. That a physician who goes to a patient to diagnose his case is a safer man than a physician who makes the diagnosis before he goes.

We should offer, and do so gladly, to hear from Mr. Kalleen, Superintendent of the Home at Jamesburg. We should like to hear a word from him if he will favor us.

MR. J. C. KALLEEN—Dr. Green has covered the ground pretty thoroughly in his paper on the education of our boys in the State Home at Jamesburg. His plea for better salaries for the instructors in this institution is commendable, and should receive the attention of the proper authority; however, it is but proper to say in explanation of the small salary paid the teacher who also acts as matron of the cottage, usually the husband of the

teacher is also an instructor, and that the the salaries of both in some cases exceed \$1,000 per annum, and that board, room, or suite of rooms, and laundering is also included.

In New York, for services given in institutions similar to the State Home for Boys, and also in which the daily average number is but very little greater, the amount paid for salaries exceeds the whole amount paid for maintenance in the State Home for Boys at Jamesburg. In one case the amount reported to have been expended for salaries exceeded the appropriation made by New Jersey for maintenance of the State Home for Boys, and in another the money thus expended reached nearly \$75,000.00, an amount but \$5,000.00 less than the whole amount appropriated by the State of New Jersey for the maintenance of the home at Jamesburg.

THE CHAIRMAN—We would not be quite complete without hearing from Mrs. E. V. H. Mansell, in charge of the Girls' Home in Trenton.

MRS. MANSELL—I hardly know what to say, Dr. Green and Mr. Kalleen have covered the ground so thoroughly. I quite agree that if we had more money we could do better work. In some of our class rooms we have an equipment of fifty years ago. As I look back, I think we had better equipment in the district school. If the Legislature will take care of us, we pledge ourselves to do much better work.

I was somewhat interested in hearing the talk about uniforms. I wonder if people don't sometimes magnify the importance of that. In the army the soldiers wear uniforms; in the hospitals, the nurses wear uniforms; and if it is a pleasing one, I do not know that there is anything so very offensive about it. I do not know how it affects other people, but I go to homes where girls dress differently, and the effect is not always pleasing.

REV. MR. DOUGHERTY—May I interject this remark. I visited an institution of this kind not long ago, and I know if I had to wear pants with stripes running around the leg, the way those men were, and the stripes did not meet, I should feel it an indignity.

The Report of the Nominating Committee was read and adopted, and the following officers were declared elected:

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*Secretary*—J. BYRON DEACON, Paterson.

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<i>Assistant Secretaries</i>	{	J. B. WILLIAMS, Orange.
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DR. HENRY A. COTTON, .....	Trenton.
DECATUR M. SAWYER, .....	Montclair.

THE CHAIRMAN—In the next feature of our program, we are made still further indebted to busy men doing great things. We are complimented in having our invitation accepted by Dr. C. Ward Crampton, Director of Physical Training of New York Public Schools, who will speak to us on "Physiological and Pathological Conditions which Influence Mental Development."

I have pleasure in presenting Dr. C. Ward Crampton.

DR. CRAMPTON—*Mr. Chairman, Ladies and Gentlemen:* The subject on which I have been asked to speak is not in line directly with the one you have been considering; yet I believe you must be interested in it, otherwise, you would not have asked for its presentation.

It is a scientific question, one related to the newer science of social economics. The fact that there are defects in public school children is important. It is important to the school man, and to the father and the mother, but it especially concerns those who control the levers that work our social mechanism.

In England they are somewhat ahead of the United States. The whole of the British Empire five years ago became alarmed because it was stated, and apparently proved, that the race was running down hill. Several series of investigations were made in Aberdeen, Dundee, and in London, and it was found that the English race, or the races represented in Great Britain, were deteriorating, and they are now taking measures to improve the conditions of life particularly those of the children.

As yet we are not doing this in an organized way; yet the United States Senate, I hope, will take favorable action upon the bill which will provide for a children's bureau, now before it for consideration.

Every boy and every girl in the reformatory has been a child, a baby. If enlightened control had that child in its grasp from the cradle through school, the child would not be in the reformatory. It might be learning a trade or doing good work in a high school. At any rate it would be one of the working and uplifting forces of the country, instead of a degrading force.

We are in the habit of thinking that the Anglo-Saxon race, from which we have sprung, is the best type of manhood. We are in the habit of thinking that the race of people in the United States, even in spite of the influx of titles, represents the best type of manhood, but we cannot maintain this standard by the mere thinking. A child bureau is a national necessity.

#### MEDICAL DEFECTS.

A medical defect, or a physical defect, in the ordinary acceptance of the term, means the presence of adenoids, enlarged tonsils,

decayed teeth, malnutrition, pallor. Various things like that have been classed as physical and medical defects.

That list has really been made up by medical examiners, who have been able to look over the child only in part. They can look at its eyes, examine the ears, and look into the nose and throat. They do not strip the child and make a complete examination. They merely make an inspection of a few places on the child that could be seen. I do not know of any adequate system of medical inspection that is general in this country. I do believe that the Lepsic method, by which the whole child is examined from head to toe in the presence of the parents, if necessary, or by the family physician at home, is the only way of getting accurate medical inspection, the only health inspection that is worthy of the name.

Millions of dollars are spent in the absurd procedure of so-called "medical inspection," and methods are incomplete and beaurocratic. Hundreds of medical inspectors have gone out into the public schools under instructions to find a certain percentage of adenoids, and if they do not find that certain percentage of adenoids, etc., there is some trouble with the authorities.

In June, 1907, the Committee on Physical Welfare of School Children of New York published in the journal of the American Statistical Association a report upon the physical defects of 1,400 public school children in New York City. These children were selected from different parts of the city, and were of various parentage. They presented in total 3,093 physical defects. 74 per cent. had defective teeth; 30 per cent. throat trouble; 28 per cent. had nasal trouble; 14 per cent. had eye defects, and 10.4 per cent. suffered mal-nutrition. Upon the face of this work the Committee stated that there were 12,000,000 public school children in the United States with serious medical defects. We were led to believe that all backwardness, stupidity, truancy and delinquency were caused by the adenoid and its brothers.

However sound and accurate this report may have been found to have been it certainly aroused the country. For months the press of the United States rang with the call to arms, and school boards, superintendents and committees proceeded to investigate with great vigor.

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W. S. Cornell, in Philadelphia, made a similar investigation, in which it was found that there was very little connection between physical defects and school progress:

	<i>Average Percentage in Studies.</i>
Normal children, .....	75
Average children, .....	74
General defectives, .....	72.6
Children with adenoids and enlarged tonsils, .....	72

This cast some doubt upon the validity of the previous investigation. Yet when he contrasted the 907 children who were exempt from examination on account of their good scholarship with 687 who were not so exempt, it was found that the poor students were 38 1/10 per cent. defective as against 28 8/10 per cent. defective of the better students. This added to the confusion.

S. W. Newmayer made a similar investigation, and found the non-exempt possessed of 65 per cent. of defects as against 49 per cent. of the exempt. The striking part of his report is the fact that this difference is mainly due to skin diseases, as these were four per cent units more common in the non-exempt. In addition, it is true that it is found that there were in the non-exempt children 5 5/10 per cent. more units mentally defective, but all the other defects showed a negligible difference.

When we realize that mentally defective children are expected to be non-exempt it is robbed of its significance. And when we remember that skin diseases are usually pediculosis, the latter difference is a reflection rather upon home conditions than a statement of actual physical deficiency.

J. E. Bryan, in Camden, found an almost negligible difference between the children of normal age and those retarded as regards defects in vision and hearing. But when he came to study those who have been left back he found children of normal age with a greater deficiency in vision and hearing. This is wholly contrary to all of our previous findings, and seems to point to the fact that retarded children were healthier, and their retardation could not possibly be due to physical defects. He found that 40 per cent. of the retarded children were stated to have attended irregularly

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as against 30 per cent of children of normal age. This is a fact which lays a stress upon a factor wholly removed from medical defects. It is, I believe, of great importance, and points to a condition which I hope to bring out later.

Continuing his investigations, Mr. Bryan made a search among 2020 children who were over age for their grades as to the cause of their retardation :

	<i>Percentage.</i>
Age upon starting, .....	21.2
Slowness, .....	21.
Absence, .....	28.
Dullness, .....	12.
Ill health, .....	9.6
Defects other than sight and hearing, .....	3.9
Mental weakness, .....	3.7

This list clearly shows that there are other factors than physical defects causing retardation. The two items, age upon starting and absence, account for 49 7/10 per cent. of the total.

Perhaps the most extensive and definite work which has been done in this direction has been done by the Backward Children Investigation of the Russell Sage Foundation upon 20,000 children of all grades in the public schools with the following results :

	<i>Percentage Defective.</i>	
	<i>Normal Age.</i>	<i>Above Normal Age.</i>
1, .....	85.	81.
2, .....	86.8	84.5
3, .....	83.2	83.3
4, .....	71.6	74.7
5, .....	63.8	60.2
6, .....	63.8	61.7
7, .....	68.2	60.2
8, .....	77.1	75.
	<hr/>	<hr/>
	79.8	74.9

This shows clearly that the normal age children have more physical defects than children who are retarded, and, therefore, above normal age. When this point in the investigation was reached the investigators were startled with these facts which seemed to be directly contrary to all the previous results, and an analysis by age as well as by grade was instituted. The following table exhibits the reason for the above-mentioned paradox :

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<i>Defects.</i>	<i>6 years.</i>	<i>15 years.</i>
Enlarged glands, .....	40	7
Defective breathing, .....	21	9
Defective vision, .....	17	26
Defective teeth, .....	65	31
Enlarged tonsils, .....	40	14
Adenoids, .....	23	3

It is apparent at a glance that defects in vision are the only ones which are more common at 15 than at 6 years, while all the other defects decrease. It will be noticed that the defects which decrease are, with the exception of teeth, all of a lymphoid nature, and this points to the fact that has not been known by the medical profession, that a lymphoid diathesis is almost the normal state of children from 5 to 8 or 9 years of age. Adenoids with enlarged tonsils and glands are at these ages, if not normal, the most common physical conditions that are noted by physicians, or any one else who has anything to do with children. When we consider the problem of the effect of physical defects upon scholarship we must remember that most physical defects decrease with age, and we will expect retarded children to have on the whole fewer defects.

A still further analysis was indicated and tables of one age group—10 to 14 years of age—were divided as on a basis of their place in school into dull, normal, bright, with the following result:

	<i>Dull.</i>	<i>Normal.</i>	<i>Bright.</i>
Number examined, .....	414	2,593	309
Defects per child, .....	1.65	1.30	1.07

PERCENTAGES.

Per cent. with no defects, .....	25	27	32
Defective, .....	74	73	68
Enlarged glands, .....	20	13	6
Defective vision, .....	24	25	29
Defective breathing, .....	15	11	9
Defective teeth, .....	42	40	34
Hypertrophied tonsils, .....	26	19	12
Adenoids, .....	15	10	6
Other defects, .....	21	11	11

This table clearly shows that the dull child has a slightly greater percentage of physical defects, with the exception of defective vision. Here the bright children seem to suffer most. It is quite apparent that the children who use and strain their eyes

the most over text-books will meet school conditions better than those who use their eyes only in more natural ways.

The important fact which this table shows, which is the result of perhaps the most refined methods of investigation, is the fact that dull children are so little more physically defective than those children who are bright. (McCallie, of Trenton, has studied retardation and lays the blame largely upon physical defects, cigarettes, etc., giving hearing and vision strong emphasis. He draws the moral that we should have more instruction which is related to the tactile sense.)

It is very well known by physicians that almost all children exhibit at the age of from six to eight and nine years, perhaps as early as five, a suspicion of what we call the "lymphoid diathesis." There is a tendency to round cell or lymphoid, infiltration of mucous tissue. This will cause adenoids and enlarged tonsils. But when we go further, to fourteen, fifteen, the body seems to dry out and mature, correcting these defects. That is, we have at fifteen, only three per cent of adenoids against twenty-three per cent., and this must be noted and remembered by all who would study the subject. These defects cure themselves, or, rather, the body cures them—in all who survive. Those who survive are damaged by the effect of these defects. A boy at fifteen who has had seriously enlarged tonsils and a bloated nasal pharynx is a very different boy from a boy of fifteen who has not had his nose and mouth blocked for three or four years of his life.

This will, I believe, meet the argument of those who say "these physical defects will disappear; let them alone."

Another argument, absolutely puerile, comes along the same line. It is this: "The baby teeth will drop out. Why fill them?" A newspaper man called upon me the other day and put up an argument for a half hour on that point. I was glad to see that he left the office convinced.

When we remember that tooth defects, the cavity in a tooth, is simply like a brothel in a town—it infects the whole neighborhood. A decayed tooth infects the whole gastro intestinal tract; it is a peril, a poison, and such a thing must not be tolerated for a moment.

Every decayed tooth is as bad as a criminal at large, perhaps

worse, because a decayed tooth works all the time, and the criminal only works once in a while.

Reviewing the whole matter it appears that physical defects undoubtedly are the cause of some retardation in some cases. Their presence is undoubtedly important enough to justify correction, not only from the standpoint of improving scholarship, but for the more important purpose of improving general health, of which scholarship is but a minor index.

Medical inspection for the purpose of discovering medical defects and leading to their correction is justified for that one purpose alone, although I believe it is not its major purpose. We must remember, as proven by one of the above cited investigations, 49.7 per cent. of the retardation was due to the age at starting and to absence. Medical defects do not explain retardation, nor will the removal of tonsils and pediculi remove retardation.\*

We may well turn from this discussion of medical defects and retardation, which seems to lead us back to the position we occupied before medical defects were discovered, to the standpoint of the older school men, who knew a great deal about the necessity of general good health and exercise and good attendance upon school work.

There are physiological conditions which, I believe, are far more important than medical defects.

We have long been aware that mental development from infancy to adult life is progressive. Investigations made, chiefly within the last twenty years, have shown us that this development is not steady. We observe that the infant starts with a tremendous impetus, grows rapidly both in body and in mind, but at a gradually diminishing rate. Never again in the course of its development will progress be so rapid as at first. At about the age of five or six the child enters upon a period of slow growth and slow development which is ended abruptly at the approach of the crisis of puberty, with a tremendous acceleration in growth in all bodily characteristics and development of practically all mental traits.

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\* Acknowledgment for much of this material is made to Leonard P. Ayres, of the Sage Foundation, who has courteously put at my disposal the results of his investigations.

The appearance of this acceleration is not related to any particular age. It may occur as early as 11 or as late as 16. It has been known to occur as early as 7 and to be delayed beyond the age of 21. At the time of this change there is a total upheaval of the whole mental and physical structure, and when the child emerges from this period of turbulence he is a man; not full grown, perhaps, but nevertheless a man in all physical, mental and social features.

The two important facts that are to be noted about this is that the change is total and complete, taking place rapidly, and that it occurs at any age between 11 and 14, normally. There is no one age of puberty. These facts, stated as such, have not been known, and educational procedure has as yet taken no cognizance of them.

We find upon the same benches, with the same teacher and text-books, both immature and mature children. They arrive at school at the same time, are given the same lessons and depart from school together, and the expectation is that the same result in scholarship will be obtained from each group. Nothing more absurd is being done in the guise of education than this solemn Procrustean method of organization. It would be just as appropriate to endeavor to feed the caterpillar and the finished butterfly with the same food, give them the same surroundings, and expect the same result.

The child is as different from the boy beyond puberty as the larva is different from the imago. No one plan of instruction can possibly fit both groups. If it is fitted to the mature mind, as it is largely in the high schools of the country, the immature suffer and do poorly in their lessons. In an investigation of over 3,800 cases it is found that the immature in the high schools failed from 30 per cent. to 50 per cent. more than did the mature. In a preliminary investigation of over one thousand elementary school children in the 5th, 6th and 7th years, it was found that the dull students were on the average 37, 40 and 46 per cent. respectively more advanced in maturity than the good scholars, showing conclusively that the instruction in these years of the elementary school was frankly fitted to the immature child and that the mature children did poorly.

The mature boy in the elementary school is undoubtedly in a serious predicament. He is forced to associate with children whom he despises for their physical weakness and for their success in scholastic lines. He is continually being offended by the teachers holding up a normal immature weakling for his admiration, because this said weakling has done so well in arithmetic, history, and what not. He, on the contrary, is physically developed; has become heavy and tall and strong, perhaps on account of his superior racial stock. His neuro-muscular irritability leads him to look for the sphere of his success outside the school room. He organizes gangs, if he cannot discharge his functions in athletics. He stays away from school to indulge his roaming and predatory instinct, and becomes a truant, which is an easy transition to delinquency. It is only when the strong arm of the law gathers him into school again that he sulkily returns to his task. Here is the condition which breeds truancy, delinquency and turns some of our most promising boys into criminals. It is a situation which is too serious to be neglected from this moment on.

#### TREATMENT.

The mature boy in the elementary school should be put into a wholly different educational environment. He should have first physical training, athletics and strenuous play which are fitted to his muscular ability, as he is 33 per cent. stronger, 33 per cent. heavier and 10 per cent. taller than his mates of the same age. If he cannot succeed in school work he should be given something in which he can succeed. *It is absolutely essential that the child at this time be given something in which he can succeed,* to act as a guiding star and inspiration for his life. If we once allow a child to become convinced that he can succeed in nothing which his elders deem important, he is close to the gate of destruction.

Manual training as an art does not apply strongly to him. Industrial training as a prospective means of livelihood certainly does, and industrial training in all of its features should become

a part of the elementary school curriculum, but it should be given primarily for the mature boy and the mature girl.

I would recommend that immediate steps be taken, first, to separate immature and mature children wherever found in school, and, secondly, that appropriate courses of study and appropriate methods of instruction be provided for their separate and distinct need.

#### Discussion.

THE CHAIRMAN—The discussion is to be opened by Henry H. Goddard, Ph.D., Director of Research, New Jersey Training School for Feeble-Minded Girls and Boys, at Vineland.

DR. GODDARD—*Ladies and Gentlemen:* You recall the words of the French king who told his minister to go out and quell the riot, and the minister replied, "Sire, this is not a riot; it is a revolution." The subject that Dr. Crampton has presented to you this morning of the physiological age—and it is that to which I shall devote myself mainly—can be regarded as little less than a revolution.

We have always sought for some marks of intellectual capacity and progress. We need some way of designating the point at which a child has come in his advancement from infancy to manhood. What shall be the system? What may we use as a scale on which to place the child, so that we can talk about him easily, and tell where he is. I suppose there are at least five possibilities. We can do as we usually do—estimate it or indicate it by years. That at least marks the relative amount of opportunity that he has had, the number of years that he has lived, and consequently, presumably, he has had the opportunity of so much experience. A man that has been ten years in a certain line of work may know twice as much about that line of work as a man who has only been five years in it. A child twelve years old has had twice the opportunity to get acquainted with this world that a child six years old has had. Age is worth at least that much. We might indicate it by stature. We might say that the child is so tall. He is thirty inches, or thirty-six inches, or forty or forty-

eight inches; or, if you prefer, we might take it in weight, and say he is so many pounds. We might promote in our schools on a basis of pounds or inches; and sometimes one thinks that perhaps it would be just as good as some of the promotions that we now have.

The statistics already quoted by Dr. Crampton have shown clearly that the taller and heavier children are the brightest, are the more efficient, so that there is that much of sound basis for a classification by height and weight; and yet no one of us would seriously consider any such thing as a practical proposition. There are too many other factors.

Then we might have this physiological function that Dr. Crampton has, I think I may say, originated. I think that to him belongs the honor of discovering and presenting it. With physiological age goes hand in hand psychological age, which has been recognized and discussed by certain students of the child mind. I think psychological age will be the ultimate criterion, but I recommend most strongly this presentation and this clear discussion of the physiological age.

Which is the best index of development? Years is the most common. Every child knows his age in years. It is the usual reference. We refer all these other things to age in years. We say the average boy of six has a certain stature, mental development, physical, etc. That is good. The only difficulty about that sort of thing is that no particular boy ever agrees with the average—and he ought not. I have heard it said that somebody somewhere tried to reconstruct a man on the basis of the average measurements, and he was said to be the most awkward man anyone could imagine. The “average” person is not desirable. He is an undesirable citizen. It is the variant, of course, that we want in all these things. A boy at thirteen years of age, for instance, may weigh anywhere from sixty to a hundred and sixty pounds. He may be anywhere from fifty to seventy inches in height. What does that mean? At this very critical period, age tells us practically nothing about that child. His thirteen years of age means that he may vary in weight a hundred pounds; in height, twenty inches. He may vary, as Dr. Crampton has told us, on either side of this line of division between the immature

and the mature. What does it mean to say that a child is thirteen years of age? Very little, unless we know something more.

Dr. Crampton maintains that this physical age is the far safer basis on which to estimate a child's progress, and from which to decide what kind of treatment he should have. We ought to consider this matter very carefully and very seriously. If we get a revolution on our hands, it is worth while to see what is to be done with it; and we are not to let any prejudice or undue conservatism or dread of the work involved in making the change keep us from seeing the matter in its true light.

We were told last evening that we should never allow the amount of work involved, in bringing about a desirable thing, to deter us one instant from advancing on it. I think that is one of the sagest remarks I have heard for many a day; and yet there is hardly anything that needs to be said oftener to people in all kinds of progressive work. I have had considerable experience with people who said, whenever one wanted to do anything, "Well, you can't do it. Yes, it is very nice; it would be very desirable, but it can't be done."

We want, as reformers, to everlastingly bury the notion that because a thing is difficult beyond our comprehension of overcoming, therefore we must give it up. The world has never advanced along that line.

Is puberty, then, for example, a safer basis for determining what a child shall do than a definite age in years? Let us see. We have said that if we know a child is thirteen years of age, that is very little indication of what he weighs, or how tall he is. He may weigh anywhere from seventy-five to a hundred and seven pounds, and still he is all right. That is normal and proper, but it is quite a difference. If he is immature and weighs seventy-five pounds, there is probably no difficulty. If he is already matured, and weighs only seventy-five pounds, it is possible that it is a very serious proposition; and yet, without the knowledge of his condition physiologically, we have nothing to go by to know whether he is fit for some proposed line of work, or whether he needs special treatment.

It does seem that we know much better where we are if we know a boy is mature than to know his years.

I suppose I was asked to discuss this question because I have been studying mental defectives, and it was assumed that these extreme variations from the normal development might point out something as to where this thing leads. It certainly is true that these defectives, the abnormal minds, can orient us, can show us where these things tend with wonderful clearness, by making evident what it means in the extreme. Let us apply the method to this problem. What does age mean—age in years—with mental defectives. It means this: That if you go into an institution for feeble-minded people, and see a boy going around, and you say: "Tell me something about that ten year old boy there," and the person who knows him looks around and doesn't see any such boy; and when you say just which boy is meant, he says, "Oh, that boy. Well that boy is not ten. He is eighteen." You talk with another child, and he talks like a child eight or nine, and he proves to be thirty-three.

What does age mean with mental defectives? Almost nothing. They are always children. We in institutions know them as children, simply because we can't think of them in any other way. Age in years counts for nothing, practically. This clearly substantiates Dr. Crampton's thesis.

On the other hand, this isn't really so new to our practice as it sounds. We do take into account the mental and physical condition of a child. If an immature boy of sixteen comes to us, we are struck, the moment we are told he is sixteen, by his boyish appearance; and if he comes to us for work, for a certain position, we say, "Sixteen! Still he seems too young," and so we do take into account the condition of development, in spite of our knowledge of the years.

Why not then go over our records and put them on an actual basis of physical development, and talk about and provide for children on the basis of this physiological development?

If we do that, we obviate a good many difficulties. We obviate the absolute necessity under the law of passing children on to positions and to a life for which we know they are unfitted; but because they are fourteen years of age, the law allows it.

How about child labor? Everybody who is interested in that knows, as we were again told in the discussion last night, that

the department is continually criticised because people say, "why, surely that child isn't fourteen years old, and yet he is working in a factory!" But the fact is he is fourteen years old. What is the trouble? He is immature, and he has no more business working in the factory, as long as he is immature, than he would have if he were only ten years old.

It is the same in the schools. We are constantly promoting children to the high school because they are bright, they have done their book work beautifully, and we can't keep them out because we have an age system and we have a marking system, and according to these systems the child is able to go into the high school; but he is immature, and, as Dr. Crampton has pointed out, he has no business in the high school. I suppose some one would ask at this point, "What are you going to do with him?" I am inclined to say that if we had the right system below the high school, he would not be ready for the high school until he was matured.

There is enough to do. Certainly there is enough in this great, big, beautiful world of ours for the child to learn and get acquainted with, to keep him busy until he arrives at maturity, and is able and fitted to take up the more difficult and abstract work of the high school.

As to the psychological age, there is, I believe, no longer any reason to doubt that mental processes have their time for appearing and nothing we can do hastens or retards them to any great extent. Just as puberty comes at the time when the organism has grown to that point, in the same way, mental processes develop when the time comes; and before that time there is no more use in attempting to exercise that faculty or develop it or to give it a training or teaching that requires that faculty for its appreciation, than there is in trying to make a child walk when he is six months old. The walking mechanism and instinct is one of those faculties which develops when the time comes. If you try to hasten the time when a child should walk, if you train him to walk, you know what the result will be. He will be bow-legged. In the same way, we cause a great deal of mental bow-leggedness in schools. The amount of intellectual

bow-leggedness is surprising sometimes. It is possible that you might hasten the time at which he would walk by about two days.

Now that same thing is true for all these mental processes that come at their right time. As yet, unfortunately, we know very little of these processes, and that is the reason that the psychological age will have to wait for a while. We will have to go on the physiological age for the present, or ought to, at least.

You know how there comes a time when the child suddenly begins to want to reason about everything. That marks the advent of the reasoning faculties, and that is the time when he should be allowed and encouraged to reason. Then comes the time when he is interested in the larger problems of life. I am a firm believer that whatever the mind and mental processes may be, the physical is the part or thing that we can get hold of. No one is able to catch the mind and mould it; but we can get hold of the boy's physical form and do something with that. Just one illustration. I have been very much interested in studying one of these processes among the defectives. The development of the number concept was a question which was forced upon me in my study of defective children; and I satisfied myself that mental defectives perhaps never get any number concept, certainly as a rule, do not have it. It was found that children had been taught until they could add long columns of figures without a single error, and yet a year or two after they left that class they had forgotten their parrot training, and could not tell how many were three and four. They had no power over abstract number questions, and I am led to think from that and from my experience with normal people that the number concept is one of those mental processes which has its own time of development, and that on the average it is developed about two years after we begin teaching numbers. That is guess work as to time, but I am very certain that the power to conceive and appreciate number frequently does not begin as early as we begin to teach it in the schools, and that it may be delayed as late as twelve years in some cases.

I believe, in regard to all of these things, and especially these physiological and pathological conditions that Dr. Crampton spoke of first, that we must come very soon to the position where

we shall rightly say that if the parents are too ignorant or too poor to provide the proper things for their children, that the State must and will do it for its own protection, and for a far higher cause—for pure humanity's sake.

THE CHAIRMAN—Dr. Goddard was a little puzzled to know why he was chosen for this discussion. He may be interested in knowing that one of the reasons was because he knows something about the subject under discussion.

We have one other name to announce, Dr. George J. Holmes, Supervisor of the Department of Medical Inspection of the Board of Education, Newark.

DR. HOLMES—*Ladies and Gentlemen:* The hour is late, and I will be very brief. I have taken a great deal of interest in Dr. Crampton's paper and Mr. Goddard's discussion. They have covered the subject so completely and have advanced so many ideas that I think you have sufficient without my adding anything.

I thoroughly agree with them regarding this process of brain development, which takes place chiefly in the early part of life, up to the age of fourteen. At this time the brain has reached nearly the size in the normal child which it will reach eventually. Changes that take place after the age of fourteen are of such a nature as to affect the material part of the brain, the cells themselves.

Children inherit the tendency for truancy. Animals and birds wander, and, therefore, it is perfectly natural that children should have that tendency. A great many people, perhaps some of us present, will recall when they had a longing to run away from home. So that these tendencies that mark the incorrigible child are animal tendencies, and it is natural for the child to show them. One child may show a tendency more than another. After a child reaches the age of fourteen the power of inhibition begins to exert itself, and makes it possible to control these impulses which are explosive in character. It is then that the teacher has a task which is most important.

The fault, it seems to me, is with the system of education in the public schools. There are no two individuals constructed

alike, no two ever born alike, and yet we have a public school system under which we classify all pupils. As one author has said, "We set up a psychological operating table and carve and cut each child to suit that system, regardless of whether he has special tendencies in one direction or another."

How many teachers take into consideration whether one child has greater power of visualization than another child, whether one child's auditory power is stronger than another child's. In other words whether one can hear better, and so learn more by hearing what is said, or see better, and so learn more by seeing what is on the blackboard.

We have also another class of children, a class called the motor class, whose active power (motor power) is the strongest. And so, I say, with a complex body of children, it is impossible to make them homogeneous.

It is my experience and the experience of others that children have been allowed to spend in school from five to six years going from one class to another, landing in the ungraded school, and then the discovery is made that the child cannot read with either eye the largest letters on Snellen's test cards. I contend, therefore, that a system which will permit this to exist is wrong. Such a child has lost four or five years progress. This condition has existed and does exist to-day in the city of Newark.

There are two different classes of defects, the mental defects and the physical defects. Physical defects are easily found, but we are not quite so clear on the question of mental defects, and class all children that do not come up to the average as required by the school as mentally defective.

We have what we call dull or backward children. They do not acquire book learning, but they are even brighter in certain subjects than other children. These children make good farmers, carpenters, etc., but never will make any progress in what is commonly termed book learning.

We have children of delayed mental development; in other words, retarded mental growth, retarded for the reason of insufficient and improper food, etc. They have a normal brain, in that the mass is there, but the development of its inherent cells is retarded. This retardation, which is temporary and not per-

manent, is due to the environment in which they have lived, insufficient and improper food, absence of fresh air, sunlight, and general neglect.

Educators certainly can recall children who make very little progress—stand still, as they call it, for a certain period, and then for some unknown reason, they suddenly develop and become normal children. This is what I call a retarded brain.

These two classes, the dull and retarded children, I do not believe belong in a reformatory, unless they have to go there after a proper effort has been made in the schools. Children at certain periods during school life show a preference for a particular subject. Then is the time to take advantage of this particular interest on the part of the child and encourage the pupil to work hard on the subject. What folly it would be to throw cold water on this interest and compel the child to study some other subject which may be distasteful to him!

How many teachers take advantage of such opportunities when they appear in each child to develop them in the direction the interest is shown? This period of sudden interest will not appear in every child at the same time, but it will appear at sometime in their school life. In other words, these retarded children and dull children are so either from environment at home, or from neglect in the school. Our educators do not take advantage of that spark of interest when the child shows it, but instead, compel the child to do something that it does not wish to do at that supreme moment. They make machines of them, and make them come down to a certain standard or up to a certain standard.

Standards are changing year after year. There is nothing permanent about them. How do we know that our standard is correct?

I am interested to know whether there is a clearing-house, so-called, for applicants for reformatories. I do not understand that reformatories are meant for pathologically defective children. What is the advantage of sending such a case to the reformatory? A pathological defect cannot be improved, for it is a defect in the cell matter. The State should have a commission composed of physicians and educators, competent to pass judgment as to whether a child being sent to a reform school is a fit subject for

such a school, or whether he should be sent to a school for feeble-minded, or back to the public schools. The mistakes made in the public schools by teachers, such as I have spoken of, by not studying the individual child, may relegate that child to a reformatory when it really is not the child's fault, when the child has the normal amount of brain material, but it has not been taken advantage of and developed.

I have spoken of environment as one of the principal agencies in causing mental defects and retardation among children.

The question of heredity is a strong one, and should not be made little of in making mention of environment. It does work daily to produce mental defectives.

Regarding medical inspection, I wish to say that I consider it a very important department of the school system.

If the parent is compelled to send the child to school until he is fourteen years of age the parent has a right to demand that we take care of the child's health while we are imparting to him the knowledge that he needs, and not overwork the child, mentally or physically. They have that right, and some day they will exert it.

Unfortunately, we have a very inadequate law in regard to medical inspection. We are in the position of finding these defects, recommending to the parents that they be removed, and in the vast majority of cases the recommendation is not complied with. Why? As a rule through ignorance or indifference. We can overcome this in two ways: First, by having a corps of nurses to aid the medical inspector in his work, and to go to the home and present the case to the mother as it should be presented. Where it is due to indifference, the mother will often say: "Take the child yourself to the doctor." If it is poverty the nurse may then take the child to a dispensary, but if the parent says: "We will not do anything," under the present law we are unable to make them. For example, under the present law, we cannot make parents provide their children with glasses if they need them. I am unable to see why this is not wilful neglect on the part of the parent by not providing for their children the means of assimilating the knowledge with which they are being sup-

plied. It is to my mind wilful neglect, and should be punished. When our laws cover these points we shall accomplish more.

I thank you.

The following invitation was read by the President, after which the meeting adjourned.

WASHINGTON, D. C., 16 February, 1909.\*

*To the New Jersey State Conference of Charities and Corrections:*

GREETING—The Thirteenth National Anti-Saloon Convention is to meet at Chicago, Illinois, Monday, December 6th, with a program lasting until Thursday, December 9th, 1909. You are cordially invited to name two representatives with alternates. "In the multitude of counsellors there is safety."

The work of saloon suppression, for which the League was formed, is going grandly forward but is not nearly finished, and your co-operation in the work that remains to be done is needed.

With best wishes for your present meeting, I have the honor to be,  
Your brother and servant against the saloon,

JAS. L. EWING,  
*Corresponding Secretary.*

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#### FIFTH GENERAL MEETING.

#### Preventive Work by Municipalities.

SATURDAY AFTERNOON, Feb. 20th, 1909.

The meeting was called to order by the President at 2 P. M.

THE PRESIDENT—The Chairman of the session, Hon. Chandler Riker, was for many years Prosecutor of Essex county, and is to-day one of the best known lawyers in New Jersey. His broad experience particularly fits him to talk on the subject of this session. I have very great pleasure in presenting Mr. Riker.

THE CHAIRMAN—Before beginning the discussion of the subject especially assigned for this afternoon, it has been suggested that we listen to an address by Mr. Edward K. Summerwell, upon a subject to which he has given especial attention, and one which will be of interest to us all. I have the pleasure of introducing to you Mr. Edward K. Summerwell.

### A New Type of Club Life.

BY EDWARD K. SUMMERWELL, OF NEW YORK, N. Y.

Local clubs or societies are the main-springs of social and civic activity. They are the media through which the plans of the great national and state organizations are made effective. Through them charity in its various forms is dispensed and civic interest is nurtured and maintained. To them we are indebted for the working out of our most notable reforms. Yet in some important respects they are structurally unsound, and they usually fall far short of attaining the best results.

In nearly every community we have a number of clubs. They embrace a wide variety of objects, but usually tend toward social and civic betterment in one form or another. Among them may be named charity bureaus, civic study clubs, improvement societies, settlement clubs, university extension and the wide range of women's clubs. Membership is usually confined to one sex, and the clubs are usually built around a single idea or have been organized for a specific work. Broadly speaking, they all tend in the same direction and enlist the interest of the same classes of our people.

The result is the maintenance of a large number of small, weak clubs, each struggling along with an inadequate membership and wasting time in fruitless efforts to increase its following and raise the funds necessary for the special work in hand. They are rarely so fortunate as to secure a wide hearing in the community, and their appeals are often ineffective for lack of public knowledge of their needs.

The waste of valuable time in conducting the work of such societies is appalling. Each requires its full quota of officers, governing boards and committees. Each meeting consumes an entire afternoon or evening, often with meager results, whereas the actual work could be readily accomplished in a short time and the residue devoted to other activities. Upon the plan I propose, several "sections" will meet concurrently, thus utilizing the time and attaining the maximum results.

There are other serious objections to club life as now conducted. The purely social clubs too often tend to selfishness and extravagance, while they rarely contribute in any adequate degree to relieve suffering or ameliorate the condition of the unfortunate. On the other hand, the small civic club is liable to "harp on one string" until its members lose interest and gradually drop away from all civic work. Such clubs are prone to take themselves too seriously, and become unduly didactic. This is perhaps inevitable where the daily routine is a monotonous round of the same duties, unmixed with entertainment and unrelieved by the infusion of new interests.

One of the worst features of the present plan is the division of interest between the male and female members of a family. As a matter of fact, all are intent upon the same good work, and nothing occurs at these meetings in which all could not properly participate. Yet, following a senseless precedent, these societies divide on the lines of sex, requiring the women to meet during the daytime, while attendance upon the meetings of the men's clubs means the denial of home life during the evenings.

Within recent years the ministers have taken up the formation of clubs within their congregations. This usually results in separate clubs for young men and young women, thus again needlessly separating the sexes and multiplying organizations while dividing efficiency. Nor can a club dependent wholly upon a religious body cover so wide a field or act with so much force as to attain efficiency in general civic work. The same remarks apply to societies formed under the auspices of political parties, schools and colleges, all of which are necessarily limited in their activities and hampered by the special conditions under which they operate.

The great defect in the present system, however, is the lack of co-ordination. Clubs often overlap and trench upon each other, engendering jealousies and bickerings. Thus time, money and efforts are wasted, and the public interest weaned away from meritorious causes, merely for lack of a proper system under which these forces may be properly directed.

My proposal is that the small local clubs should be co-ordinated and strengthened through the formation of a strong central body

in each community. This should be a large popular club, embracing men and women, old and young, of all creeds and beliefs. It should be non-sectarian and non-political. It should embrace the best features of existing social and civic clubs, but should relegate the details to proper *sections or departments*, so arranged as to deal effectively with specific subjects assigned to them. These sections may well be the present clubs now devoted to such specific subjects, merged in or affiliated with the main body.

Members of the main body should be entitled to become members of the sections merely by registering their names therein or upon compliance with certain simple requisites, and they should be allowed to resign from one section and join another at will without affecting their membership in the main body. Thus, if a member became especially interested for a time in any form of charity work, he could readily attach himself to that section, and if, later, interest flags and another object enlists his attention, the change could be made without disturbing his relations to the general work. We often feel an interest in a given subject as the result of some special study or casual circumstance, and would gladly interest ourselves for a time in a society devoted to this subject, but we hesitate to go through the formality of an application and election to permanent membership in such a society, realizing that the special occasion for such work may pass or being unwilling to attach ourselves permanently to the work, however laudable and interesting it may be. The plan of dividing the general work in which good citizens are interested in one form or another into appropriate sections, which one may enter or leave as conditions may require, offers a means of enlisting an increased interest in this work.

This "sectional plan" is not new, but has been employed for many years by the American Bar Association and other similar bodies. Stress is laid upon it here for the reason that it affords the key to the success of the kind of club I desire to propose.

For lack of time, only a bare outline can here be given. The form and structure of the proposed clubs may be varied to suit local conditions, the following being merely the main features which it is deemed important to retain:

1. The club should be broad enough to take note of all matters pertaining to the welfare of the community, such as charities and corrections, local civic improvements, removal of billboards and other nuisances, better schools, paving, lighting, water, sewerage, public baths and play-grounds, boys' clubs, day nurseries, sewing schools, hospital work of all kinds, free lectures, university extension, betterment of excise conditions, abolition of grade crossings and the infinite variety of kindred subjects which come up from time to time.

2. Although nothing of a distinctively religious or political nature should be taken up, special efforts should be made to secure the active interest of the ministers, politicians and public officials, especially those connected with the schools and all who have to do with public life. Social eligibility should be a secondary consideration.

3. The clubs should contain members of both sexes, and should provide suitable work to interest all. Musical and literary sections should be provided, both to interest the younger elements and to entertain the elders.

4. Meetings of the main body should be held monthly during most of the year. They should be carefully planned in advance so as to combine entertainment with the actual work brought forward by the several sections. The general tone and conduct of the meetings should be dignified and formal. The meetings should be opened with prayer and proceed in strict parliamentary order, first disposing of the business in hand, and, after a short business session and a brief intermission for sociability's sake, the residue of the evening should be given to an entertainment program, preferably in charge of others than those who conducted the business meeting, thus bringing more members into active leadership.

5. The main body should consider only questions which have been previously referred to the proper sections, and there debated and put into shape. All resolutions should be offered in writing and referred without debate to the appropriate section. Full discussion could then be had in the section meeting, all irrelevant matter threshed out, and if the subject is worthy of consideration by the main body, it will be returned in the best possible form for

quick action, thus relieving the main body of the waste of time which attends the discussion of hastily constructed and ill-considered proposals. In most public bodies the interest of members is dissipated through the tedious debates over matters which ought to be disposed of quietly in committee, and finally, in sheer despair, members vote contrary to their best judgment, merely to get rid of a tiresome discussion. All this can be avoided by the reference of resolutions to the sections, where the exercise of a little tact will straighten matters out and either crystalize the crude thought into acceptable form or put it aside entirely.

6. The meetings should be held in large auditoriums, preferably churches, town halls, schools or armories, in order to identify the work of the main body with such public institutions. The meeting places may well be changed from month to month to suit the convenience of members and to indicate that the club is not conducted in the interest of any single coterie. Meetings of the several sections should be held so far as possible at the same time and place, midway between the meetings of the main body. Members of the main body should be free to attend the section meetings without participating or voting therein, unless they are members of the section.

7. A name for the club should be selected which will indicate the general purpose of the club, avoiding the use of hackneyed names, such as civic society, improvement society, citizen association, etc. Personally, I prefer a great historic name, such as "Lincoln Club," or a descriptive name like "Friendship Club." This, however, is a matter of individual taste, and no set rule is proposed as to this.

8. At the outset such a club may not be able to take over or merge all the clubs and societies already in the field. This is not necessary, but as the club grows in power and influence it is reasonable to expect that gradually such clubs will see the benefits of amalgamation or affiliation with the larger body. An inducement to this is the wider forum afforded by the general meetings, through which the special needs of the sections may be made known to the entire community, instead of being confined to a small circle. In any case, the main body should put itself at once in alignment with the other efforts working along similar lines,

and tender them its co-operation, even though they prefer to maintain their separate entities.

9. All idea of personal advantage should be suppressed, and the strongest efforts made to keep the club in the hands of people who will use it only for the good of the community. This calls, of course, for the exercise of tact and judgment in the selection of officers and committees, but no more so than the successful conduct of the bodies now maintained. In fact, wisely administered, the larger body should co-ordinate the work of the present clubs in such way as to avoid duplication or confusion of work and attain the maximum efficiency with the minimum of friction and expense.

10. The judicious admixture of entertainment and business at the meetings of the main body should be insisted upon as a means of holding the interest of the members, especially the young people. They should be encouraged to take charge of the musical and literary features and have as large a share of the general work as they can handle to advantage. At present very inadequate provision is made for enlisting the interest of young people in civic affairs. The results are seen in idleness and dissipation. If this can be replaced by the wholesome entertainment and mental activities of a large club in which the entire family may find common ground and mutual interests, one of the greatest social and civic reforms will be accomplished.

I have thus hastily and imperfectly sketched the main features of this proposal. Your own experience will suggest the changes or additions needed to round it out. I feel that there is an urgent demand for such clubs in nearly every community. I know of no single influence which would be more potent in forwarding a movement for the general adoption of this idea than its cordial recommendation by this body, and the influence exerted in your own communities. I therefore venture to ask a favorable consideration of the subject at your hands, and the adoption of suitable resolutions or the taking of such action as may encourage the general adoption of the plan throughout the State.

I believe you would be well rewarded by providing for the creation of a bureau to work out typical forms of constitution and by-laws, for clubs of the type outlined; to issue appropriate lit-

erature for use in their organization; to provide organizers who shall form such clubs and induce the merger or affiliation of present clubs with them, and through such clubs to inculcate the great truths and carry on the great reforms which, after all, are the spirit and essence of the work in which you are so earnestly engaged.

THE CHAIRMAN—We will now take up the regular program, which is "Preventive Work by Municipalities."

### Preventive Work by Municipalities.

BY HON. CHANDLER RIKER.

As chairman of this meeting it is my privilege to present to you what I believe to be the proper scope of municipal activity in the prevention of crime and dependency.

Preliminary to a discussion of this subject I wish to express my belief that a sound and normal child, with proper environment and education, will seldom become a criminal or a dependent.

We must therefore divide the children who are born healthy and normal into a class separate and distinct from the children who are born diseased or abnormal. In the first class lies the hope of the city and the State, while the other class constitutes in my judgment, the greatest menace to the State.

#### THE DUTY OF THE MUNICIPALITY TO CHILDREN BORN SOUND AND NORMAL.

One-third of the whole population now resides in cities, and the great duty of the municipality is to see to it that the children of the municipality have

Pure air to breathe,  
Pure water to drink,  
Proper and sufficient food,  
Cleanliness of person and surroundings,  
Opportunity for play while young, with proper exercise and physical training,

And a sound education.

How far is it possible for the municipality to meet these requirements?

PURE AIR.

It would seem that it is quite within the power of the municipality to require that children, as well as adults, should have good and sufficient air.

The work of the Tenement House Commission and the Board of Health, with the aid of the Park Commission, should, and we think will, be able to deal with this question.

Light, air and cleanliness are essentials of the home. Every habitation, whatever its size, and how few or how many families it accommodates, should be subject to inspection; the air and light necessary for proper growth and development should be required, and, in addition to that cleanliness in the home should be required and enforced.

What is true of the home is equally true of the school and all places of recreation and amusement to which the people resort.

Much has been done in recent years by the Tenement House Commission and the Board of Health, and much still remains to be done. The Tenement House Commission has required tenement houses to be constructed upon scientific principles, and requirements as to air and light, and are being enforced.

The Boards of Health have required, and are requiring, sanitary plumbing for the protection of the health, but much, I fear, still remains to be done to prevent the overcrowding of homes and to secure their cleanliness.

A great work has been done by the Boards of Health in preventing the spread of infectious and contagious diseases. Great assistance has been given by the establishment of hospitals for contagious diseases and by visiting physicians. Much may still be done by visiting nurses, and much has already been done in assisting municipalities in this particular work through private enterprise.

Undoubtedly much has thus been done to supply clean and sufficient air in the homes and tenements.

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The parks and playgrounds which are being established are also doing their part. The boards of works and municipal councils are giving us cleaner streets, and attention is being given to the suppression of smoke and the escape of gases detrimental to health. The rivers are being cleansed from pollution, and we trust that in some future day even the waters in the Morris Canal will not make offensive the air in the neighborhood.

It is quite possible, we think, for the municipality to secure for its people pure and sufficient air to breathe.

PURE WATER.

The necessity for pure water has for years attracted the attention of municipalities. So far as most of our cities are concerned, they are now supplied with pure and abundant potable water supplies.

Much still remains to be done, no doubt, in the smaller communities, and the State itself is devoting serious attention, and will, no doubt, in the near future expend large sums of money in protecting and developing the water supplies of the State.

PURE AND SUFFICIENT FOOD.

How far the municipality can go in supplying pure and sufficient food for children is a question on which there will, no doubt, be a difference of opinion. We will all agree, however, that the municipality owes it to itself to require that the young children be in some way supplied with proper food, and, while at the present time this matter has received the attention, almost exclusively of private charities, and pure milk has been distributed, and ice supplied, and food provided by individuals, associations and societies, the time will come, and is perhaps here, when the municipality itself must, at least, assist in this direction.

It has been suggested that children at school underfed and not properly nourished should have at the school one good meal a day, and perhaps at our playgrounds and our future recreation houses something may also be done in this direction without injury to the self-respect of any of our people.

CLEANLINESS OF PERSON AND SURROUNDINGS.

This can be accomplished by proper inspection under the care and direction of the Board of Health, so far, at least, as relates to the tenement itself.

Cleanliness of person can be undoubtedly promoted by the establishment of municipal baths, preferably at recreation centers, and can be enforced so far as school children are concerned by baths at each school building or upon the school grounds.

I anticipate that when we are properly supplied with recreation centers, with competent and efficient persons in charge, we shall also have done much through the municipality in securing cleanliness of person.

OPPORTUNITY FOR PLAY WHILE YOUNG WITH PROPER EXERCISE  
AND PHYSICAL TRAINING.

I cannot commend too highly the work of the Board of Playground Commissioners of the city of Newark in this direction.

With the assistance of this Board, of the School Board and of the Board of Park Commissioners, we will have in the city of Newark, before another decade has past, in my judgment, playgrounds, gymnasiums and baseball and football fields, which will fully meet the requirements of the city.

A SOUND EDUCATION.

*a.* Physical. *b.* Moral. *c.* Intellectual.

For education we must look principally to our schools, our school boards, our superintendents, principals and teachers. With every confidence in these men and women who are devoting their lives and their best effort to the education of the children of my own city, and with proper appropriation from our financial boards and the great revenue supplied by the State great work is being done in this direction and greater still will undoubtedly be done in the future.

I think also that much will be done towards the moral training of the children at the recreation hall, and I especially again com-

mend the work of our Board of Playground Commissioners in this respect.

I have only touched upon what can be done by the municipality for children born sound and normal, I believe, confidently, that great progress has been made by the municipalities, not only of our own State and of all States, in this direction, and that there is at present an awakening to the responsibility of the citizens of the duty of the State and the municipalities to keep sound and normal children so born, and that we can confidently look forward to further advance in this direction.

THE DUTY OF THE MUNICIPALITY TO CHILDREN BORN DISEASED  
AND ABNORMAL.

How far is it possible for the municipality to improve physically and mentally children of this character.

It is the class from which the ranks of the criminals and the dependent are largely filled.

The State owes it to itself to meet this question, heroically, if necessary, and I am sure the municipalities will gladly assume such burdens as may be made necessary thereby.

What can be done for the feeble-minded?

Certainly, with our institutions at Vineland sufficient care cannot be given to feeble-minded girls, born in our cities, and much less can be done for the feeble-minded boys.

And yet, in my judgment, a very large proportion of the girls who become criminals or go wrong are girls born with deficient intellects and feeble minds, and a large proportion of our boys who go wrong and become criminals have weak or abnormal minds, or diseased or abnormal bodies.

I commend especially to the physicians of this State this subject, and call upon them to treat the subject fearlessly, and to recommend such action as may be necessary, with the full confidence that the municipalities of this State and the State itself will stand by them in the conclusion which they may reach and the action which they may recommend.

CHILDREN MUST BE BORN SOUND AND NORMAL.

I confess that unless in some way we can secure freedom from hereditary diseases of certain class in the children my hope for the race is not great. We do not have to go to London or to Paris, or even to New York in order to satisfy ourselves of this.

The investigation now being conducted by the United States Government and by certain private charities seem to point to the most serious consequences unless there is secured in some way to all children the right, or, at least, the chance of being born sound and normal.

You, who are here are doing much, perhaps your utmost, for the improvement, physically, morally and intellectually, of the people of this State and of the residents of our great cities, but the problem of the hour is to secure sound and normal children, and this can only be done by opening our eyes, looking the situation in the face and applying the remedy which the physicians are able to suggest, and which must be carried into execution if we are to preserve the stamina, mentality and morality of the American people, and if we are, in our municipalities, hopefully to contend with crime and dependency.

THE CHAIRMAN—*Ladies and Gentlemen:* I have great pleasure in introducing to you Mr. John Cotton Dana, who you all know and whose address I predict will be of especial interest and an intellectual treat.

The Preventive Possibilities of Education,

BY MR. JOHN COTTON DANA.

I have a little feeling that I should perhaps apologize for what I have to read to you, because I feel it does not fall in line exactly with the work you have in mind. I propose to tell you that the public schools of this country help to prevent crime by inculcating good morals; that they are not as effective as they could be in this work, because of certain very greivous faults; that these

faults lie at your door; that it is for you to correct them, and especially to urge that you pay more attention than heretofore to this great instrument for general betterment, and especially moral betterment, that is ready at your hands.

Just one word more before I read. The first citizen of this country to-day is a teacher—if not a practicing teacher, he has been for a full generation the guide, philosopher, and leading spirit of the best body of teachers in the United States. He is a scholar. He is a past master in the art of expressing his ideas, and he has written a little book that he calls "More money for the Public Schools." The author of this book, it is necessary for me to say, is Charles W. Elliott, President of Harvard College, and I mention it here because I feel very strongly that this book should be read by every person in the United States who wishes to know something about education, and wishes to know also what can be done by the schools to improve the moral tone of this country.

We no longer divide man into three parts, the intellect, the sensibilities and the will. We do not think of a boy as made up of body, mind and spirit. To do this is not good psychology or common sense.

We now see that a boy is a unit. For example, if he studies hard his geography for ten minutes, he holds his body tense, for he gives attention; he uses his memory as he recalls the meaning of the words he sees; he reasons as he reads, or the sentences would mean nothing; and I might go on and show you how, as he studies, his body, his intellect, his feelings, his will power, briefly, the whole boy is put in play in these few minutes of concentrated effort. Moreover, studying thus once, he is forming a useful habit and studies thus a second time more easily, and a third time more easily still. He has gained thus fuller control—not of an inner engine called the will, an engine we long since relegated to the scrap-heap of imaginings—but his whole self, of that self which we will for convenience call Tom.

It is this whole boy Tom who goes to school; not simply his brains, or his mind, or his intellect, or his manual skill; not simply one part or several parts of him, but all of him.

To illustrate: If Tommy, on his way to the country school in the afternoon—I am thinking it is summer and he is barefoot, of course—stubs his toe until it pains him, then he is not the same boy as the Tommy of the morning session. His temper, his power of attention, his memory, and the other facilities and characteristics which made him the Tommy of the morning have been modified by the pain in his toe. His mind goes to school, so also does that toe and ail to which that bruised member extends its malign influence.

Now when we consider carefully the whole boy in school and the effect on his development, as a whole, which the school exerts upon him, we must conclude that the influence of our schools for good manners, good morals, and good citizenship in general, is direct, is tremendous, is vastly greater than any save very few ever realize. So great is its influence in this direction, and so much greater could it be would the people but support it more bravely and more wisely, that I am almost inclined to wonder why you, who concern yourselves so zealously and so admirably over charities and correction, do not devote all your attention to the careful study of our schools; to helpful, constructive criticism of them, and to a generous promotion of their scope and influence.

Let me explain myself a little. Conduct is chiefly determined by habit and imitation. I must leave to you this fact with only such support as you will find for it in the pages of experts. They have settled it for us.

Consider, then, for a moment what Tom gets of good habits and of incentives to imitate the right things in his hours in school, remembering always that it is the whole boy who is in school, not his mind only. Thus considering, I am sure you will soon agree with me in thinking that those who say that the school teaches no morality, because the mistress holds in her hand a spelling-book, and not a code of morals, or a book of doctrine, speak in dreadful ignorance and to great harm.

Tommy goes to school. He arrives on time; first, perhaps, because he must; soon, however, because he will. Thus he learns punctuality, promptness. That promptness soon becomes a matter of pride, then of second nature, and soon grows into one of

those deep-set good habits which are the very virtues themselves. The boy who plunges into the water to rescue a playmate at some danger to himself does not do this because he is later going to be proud of the act; or because he thinks he will be praised for it, or because so to do is moral; but simply because the habit of helpfulness being in him he is compelled to respond instantly to the opportunity for helpfulness, as all good men must.

Tommy is on time every day, and thus wins also the habit of regularity—no mean virtue in this world of affairs.

As the bell strikes he falls into line with his fellows, and soon marches soberly to his place. Not always soberly, you say? Well, thank God, not always; for it is the function of a boy to move, and sometimes move faster than the line. But the thing is done, and done twice daily, and done for 190 days in the year, and the habits of attention, reasonable obedience, courtesy to his mates, and co-operation to effect an end—the speedy filling of the class-room—become a part of all of Tommy as the weeks and months go by.

I consider my main thesis already proven, and I have brought Tom only to the school-room door. It is for you to go on, if you will, and fill out the list of lessons ten thousand times repeated, whereby, within that school-room, Tom acquires other habits, all of them moral, many of them rising into virtues, each fitting him better to play his citizen's part in our world.

I can trust your memory and imagination to complete and illustrate my argument, but I will go with you a little further.

Within the school-room, even though it be presided over by a teacher of slight ability, modest learning and meagre experience in the school of fine manners—within the school-room all the homely virtues are on guard. Personal cleanliness is sought for and extolled, even if not always attained. "Yes, Mr. Smith," "No, Miss Brown," are expected with all that goes with those humble beginnings of courtesy and gentleness. Attention means what it should. Care of public property is hourly preached. Honesty is at a premium; and the lie not only does not pay, but is always scorned.

These are things outside the books. On these things alone one can base the assertion that the school does much to make good

men for the State; that it not only keeps the boys a few hours daily from the streets, but clothes them daily in an armor of good habits, and excels many and many a home in its influence for righteousness.

But this is not all. The school goes by rule, for here one commands, and the others obey. Tom discovers this soon, and then slowly he comes to see that rule is here reasonable, that it leads to certain useful ends; that reasonable submission pays and helps to accomplishment and happiness. Behind the ruler he discovers law. He gets in school a sense of the abidingness of law, of its necessity, its utility, and its excellence. Am I not right? And is it not wonderful that within our State's borders thousands of teachers are daily helping tens of thousands of children to see the reasonableness of wise law, of purposeful order, and of good government?

A friend says of this: "Within the home things go by favor; on the street, they go by chance; within the school, they go by law," and it is well said. If the saying is as true, as you all see at once that it is, then it fitly rounds out my praise of our schools as trainers in good conduct, and as active agents in preventing crime.

Of books I have not spoken, and I will note only this one thing in regard to them. From his first day of reading, when he is six or seven only, the school boy to-day begins to come under the influence of the world's best books. He gains skill in reading no longer by practice on scraps of aimless and disconnected twaddle, but from the first gets into touch with the best things in our language. Everywhere in our country this is now done. In countless schools throughout the land millions of children are getting first-hand knowledge through their reading of the same rhymes, the same fairy tales, the same myths, the same presentments of worthy ideals, the same records of noble deeds, and all these in the words in which the greatest men of letters have inscribed them. This means a strengthening of our national bonds by a community of thought, of knowledge, and even of words and phrases themselves which will later show itself notably in a greater harmony, a better understanding of one another, and a greater social efficiency as time goes on. Good literature thus

properly taken up into life by the young surely makes for good morals.

In all this we must deplore one thing—the false perspective in which history of the schools tend to place our own country. Let us hope time will correct this and give us to see ourselves as we are.

To consider now another aspect of the schools one may greatly lament our loss of faith in the individual and the rapid growth of the habit of surrendering to others our powers and our duties, and still find, as I have shown, much to praise and much to be thankful for in our public schools, even this they are the most paternal of all our governmental institutions. Moreover, in just this fact, that the schools lighten the parents' burdens by assuming the parents' obligations, lies an insistent warning to those who like you have human betterment always at heart, not to permit the schools to fail in their mission. If it is for society instead of parents chiefly to train our successors, you will do well to see that society does not neglect its work.

The present method has its advantages. Our schools promote the fundamental element of our democracy, not precisely feeling of equality, but a sense of unity, of solidarity, of kinship. The private school cannot, in this country, give its pupils what the young in this country greatly need, this feeling of national unity, of equal share in opportunity, of fellowship in the inheritance of our country.

Moreover, it is difficult for the average public school children to harm seriously those of their mates who come from homes where life is easier and its stimulus more wholesome; whereas, the children of the rank and file need just that touch of broader and fuller and kindlier life which the children of the more fortunate can often bring to them. Here is a chance for social service which should not be unnoted.

And this is not all that may be said hereon. Our schools need the criticism, the sympathy and aid of the best of our elders. And those among our best who do not send their children to our common schools will tend to withhold from them their sympathy and aid.

This leads us to note that the schools tend constantly to seek

the level of the average man. The average man brought them forth and maintains them, and social institutions like our schools cannot easily rise above the station in which their origin places them.

I am heretic enough to say that the level of our average man is a level not high enough for our schools. Yet you must admit that that is the level toward which they constantly tend. The fathers wish their children more wisely trained, more skillfully taught, more fully equipped for work than they were in their own childhood. Most parents vaguely, but earnestly desire this, and lacking skill in such matters, do not know how to secure it. If our school buildings are inadequate and uninspiring; if our curriculum is lopsided; if our teachers are by nature mediocre and by training poorly skilled; if, in a word, the schools do far less for us than a rich and wise tyrant could compel them to do, then it is chiefly that rich and wise tyrant's fault—and with us that tyrant is the average man.

Our public schools are commonplace; good, but not good enough. This criticism of them returns at once upon the men and women whom birth and fortune have made the wiser, and whom indifference leads to ignore our schools. To make unmistakable my meaning, why is it that in all our State we have yet to hear of any group of successful, university-bred men who, though they are united by common learning, though they must feel bound to some public service by the privileges they have shared, though they are trained to see clearly the more important things, have devoted time and energy to studying without bias our public schools and are bringing influence to bear on their betterment?

Plainly, there is something lacking in an exclusive and a higher education which does not make its fortunate beneficiaries zealous advocates of improvements in our common schools.

Our conclusion, then, is this: that our schools are mediocre, and the reason is that our wiser citizens neglect them.

If you look into the management of the schools for special failings you will find some of those you always expect to find in a great system. Conservatism burdens them. They call that which they have long done the tried and true, while, in fact, it is only the tried and found wanting. They have reached few es-

tablished principles, and live but experimentally day by day, and yet are timorous in the presence of the new ideas. They tend to uniformity and delight in the tendency. They rest in the old ways and are slow at taking on the new learning.

All this, and much more is implied, as I have said, in a statement of the mediocrity of those, you, I and all the rest, who create and control the schools; I shall not dwell on any of these shortcomings. I wish to present to you what I consider to be—after the evils which tend to result from their assumption of paternal functions—their most serious fault to-day. The fault I have in mind is one of method and not of character. It does not go to the essence of the schools, but grievously lessens their efficiency. I refer to the holiday and vacation habit.

Our public schools proper are in operation only 900 hours per year. Our equipment of school houses, furnishings, text-books, which have cost in this State alone many millions of dollars, stand idle during 1,500 daylight, week-day hours, when it might well be used for the educational work for which it was designed. We get from it about one-third of its possible use. There is more here than appears in the mere statement of the figures, but this is no time to enlarge on the fact.

Our teachers are nominally at work but 900 hours per year, hardly more than one-third the working hours of most active men. With this fact also are many other important points which cannot here be brought out.

Some will say at once, "But the teachers are busy in other hours than those of the school session," and I reply that this is, unfortunately, true. They work 190 days of the year under high pressure at one of the most trying of tasks. It is unwise so to drive them on 190 days that they can regain their proper vigor with difficulty on the remaining 175. The wise plan would be to ask of them a fair day's work on 250 days, and let them keep at the top of their efficiency during all that time.

You will say I forget the evening schools, but I do not. They are new; they are an annex to and not a part of the school system proper, and, unfortunately, are taught largely during their few short weeks by the same teachers who, as we have said, are already exhausted by the undue pressure of their 190 days.

You will say I forget the vacation schools, but I do not. They are addenda to our system proper, and are poor apologies for the schools we would have in the summer were the fault I am discussing fairly remedied. In fact, their very existence proclaims that something is wrong with the system they weakly try to bolster up. We push pupils and teachers madly on for five days only in each of only 36 weeks, all in an elaborate, closely compacted and carefully related system. Then we wind up the system, shut buildings, dismiss teachers, interrupt for three months all courses of instruction, all lines of thought, all systems of training, for all of thousands of children; and, vainly trying to atone for this serious injury to our work, we laboriously establish a new and inadequate system, and engage, to conduct the same with teachers we have already worn out by the mad, unseemly rush of the previous 36 weeks. This is not system; it is patch-work. Were it not an ancient habit, we would not tolerate it for a day.

I shall not take your time to explain what I have said, even so far as to ward off the attacks which may be made on one who says publicly that our school vacations and holidays are a most serious hindrance to effective work, except to say this: "The good teacher should be better paid; the teacher's work on the days on which she works should be made less arduous than it now is; if teachers work more days in the year than now, they should not be pushed to the limit of their powers on any of those days; were our school days increased by 70 in a year, the efficiency of the schools would be so greatly increased that greater esteem and better financial returns would inevitably come to those who manage and teach them.

I criticise this holiday and vacation custom, and, briefly, I suggest that the schools be open under one system and following one curriculum for six days in the week and for a total of at least 260 days in the year.

You may ask wherein this concerns the prevention of crime. I am sure I have already told you, but let me bring my argument together. Conduct is dependent chiefly on imitation and habit. To train to good habits and to lead to the imitation of good models is to encourage good morals and to assure good conduct. In

this country to-day the school is by far the most efficient engine we have for training in good habits, in copying good models, in reverencing worthy ideals. I regret a little our tendency to multiply unduly our agencies for social ameliorations. I feel that our schools are so effective in this direction already, so much more effective than most of us realize, that I would gladly see more of the zeal for social betterment devoted to their improvement. They do much now. He is a rash man who would dare set the bounds to that which they could do were more of the thought and energy of our best men and women directed to their improvement.

And as to this specific feature which I deplore, I feel that would you put your hands to the work and make the influence of our schools for good conduct continuous instead of broken, 46 weeks long in the year instead of 36, steady instead of halting, quiet and persistent instead of stressful and spasmodic, you would add to their efficiency a hundred fold.

Not that this is the only change I would have your organization effect in our schools. I have hinted at others, and many others still you would find worth your attention and labor if you would consider the matter seriously. But if you would work in them one notable reform, you would thereby not only increase their efficiency, but would also win a knowledge of them and a sympathy with them which would impel you to look upon them as your most potent instrument with which to promote the social virtues and forestall the anti-social vices.

In medicine we are to-day all for prevention. It is relatively difficult to cure the fever; it is relatively easy to ward off the germ. Your jails and prisons and reformatories and homes may be improved until they become admirable custodians of those whose morals are diseased. But prevention is the thing, and I beg of you to consider more seriously than ever before the moral prophylaxis of education as furnished by our public schools.

THE CHAIRMAN—I think that Mr. Roeder is not here. I do not see him in the audience. I will take the liberty of calling upon Miss Williams, of the Trenton School, to say a few words in regard to this paper.

MISS LILLIE A. WILLIAMS—*Mr. Chairman*: This is unexpected. I am here as a listener, and I have not prepared myself to discuss it in any way, but it is a subject too near my heart for me to keep still when opportunity is offered to speak. I would like to say as strongly as I can, how pleased I have been with the line of thought expressed in the paper; for, naturally, being a person engaged in teaching for many years, I have come to believe just what the speaker has said, that in our schools we have the great instrument, preeminent above all others, for bringing about these things that we are looking for so seriously and so untiringly, through these various agencies. I agree, too, in what was said as to criticism on the schools. I know I speak for the great body of teachers when I say that we invite it. It gives us more encouragement, perhaps, than anything else, to hear a thoughtful person engaged in some other line of public service turn his attention to our work and point out our strength and our weakness. I feel that in this paper we have had presented to us the weaknesses of the school.

I was very much struck by what was said in regard to the tendency of the school to slip down to a little too low a level, to fall all the time short of what could be done. How well the teachers know that so much more could be done, if they simply felt back of them the support of a more enlightened and a more sympathetic public opinion.

The consciousness that all the while the teacher has to defer to an ignorant public opinion, produces that feeling of being hemmed in by, well, inhibitions, if I may say so. It induces in the teacher that somewhat timid habit of mind, that tendency to keep on in the way in which she is going because that won't excite criticism.

It seems safe, and so although we see things that are so much better, things that we could do in better ways than we are doing now, we dare not strike out for them, because we feel that we have not the support of the enlightened public opinion of the country back of us. So I would like to enter a plea, enforced with all the strength that I possess. If we could only enlist the most intelligent, the people who have thought already in lines

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of interest for the public, if we could only enlist those who have leisure and those who have means, in the problems of the school, so as to form this opinion that we need back of us, I am sure that we have a day of very much greater result before us.

The Committee on Resolutions, through its chairman, Mrs. Emily E. Williamson, presented the following resolutions, which were unanimously adopted.

The Conference indorses and emphasizes the plea made by its president for the continuance of the State Department of Tenement-House Supervision and the extension of its facilities, to enable it to perform its full duties adequately. To delegate this work to the municipal authorities would be to deprive the people of the practical wisdom which an honest and efficient board has acquired by hard experience in actual operation, and would seriously jeopardize the whole measure for which the friends of the poor have so long contended.

It would seem unwise and ill considered to hamper or to abolish the Public Library Commission, a commission doing so important and educational work at a small expense to the State.

We urge upon the members of the Legislature to stand firmly against any financial plan which shall involve any backward step in New Jersey's scheme of provision for the treatment of the defective and delinquent classes. There is not a single institution which is not at the present time working under the disadvantage of trying to adapt its outgrown plant to the constantly increasing needs of the communities. New Jersey has been justly proud of her progress in the department of activity which these institutions represent, and we earnestly protest against any attempt to lower her in the scale of civilization by any expedients, however, temporary, to meet the problems of State finances. We believe that so far as reducing the appropriations for the State's institutions and boards of benevolence, permanent plans must be made to advance and increase their work and to provide for the new buildings and institutions, which are so much needed.

The people of New Jersey will not sanction any unwise limitation of the preventive and constructive work which involves social welfare.

The members of the New Jersey State Conference of Charities and Correction hereby express their great appreciation of the gracious and charming hospitality extended by the people of Trenton, and especially to the most effective work by the local committee, under the chairmanship of Dr. Green, which has done so much to make the conference a success.

Our thanks are also tendered to Governor Fort for his interest and support; to the mayor of Trenton for his co-operation; to the newspapers for their adequate and intelligent consideration of the discourses; to the State authorities; to Custodian Weseman for the free use of the State House.

The Conference is to be congratulated upon the excellent exhibits which for the first time have been shown at the meetings on any considerable scale. A suitable expression should be made to the various institutions which with great labor have prepared and mounted these exhibits.

THE CHAIRMAN—The next paper was prepared by Mr. Frank H. Sommer, of Newark, who unfortunately has been detained. Mr. Edward R. Johnstone, of Vineland, has kindly consented to read it.

### What the City Can Do In Preventive Work.

BY HON. FRANK H. SOMMER.

Crime and dependency have, in general, a common source. Not that dependents are criminals, nor criminals dependents, but that the conditions which are most productive of the dependents are also most productive of offenders against the provisions of the criminal law. With a common source dependency produces crime, and crime produces dependency. Any preventive work, whether it be undertaken by the municipality or by individuals, must strike at the common source of both crime and dependency to be effective.

How far preventive work should be the work of a municipality, and how far it should be left to individual endeavor, are questions upon which we may reasonably differ. But that the work of the municipality should be leveled at the conditions in which crime and dependency find their source rather than at individual cases, is a proposition as to which I believe there can be no reasonable difference of opinion.

Personally I believe that preventive work which deals with these conditions is a proper municipal function, and that preventive work which deals with individual cases is not a proper municipal function.

I know of no other line which will mark off the proper sphere of municipal activity from the proper sphere of individual endeavor.

It is true that the adoption of this test will bring within the scope of municipal work many measures that have from time to

time been condemned as "paternalistic," but this condemnation is due to a failure to realize the basis of the test.

Men, not property, are the chief assets of a city.

To permit conditions to grow up which threaten or hamper the normal development of the individual; which tend to lead to acts in violation of the law, and the withdrawal, in punishment, of the offender from the ranks of the workers and carry those dependent upon his earning power into the ranks of the dependents; which spread the germs of disease and lessen individual efficiency and earning power, involves a wilful waste of men—the city's chief asset.

This is my basis for the suggested test as to whether a given proposal for an extension of municipal effort in prevention does or does not involve an unwarranted extension of municipal functions.

In the light of it, a measure that will prevent such conditions from arising, or terminate them, is merely a measure of municipal self-defense—a measure designed to save to the municipality men as an asset.

I would direct preventive municipality activity in the first instance at two conditions: (1) The city streets as employed as children's playgrounds and (2) improper housing conditions. These two conditions go hand in hand in the production of the criminal and the dependent.

The congested sections of our cities, in which every available space is taken up by teeming tenements, and in which the streets alone provide a place for children's play, contribute most largely to the ranks of the criminals and dependents.

Those who live in these districts do not differ from those who reside in more pleasant sections of our cities, except in the conditions under which they are obliged to dwell and live; conditions which favor the disease germ and its spread; a source of dependency; and restrain the natural instinct of the child for play and the elders for recreation; a further source of disease, and likewise a source of crime, which in turn is productive of a state of dependency.

Ask a police official to indicate on a city map the sections which most often call for police interference and you will find that the

districts pointed out, in answer, are congested sections. Ask him to indicate the sections in which fewest arrests are made, and you will also find among the indicated sections districts in which the population is congested, but in which, however, municipal playgrounds and recreation centers have been established; which though designed primarily for youth, are also employed, under restrictions intended to preserve the primary purpose of their institution, by those of mature years.

The municipal playground and recreation center not only provides a substitute for the street as a playground, but also a place of refuge from the gloom, the stifling atmosphere and the restrictions of the tenement; equipped with baths it provides a place where the laws of cleanliness may be observed; it breaks up the "gang" by providing a place where the "out-of-work hours" may be spent under rational conditions.

If, in fact, municipal playgrounds and recreation centers result in decreasing the proportion of crime in the districts in which they are established, it follows that they meet and overcome the conditions which result in the commission of crime, and municipal activity in their establishment is justified by the suggested test.

The ratio of disease to population is less in the congested districts provided with playgrounds and recreation centres than in like districts which lack the provision of these facilities.

With disease as a source of dependency, it follows that if playgrounds and recreation centers lessen the percentage of disease to population they meet and overcome conditions productive of dependency, and from this point of view again municipal activity in their establishment is justified by the suggested test.

It needs no argument to satisfy one even slightly acquainted with the situation that the tenement house conditions at which the "tenement house laws" are aimed are productive of disease, and that they are immoral and productive of crime.

A State commission, hampered by a force that is inadequate in number, wages the war in enforcement of the provisions of this law.

Until that commission is provided with a sufficient force of men by the State, it seems to me that under a working agreement

with the municipalities the latter, through their boards of health and departments of police should supply the deficiency.

The problem is again one of saving men as an asset of the city, for these laws, rigidly enforced, produce improved health conditions and meet and overcome a source of disease and dependency.

Municipal activity in this direction is justified under the suggested test.

Investigation by grand juries establishes that lurid and suggestive posters placed, under municipal license, on bill boards and in show windows, advertising plays likewise produced under municipal license, misportraying life and emphasizing the vicious and criminal, are one of the chief sources of juvenile crime. These conditions exist with the city's sanction. Its power to deal with them is undoubted.

Municipal activity in the suppressing of these pictures and plays, through a refusal to license their posting and production, would be in the direction of preventive work, and since it would meet a general condition, for the existence of which the city is responsible, would bear the suggested test.

The contact of juveniles charged, as is often the case, with minor infractions of the law with offenders old in the school of vice and crime, is, in the lessons learned in such contact, a further source of crime.

The establishment of absolutely independent municipal juvenile courts with places of temporary detention, would end such contact.

The conditions which result in the contact are of the city's making, and, in so far as it leads to further crime, the responsibility must fall upon the city.

Municipal activity in establishing such juvenile courts and places of temporary detention, meeting conditions for which the city is responsible, would involve a preventive work by the municipalities which would bear the suggested test.

The probation system as a part of our county system in the administration of the criminal law has proven its worth as a means of prevention.

The extension of this system to our municipal criminal courts by municipal action, under legislative sanction (the municipal

probation officers acting in co-operation with the county officers), would constitute an effective municipal preventive work, and designed to meet general conditions involved in the administration of criminal law by the municipal criminal courts, would be justified by the suggested test.

It occurs to me that the magistrates of our municipal criminal courts could perform a service in work designed to prevent dependency by abandoning the imposition of the alternative sentence of fine or imprisonment. If the offence in a given case is one that merits punishment by imprisonment, a sentence of imprisonment should be imposed. If it be one that is adequately punished by a fine, a fine should be imposed. To deprive a man of his liberty and to deprive his family of the support afforded by his earning power, and so bring them to a state of dependency because he is not able forthwith to pay a fine imposed, is to impose a penalty not merited by the offence, and is, in effect, to impose imprisonment because of lack of money, a state of things for which the offender may not be responsible, and results in injustice, and is an act of folly. Such a case would be adequately met by imposing the fine, paroling the offender, and permitting him to discharge it in installments. By this means the law would be satisfied, no injustice would be done, and a state of dependency would not be created in the family of the offender.

These are a few of the lines along which it has seemed to me a municipality might carry on preventive work.

Municipal work along these lines means municipal economy, for certainly a dollar spent in preventing crime and dependency will yield a far greater return than a larger sum spent in the punishment of crime and the relief of cases of dependency.

#### Discussion.

THE CHAIRMAN—Mr. John J. Gasgoyne, Probation Officer of Essex county, will discuss this subject from the standpoint of the boy, and tell us what, in his judgment, can be done in preventive work for boys:

MR. GASCOYNE—*Mr. Chairman, Ladies and Gentlemen:* I prepared no paper on this matter for the reason that I thought

you would like better to know the difficulties that we have in dealing with the child from the standpoint of the probation officer, and will suggest to you some methods which, if put into effect and enforced, will relieve the juvenile court and the probation officer.

In the first place, I would suggest that we have in this State sufficient school accommodations so that we have no half-day school sessions.

In the next place, I would suggest that we have a proper enforcement of the compulsory school laws. We have not had, to my knowledge, in our community in the county of Essex, a school census taken for the past five years; so there is no person in touch with the number of children of school age in the community. There was a time when the State paid per capita for each child of school age in the community, and at that time the Board of Education in order to receive its full allowance had a school census taken regularly each year at the starting of school.

The law was changed so that the State started to pay per capita for school attendance in the public schools only, and the result was that they abolished the State school census, and since then I have come across boys and girls ten, eleven and twelve years old, walking the streets during school hours, and nobody knew whether they were attending school or not. In fact, in the month of November, I came across a child on Main street, in Orange—a boy eleven years old. He had not registered in school from the time that the school closed in June of last year, and no one was any the wiser.

We should have a law compelling Boards of Education to have a school census taken each year, and in addition to that there should be some method of compelling all schools, public and private, to report cases of truancy to some particular head. This, I think, is a matter of sufficient importance for some one to take up and bring before our present Legislature.

I would say right here, too, that I hope that the day is not far off when the work of the truant officer will be done by a truant officer and not by the police department. I feel very much inclined to say that while I am working day after day with the police departments throughout the county of Essex, and find them

all willing to help, all agreeable, good natured fellows, yet I do not consider that all of them are competent truant officers. When a man goes to the home of a boy to find out why he has been absent from school and comes back and reports "no shoes;" the next day he goes to the house and reports the same condition, "no shoes," and the third day he reports, "no shoes;" in looking up that record after the third day I find that the case was dropped there, although the parent of this boy was a saloon-keeper and could well afford to provide shoes. It seems that there was not common sense enough in the department to prosecute this parent and compel him to purchase shoes for the boy.

This is an experience I had not very long ago, and it certainly would not be possible if we had competent truant officers.

We need in our county, and I think possibly in all of the counties, something of a parental school. If we have school accommodations and an efficient truant department to enforce the school laws, then we should have a place where, if a boy is inclined to be a habitual truant, we shall have an institution to send him to, other than the institution where we are forced to send boys of criminal tendencies.

I hope that Essex county, especially, will soon take this matter up, as I don't feel that a boy that is simply incorrigible, or is a truant, should be put in with boys that have committed crimes.

There are a great number of things that we find in visiting the homes of the children that come before our juvenile court; and it seems to me that while I am speaking on the line of truant work, that I might suggest one other remedy, and that is that if we remodel all our truant departments, as I hope we will, that we shall have visiting nurses on the truant officers' staff, to visit the homes of the children. They need their care in school. They need it at home.

I had an experience that will illustrate. I had a little dog that had fleas which I tried to kill by washing the dog. I washed him every other day, but the fleas seemed to come in as fast as I could wash them out; and I kept that up until a veterinary surgeon told me it would be a good thing if I cleaned out the box where I kept the dog. I got rid of the fleas.

A trained nurse might clean the child up, but if she sent him back to the same conditions of filth and dirt at home, he would come back in the same state of uncleanness.

A probation officer, in dealing with the homes of juvenile offenders, can do a great deal. He goes into the home with the court right back of him. He goes in, not like the friendly visitor of a charitable institution. I don't mean to say that he can't go in and should not go in a kind fatherly way. He has the authority to go into the home and assert himself; and if he finds conditions are not what they should be, he has the right to say to those people that conditions must change.

A probation officer, in dealing with a family, should always keep his eyes open to the conditions that he finds on his visit and where he finds trouble. Of course, you understand that when a probation officer who understands his business, goes into a home, he does not go in simply to inquire about that one individual. In fact, he assumes the responsibility of the entire family. He may find children in the home that are not going to school. He may find some person that may be suffering from tuberculosis, or he may find that there is other suffering and relief needed in the family.

Now, the probation officer should watch for all these points, and suggest a remedy for them. If the probation system were extended so that the counties or the cities, as the case might be, could be districted, and each district not any too large for a probation officer to take charge of that district and be responsible for it—between him and the truant officer—much good could be accomplished. We have a bill now pending before the Legislature asking that county judges may have the right to increase the probation staff, and I hope that bill will go through. If it does, I feel sure we will be able to do better work, because we will have more help, and it is absolutely essential that we should. We cannot get along with the force that we have at the present time. I might say to you that just now in Essex county we have eleven hundred people on probation; and one-third of that number are juveniles, and the rest adults. In the eight years that the office has been in existence we have handled three thousand cases officially, and about five hundred cases unofficially. You see it is

impossible for us to do practical work with the number of people that we have to look after it; and, if the probation system is extended, and we have a fair chance before your next Conference, I think we will be able to show better results at least in Essex county.

THE CHAIRMAN—I have asked Miss Paula Laddey, Assistant Probation Officer of Essex County, to say a few words on the subject of preventive work from the standpoint of the girl.

I have very great pleasure in introducing Miss Laddey.

MISS LADDEY—Probation work is preventive work. Rightly applied, it very often checks the disease of crime in its infancy. Undoubtedly it would be better could we reach the individuals before being placed on probation, but an effective probation system will eventually bring that about. When a girl has reached the probation office, it is our aim to prevent a recurrence of the offense which brought the girl to us, and the only way to do this is by making as thorough an investigation as possible into the cause which led, in the first place, to the arrest. In the majority of cases, I might say almost in nearly all the cases, we find that poor home surroundings and moral weakness of parents are the chief attributants to the delinquency. We feel frequently, had we known of the case a year or two prior to the disaster, we might have been able to avoid the arrest. After our investigation we endeavor to remedy the most glaring fault in the home, and gradually take up one fault after another, but the work with the girl, the moulding of her character with extreme kindness, tact and firmness, is not lost sight of. It is through the personal touch, not only with the girl, who, of course, is the most essential one, but with the parents and the entire family that we sometimes get the most gratifying results.

I stated before the cause of delinquency of girls is nine times out of ten, the environment, but sometimes the most inexpressible dirt and filth, morally and physically, exists. Yes, some conditions are beyond expression, only one who has visited such homes and has become familiar with the moral standard of the family through frequent visits and tactful conversation can have

any conception of some such homes. The most important factor is that such homes have not only ruined the girls that have been brought up in them, but they have ruined many a girl from the neighboring home. To allow such homes to exist is as criminal as letting the white plague spread over the country. It is not enough to protect the offsprings of such homes. No, these homes must be cleaned, or, if that cannot be done, they must be wiped out of existence most rigidly, if we want our work to bear good fruit.

Another cause of the delinquency of girls is the limited good recreation and amusement places a girl can find in a big city. Joy is an expression of youth, it is life itself. Try to suppress this joy, this pleasure-loving spirit, feed it not, and you will face the most unsolvable problem; for youth will break its way, and if it has no outlet it will force itself through most deplorable channels.

Have you any idea how many girls who are occupants of the State Home for Girls are products of cheap dance halls? Girls find their way to the probation office very often in the following way. They visit dance halls, and come home at two or three o'clock in the morning. This happens repeatedly, and soon the girl finds that she can not reach the factory in time to work, lays off a half a day here and there, and finally gets discharged. Other work is not easily obtained, and moving picture shows are very inviting. They roam the streets, make acquaintances, continue to attend dances, which are generally held in halls to which a barroom is attached—and the wheel goes round and round. After many months of such a life the girl gets arrested for some offence or other and is frequently placed on probation. Is it reasonable to expect such a girl to obey the request or command not to visit any more dance halls? Yes, if we had something else to offer in its stead. For instance, if we could say, "at School Number — every Tuesday evening a public dance is held; go with your friend next week; I shall meet you there and introduce you to the people in charge." It goes without saying that this place would be under proper supervision. Sending a girl to somewhere like that is a reasonable request. She is not

forbidden to enjoy herself, but proper amusement supplied. A negative command cannot be acted.

There is one feature in the probation work in Essex county which I want to mention. It is the real preventive work. You understand that to have legal control of an individual, the individual must commit an offence; a formal complaint must be made before the individual can be sentenced by the judge. In Colorado it is different. Juveniles there are not brought into the Criminal Court, but their Juvenile Court is a part of the Court of Chancery, and a complaint is not necessary to place a child and family under supervision.

We have a substitute for that in Essex county. Parents sometimes call at our office and ask advice and assistance with their child. Bad company, poor neighborhood, have played havoc with the child's better judgment. We enter the home, advise the mother, win the child, interest ourselves in her school life, become acquainted with all important factors. Many a girl was checked in time. The parents were watchful. With these cases we deal unofficially, try to keep the child out of the court, and only use the court as a last resort.

One word in regard to placing girls in families. Personally, I have not had much success in placing an untrained girl at service. Young girls of fourteen to sixteen years do not like to be servants; they get lonesome; they want to be one of the family. Therefore I try to place girls in such families where they will be taken into the family circle, and the success is gratifying, although often the girls must work harder in such a place. But this seems natural; we all want fellowship.

Every cent we use for preventive work; every hour we give to help girls; every effort we use to keep them pure, wholesome, full of joy and life, is worth while.

One thought I want to leave with the members of this Conference. The girls of this generation will be the mothers of our future citizens, will be the mothers of the next generation.

THE CHAIRMAN—I think you will agree that the real solution of the whole question is to have more probation officers like Miss Ladley. The subject will now be thrown open for discussion

to the Conference, and each speaker will be limited to two minutes. I take great pleasure in calling upon Father Moran for a few remarks.

REV. T. J. MORAN—I just want to say that even with the probation officer, it doesn't seem to go back far enough. If we could only go back into the homes before it comes to the probation officer and try to make the homes what they should be. There are so few things that need to be attended to to have the father and mother take care of the child. Of course there is the great excuse for the foreigner. The father and mother come here to entirely different circumstances and environment from what were at home, and they neglect the children. But if the children were kept in school, if we could teach them the necessity of keeping the child regularly at school, there would be less playing truant. We know how truant playing begins. We know a child never begins to play truant until he is encouraged at home. His little sister may be sick. The mother may be busy. The baby must be taken care of for half a day. The boy is held out of school perhaps half a day a month, then oftener, until it comes to be twice a week; and when the boy is expected to go to school, he does not go.

Of course, if the school attendance is enforced, then ninety-nine per cent. of the children, of the boys especially, who are wayward, might be saved; and without the school enforcing attendance, all the child labor laws are worthless, in fact worse than worthless. Because if the boy is not going to school, if he is not working, is prevented by the State from working, and then must run the streets, we know the effects of idleness. It is impossible for the boy not to get into trouble; and then, afterwards, when we come to our institutions and find that they are overcrowded, and it is impossible to do anything for a boy by bringing him into an institution, we send him adrift in a short while, which is absolutely necessary, whether it be the Reformatory, State Home for Boys, or private institution. It is absolutely necessary to let the boy depart before it is time for him to go. The whole secret of doing anything for a boy is to show him that he has a master, and when he wins out in that way, of

course, he leaves worse than when he entered; and after we have lost him in the home and try to reform him, even the reformation that we try to effect is not effectual because we haven't enough of it.

MRS. WILLIAMSON—As probation officer of Union county I would like to call attention to something in Mr. Sommer's paper—the necessity of co-operation in beating a combination which has been formed to prevent the passage of the sixteen-year-old guardian law. I happen to know that a combination has been formed by citizens in Essex and Hudson. They are determined we shall not again pass the law preventing children under sixteen years going to theatres and pool rooms without proper guardians.

Every member here should realize that he must be up and doing and try to beat this combination, which we know is in existence, and which we know is going to try to prevent the passage of that act.

MR. CHAS. A. STEADMAN, Warden of the Essex County Jail—I want to concur in what Mr. Gasgoyne and Miss Laddey have said; in fact, Miss Laddey has taken the words right out of my mouth. The only solution that seems to present itself in keeping boys and girls from the jails and institutions is to look out from the start, and I was very much pleased to hear Miss Laddey go over in detail, as she did in her paper, the study and the time which she has devoted to her work. It is certainly well spent.

THE CHAIRMAN—We would be very glad to hear from anyone who has had practical experience, and knows just why there are bad and dependent boys and girls.

MRS. I. H. WELLING—I would like to say one word for our girls—young girls and young working girls in our factories and mills. We know by practical experience here in Trenton that the public dance hall and the public places of amusement that are open to the children of all ages are the greatest daily dangers and temptations that cause the downfall of, not only our boys, but of our girls. I do think that one note has been struck through this conference, and which I think finds a response in Trenton. That our public school buildings, belonging to our citizens, should be used all the time. If the public schools in different sections of the

cities can be opened during the evening—open to the mothers—and in our club life we can give the mothers help, and then through our clubs the homes can be visited and good women can become interested in the young girls that are in the homes, and in the boys that are in the homes, and know something of their limitations and environments, their temptations, and if we are going to aid them, to get hold of them before they reach the probation officers, we must reach them in their homes and help to make the homes cleaner and sweeter and better, and use means that we have already at hand. I do believe the greatest and strongest means of help and usefulness that we have is the one that we have used so little heretofore—our school houses. For the use of the public, not only for the children, but for the betterment of the fathers and mothers the school buildings should be opened.

THE CHAIRMAN—We would like to hear from Mr. J. Moore White, probation officer of Camden county.

MR. WHITE—I am not at all prepared to make any positive assertion except this: that we have the very best system, I think, in the country. We have all the power that is necessary to take charge of the boy or girl or adult given us under and by the act. We have the encouragement of the judges of the counties—throughout the State. We also have the good opinion of the press and of the best people of our county.

They are always ready to assist or stand by the probation officer in his work. If we could have more probation officers we would be better able to give them more attention. Where, for instance, two probation officers have from three to five hundred subjects in their charge, it seems almost impossible to give them systematic visits and the attention that they should really have. We feel in our county that we are doing a wonderful work, and our judge and board of chosen freeholders seem to endorse the said work.

THE CHAIRMAN—We should like to hear from Mrs. Jacobson on this subject.

THE PRESIDENT—It seems to me that the discussion has resolved itself into the question: "Are you your brother's keeper?" We have all been inspired this afternoon, but how many of us

will go home and help in the work of this excellent system of probation, which has been inaugurated in our State? How many of us, as we go from here into our own cities, will be practically interested in the little street gamins—the little boys who play craps all day about the saloon corners? How many of us will make it our business to find out why these children are not in school? How many of us will make it our business to find out what kind of homes these children come from, and how we can assist the parents in keeping the little ones away from the probation office, much more the jails and reformatories? Shall we, when we find little boys picking cigar stumps from our gutters in the early morning or in the night hours, find out who buys this refuse tobacco, and why? And shall we, also, stand idly by while the boy or girl who steals lead pipe is sent to the reform school, and while the junkman, the receiver of goods which he knows is stolen, is permitted to continue his nefarious trade? If our police or other officials are not doing their duty shall we make it our business to find out why they fail us? I believe we must be our brother's keeper and give the personal service which that demands if the world is to be made better and sweeter for our having been in it.

After several announcements made by the Secretary the meeting adjourned to attend the tea given by the Contemporary Club, of Trenton, to the Conference. And a delightful occasion it was.

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#### SIXTH GENERAL SESSION.

##### Labor's Attitude Toward Charities and Correction.

SATURDAY EVENING, February 20th, 1909.

The meeting was called to order by the President at 8 P. M.

THE PRESIDENT—Before proceeding with the program it is my pleasure and privilege to introduce to the Conference its President-elect, Mr. Arthur W. McDougall, of Newark. Mr. McDougall has been connected for a number of years with the charities of this State, and is at present Superintendent of the

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Bureau of Associated Charities of Newark. You will see, therefore, that he is an expert along the line of charities and correction, and brings to his new office a ripe experience which insures a profitable and inspiring Conference for 1910. In handing the gavel to him I bespeak for him the same hearty sympathy and co-operation you have always accorded me.

I have very great pleasure in presenting Mr. McDougall, our next President.

MR. MCDUGALL—*Madame President, Ladies and Gentlemen:* I feel very sincerely the honor that has been conferred upon me, and have accepted the office with a great deal of hesitancy. I feel my inadequacy for the position, especially because of the growth of the Conference and the splendid meeting that we have been having; but, as one of the workers, I believe in doing one's duty, and, therefore, am not willing to run away from the opportunity.

This Conference, it seems to me, represents the high-water mark of all our Conferences. We have had exceptionally strong papers and able addresses. In addition to that, and more important still, we have had some fine new notes struck in the Conference along the line of prevention. The splendid development that has come to charity in the last five, six or seven years was made evident, the greater emphasis being placed on the preventive side, rather than discussing over and over again conditions which are not final and ought not to be. This has been a significant Conference because of that.

I think if your President has any control over the program for the next Conference, it will be to make that program supplemental of this Conference. This has been so splendid a Conference that I do not think we can hope to have a better Conference next time. We can supplement it, have the next Conference also along the line of preventive work. It is impossible in one Conference, of course, to treat it adequately, and there are certain phases of preventive charity which we have not treated in this Conference.

This also appeals to me more and more: that we should try to develop our charities into normal social channels. For instance, take the work which the charities are now doing, which ought to be done by the boards of health of the State. We have a Visiting

Nurse Association in Newark. Why should the visiting nurse, handicapped by lack of means and equipment, be doing the work which the board of health should be doing. We have in this State one or two boards of health which are developing along broader lines, doing preventive work, and I hope that we can have that emphasized in our Conference.

Finally, I would say that no President of the Conference can accomplish very much without the co-operation of those members of the Conference who have been in it so long and who have helped with the work. Your President will feel helpless unless he gets the co-operation of every member and every delegate.

THE PRESIDENT—A very important and pertinent question is about to be discussed here this evening—"Labor's Attitude Toward Charities and Corrections."

The Chairman of the session, Mr. Cornelius Ford, is the President of the New Jersey State Federation of Labor, and consequently is thoroughly acquainted with the subject.

It gives me much pleasure to present to you Mr. Cornelius Ford, of Hoboken.

**Labor's Attitude Toward Prison Labor, Discharged Prisoners,  
Industrial Education and Trades Schools in Our  
Public School System and Reformatories;  
Probation System.**

BY MR. CORNELIUS FORD.

I desire to state, at this time, my appreciation of the honor you have conferred upon me and those I represent by setting aside a portion of the time of your annual conference to the discussion of matters of particular and vital interest to the wage workers of New Jersey.

Although some of the questions allotted to this section are, in a degree unfamiliar to me, there are others in which we labor men are conversant. I will endeavor to place plainly before the Conference our attitude towards Charities and Corrections.

I take it this means in what manner, if any Labor—the or-

ganized workers—co-operate and assist in the work being carried on by the various Charities and Corrections Societies.

We can but answer this question in the following manner: As an organization we have done nothing in direct co-operation and assistance to your organization, either locally, State or nationally.

Our efforts to relieve the needy, and provide work, homes, better surroundings, uplift and give independence to the workers may be summarized in the following: It, of course, being understood that we workers are firm believers and adherents to the system of preventing a condition, hence if a condition can be prevented the necessity of a cure ceases. We trade unionists endeavor to, and are successful in carrying on a work that should command the admiration of all.

The providing work, the means of sustenance when out of work, the relief of the needy and sick, the care of our superannuated members, the system of insurance of our membership, the building and supporting of homes for our indigent and afflicted members, and when the grim destroyer, Death, arrives, the interment of our deceased members, are a few of the things we do.

The carrying on of this work among our membership cannot be classed as charitable by any means, as each member is required to pay his pro rata share, either by regular weekly or monthly dues, or by assessments levied for specific purposes.

The time allowed me will not permit for a lengthy dissertation, but, before leaving the subject, I might add that the organizations carrying on the beneficent features above referred to are all connected with the American Federation of Labor, comprising 116 national and international unions, consisting approximately of 28,000 local unions, 2 industrial departments, 38 State federations, 608 city central bodies, and 583 local trade and federal labor unions, with a total membership of over 2,000,000. Of course, all of these organizations have not adopted the superannuated system, nor have they a home for afflicted and infirm members, but the other things mentioned are in operation, and we can safely say that at no far distant date all these deserving features will be connected with all trade unions.

That we are engaged in a grand and noble work cannot be denied, and when we say that although not in active or direct cooperation with Charities and Correction Societies, we are doing our share in relieving the needy and providing a way for the employment of the unemployed, it must be admitted that our attitude to charities and corrections is of the proper character.

Before closing this part of the subject, I desire to cordially invite the Charities and Corrections Society to a closer relationship with the labor unions of our State.

#### LABOR'S ATTITUDE TOWARD PRISON LABOR.

This subject is one that has been discussed, and to-day is being discussed among the various national, international, State, central and local trade unions.

Realizing the imperative necessity of employing those unfortunates who are inmates of penal institutions, and also realizing the great injustice being done and hardship placed upon the free labor of our various States—both organized and unorganized—the trade unions have grappled with this subject, and are making efforts to solve the problem.

It occurs to me that a member of our State Federation of Labor, Mr. Kresge, of Trenton, appeared before the sixth annual meeting of this organization, held in Paterson in 1907, and read a paper upon this subject.

Our position on this important matter was clearly set forth in the paper mentioned, and, if I may digress for a moment or two, a repetition of certain portions of that paper may not be without fruitful results.

Mr. Kresge, after touching upon the six general systems under which convicts are employed in the United States, draws the comparison between the system—piece-price—in New Jersey and the State-use system favored by the organized workers of New Jersey. Mr. Kresge says further:

“Many objections can be raised against the piece-price system as employed in this State, chief among which is the unfair competition with free labor, brought about in no small degree by the low price paid the State by the prison contractors. Another ob-

jection that may be mentioned is the division of authority over the convicts while at work. The State furnishes keepers to maintain the discipline of the institution, but the contractor controls the labor of the convicts. I believe we can all agree that this is unwise; first, because it can have no good effect either upon the moral or physical condition of the convict; and second, because it places in the hands of the contractors and instructors (employed by the contractors), if viciously inclined, the opportunity of nullifying the efforts of the prison authorities toward reformation."

During the year 1908 several complaints were made to the New Jersey State Federation of Labor against the sending out of goods from the State Prison at Trenton without some distinguishing mark that the goods were prison made. The complaint was made by the Amsterdam Broom Co., of New York.

The concern complained of the unfair competition of convict labor with free labor, dwelt upon the failure of compliance with the law on placing tags, etc., on packages.

Headkeeper Osborne was communicated with, and in answer to a communication on this subject the following information, quoting from the New Jersey laws, was imparted:

"That if any articles shall be manufactured which are usually put up in packages, it shall be sufficient for the purposes of this act (Act of April 21st, 1876, which said supplement was approved April 30th, 1887, Chapter CLXXV) to put a stamp, label or tag upon such packages, showing where such articles were made."

There appeared to be no question in the minds of the authorities at Trenton that the law, as existing, was being followed out by contractors, notwithstanding the positive assurance of the company mentioned, that the goods were being sold in the open market in competition with free labor without any distinguishing mark. Where a condition like this exists, irrespective of other faults of the New Jersey system, an immediate remedy is needed.

The remedy, we believe, is in the changing of the present law and the substitution of the State-use system.

At the last convention of the State Federation of Labor this subject was dwelt upon in my annual report, and the convention

decided that if it was impossible to enact an entire new statute an effort be made to have the marking and inspection of prison-made articles under the supervision of a representative of the State, so that violations cited above could be reduced to a minimum.

A conference between the officers of this society, the Commissioner of Charities and Correction and the officials of the State Federation of Labor for the purpose of arriving at some solution of this important matter is respectfully suggested.

I cannot but call attention, under this head, to the adoption by the Board of Freeholders of Essex county, of the contract system in the county jail of that county. I believe this organization was mainly responsible for that legislation, and it was with feelings of regret that we labor men learned, when too late to either discuss it or have it stopped, of the proposed innovation. We are unalterably opposed to this system as injurious to free labor and an unnecessary hardship upon inmates.

This question of a change in our present system we, the organized workers, believe is now opportune, and so as to make a start a bill has been drafted by the Federation similar to the measure of last year, and which we expect to have introduced during the present session of the Legislature.

#### DISCHARGED PRISONERS.

Under this head but little can be said by myself. It has been claimed, however, that the labor organizations have on certain occasions prevented, or at least placed obstacles in the way of the employment of discharged prisoners.

The truth of this statement I am not in a position to question, but nevertheless, I must say that through personal knowledge I have yet to know of one single case wherein any person discharged from a penal institution was discriminated against. It is true that in all cases we desire the employment of union men. This does not mean that those outside who are competent mechanics, or who are qualified to fill certain jobs, cannot become members of our organization.

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I think it may be safely said that no worthy case will be discriminated against. Labor unions, as I have stated, are for the moral uplift, to make a better and happier people.

To show that the prevailing idea among those not understanding the trade union movement is erroneous, we have but to cite the numerous organizations that have issued permits to work to non-members, while paying a small amount toward defraying initiation fees. Of course, this is not general, but nevertheless cases have occurred.

INDUSTRIAL EDUCATION AND TRADES SCHOOLS IN OUR PUBLIC SCHOOL SYSTEM AND REFORMATORIES.

The attitude of labor toward industrial education and trade schools appears to be misunderstood, whether from ignorance or otherwise, is an open question. There is no truth in the statement that labor organizations are opposed to either. What the trade unionists are against is the so-called trade schools operated as commercial enterprises and for financial gain. The turning out of competent mechanics being of no consideration to the promoters of these enterprises.

It can be safely said that organized labor will never be opposed to industrial education if it be conducted and controlled properly.

It is the workingmen's children who are affected, and it would indeed be a strange spectacle to see the parent standing in the way of any movement or project that will, without doubt, redound to the credit of the child.

Incompetent men and youths have been turned out from the above mentioned trade schools as we know, and have been used to take the places of men who were making an effort to bring about better wages or better conditions.

Under these circumstances is it to be wondered at that labor men look with some suspicion upon trade schools. Nevertheless, that labor is in entire accord and on record as favoring the best opportunities for the most complete industrial and technical education obtainable for prospective applicants for admission into the skilled crafts, is proven by the action taken at recent conventions of the American Federation of Labor.

The end we have in view, is that such applicants be fitted not only for all usual requirements, but also for the highest supervisory duties and responsibilities.

As to the introduction of industrial education in our public school system and reformatories, this is a question that requires considerable study and consideration.

If this system is to be added to the curriculum of our educational system, then I believe separate schools or classrooms, shop rooms perhaps would be a better term, should be used, and practical men employed as tutors.

With the short study I have given the matter, a law similar to the one adopted by the State of New York, providing that where the school authorities establish these industrial schools an advisory board of five members shall be appointed to represent the local trades and industries, appears to fit the case.

The idea of manufacturing concerns or employers establishing trade schools does not meet with the approval of any labor men.

Regarding industrial education and trade schools in reformatories, I was of the opinion that this system is now in vogue, although what class of mechanics are turned out from these institutions, I am unable to say, but withall labor can have nothing against the institution of this system, providing the inmates are taught to be competent and skilled mechanics, and the product of their labor is not brought into competition with free labor.

#### PROBATION SYSTEM.

From my limited knowledge of this question, knowing nothing of its effects and workings, except in an indirect way, I can but very briefly touch upon it.

The releasing of a prisoner, or the suspending of a sentence upon a person convicted of a crime, appears to be in accordance with the march of modern progress. Although there may be cases where the releasing of a person convicted of a crime, upon probation, may not have the desired result—reformation and the making of a good citizen—still, where one failure might be scored, there might be recorded a large number of successes.

What part organized labor has taken in assisting in carrying on this meritorious work I do not know, but believe that the organized workers of the State will co-operate with the State Charities and Correction Society in this matter, and would suggest that steps be taken to bring about this result

THE PRESIDENT—I am sure we all greatly appreciate Mr. Ford's illuminating paper. It answers many of our questions. It invites co-operation, and co-operation means progress. Mr. Ford would you care to answer any questions which the delegates may care to ask?

MR. FORD—I will endeavor to answer, to the best of my ability.

MR. GASGOYNE—Mr. Ford, I would like to ask if the fact that a man is brought before the court and pleads guilty, or is convicted of crime, would debar him from membership in the trades union.

MR. FORD—We desire our members to be good moral citizens, and say so. We have no law similar to the one that several fraternal organizations have, namely, that if a man is convicted of a crime he ceases to be a member.

MR. GASGOYNE—Then you would say, Mr. Ford, that if the probation officers of this State wished to assist that man, if he should be placed on probation, that the different local unions would be willing to work toward placing that man back in position and try to put him on his feet?

MR. FORD—That leads up to this question. We all like to do the best we can, but suppose that this larceny that had been committed had been committed against the membership of the organization, and they had suffered by it.

MR. GASGOYNE—I did not go that far. I mean outside of the organization.

MR. FORD—I don't think so.

MR. GASGOYNE—You would say that the local union would be willing to co-operate with the probation officer?

MR. FORD—Certainly it would, if it could make a good citizen out of him.

MRS. WILLIAMSON—I have had the co-operation of the labor unions in connection with just such cases.

MR. McDOUGALL—May I ask Mr. Ford just one question? Would it meet the objection of the labor unions, Mr. Ford, if when the goods were leaving the county penitentiary the labels were put on? Would that answer the entire objection?

MR. FORD—No; we object to a contract system in its entirety; but we suggest—and it is too bad we have to do it, but, unfortunately, the lawmakers of the State of New Jersey do not see fit to change the present laws—that the laws be amended so that an inspector be appointed, charged with the responsibility of marking all goods manufactured in the penal institutions of this State. This, I believe, will materially relieve this continued competition. We know this, that goods have left the State prison here and when they got to the door of the prison they bore a label on the bulk. As soon as they are outside this label is removed, and the goods are sent out that way. Now, that may comply with the law as we read it, but it does not comply with the intent of the makers of that law, I think.

THE CHAIRMAN—I have the pleasure of introducing Professor Royal Meeker, of Princeton College.

PROFESSOR MEEKER—I have not time to tell you how glad I am to be with you to-night. I had not the pleasure of reading Mr. Ford's paper. I had no notion of what it would consist, so that my paper will not be, in any sense, a discussion of his paper. It will be entirely an independent contribution, if I may denominate it as such. There is one matter, however, that was contained in Mr. Ford's paper that I wish to speak of, namely, the handkerchief factory at Caldwell, New Jersey. I inspected that factory, and did not find the conditions evil. The hours of labor were not too long. All the laborers quit work while we were there, about five o'clock, and there were no placards of an obnoxious nature that came within my observation. The factory was remarkably well ventilated; the conditions of labor were very much better than in the ordinary factory. I have been a laboring man myself; I am still a laboring man, and I am not likely to overlook any evil conditions in shop or factory. I am very glad, indeed, to learn that the labor unions are willing and anxious to co-operate in the matter of prison labor, taking care of discharged

prisoners, and so on. I would much rather talk to you, but, unfortunately, the time is limited, and so I must beg your indulgence while I read.

### Another Point of View.

BY PROF. ROYAL MEEKER.

The American people have applied automatic machinery to the making of steel rails, watches, sausage and everything that has to do with material welfare. It is but a slight exaggeration to say that a laborer shovels leather, iron, thread and wood into a machine and these things come out boots and shoes, or furniture, according to the nature of the machine. The Americans have sought diligently in like manner to construct automatic machinery to carry on social and political functions. They have tried to discover political perpetual motion and to utilize it on a grand scale. What they want is a government that will require no sacrifice of time or effort—no exercise of intelligence or attention on their part—that will keep on grinding out its grist of laws, indictments, trials, acquittals, convictions, sentences, while the great American people go a-fishing, drains the Everglades, plays diabolo, gridirons the continent with railroads, removes mountains, joins the two oceans in wedlock, or changes a howling wilderness into a wilderness that shrieks and bellows, that breathes out fire, smoke, steam, lava and ashes. The Americans are credited with enormous energy, and so far as material things are concerned, they deserve all the praise or blame that has been bestowed upon them. Morally, however, they have lost what they have gained materially. Morally they are lazy and apathetic. They do not wish to be disturbed in their work or play. When asked by the restless reformer to stop playing golf and to manifest an intelligent interest in the way their latest political invention is running, they say: "Let us alone. Don't bother us. Are we not the greatest and best and most intelligent people on the face of the earth? Haven't we the latest, best and most

expensive governmental machinery in our political plant? Don't we give more money to education and charity than all the rest of the world combined? Don't we export more missionaries and import more beer than all the other countries of the earth? What are you giving us? What do you want? Haven't we institutionalized our charities so that no one need starve or work who is willing to beg or steal? Haven't we jails for the criminals, asylums for the insane, hospitals for the sick, municipal soup kitchens for the needy,—and—Charity Organization Societies for the philanthropists? What more do you want?"

I say without fear of contradiction that not one American citizen out of 10,000 knows or cares anything about the working of the penal and reform institutions of the country. Their ignorance is monumental. They know not and they know not that they know not. In saying this I am not claiming any superior virtue for myself. I am an American and I fall under the same condemnation. I have long felt in a vague way that criminality was on the increase, and that our theory and practice of penology were in some measure responsible for this increase. I did not know anything very definite about our county or municipal jails, our so-called homes, reformatores, State prisons and penitentiaries. I was totally ignorant as to whether work was required in the jails of New Jersey. I knew that convicts were sentenced to "hard labor" sometimes, but I had no notion of the official meaning of the term "hard labor," nor how it could be exacted. I did not know in how far our reformatories reformed, and in how far they manufactured criminals. In these matters I was no more ignorant than the general run of college teachers. I wasn't interested in convicts and jail birds. Among all my friends there is not, so far as I know, one conventional criminal, although I know a railway director or two and a few corporation lawyers. What I wish to emphasize is the tremendous fund of ignorance possessed by the people generally relative to this important subject, and the necessity of educating public sentiment to an appreciation of its importance.

Every child is a potential criminal. Every normal child is equipped from birth with all the propensities of sanctity and sin. It is endowed by nature with the raw materials for the

manufacture of a saint or a sinner, and whether it turns out a criminal or an honest citizen depends mostly upon its training and environment. It is largely a matter of chance, fate, or foreordination (whichever term you prefer) that a particular individual practices law rather than burglary. That we in this assemblage are engaged in doing good instead of doing time is due to no peculiar virtues imputable to us, but rather to a concatenation of unpredictable circumstances over which we have no control. There is an error lurking in the dark corner of the community to the effect that crime is hereditary. Crime is no more hereditary than is religion or a wooden leg. But weak moral tissues are transmissible, just as certainly as weak bodily tissues. The child of consumptive parents doesn't inherit consumption, but he may and does often inherit weakened organs, which is practically the same thing. The child of criminal parents does not inherit crime, but he does inherit criminality; his surroundings do the rest.

To be sure, good and bad qualities exist in varying proportions in different individuals, but it is safe to say that the best child with the most wholesome heritage might become the very worst or most dangerous criminal if subjected to a sufficiently evil environment. Unfortunately the reverse statement cannot be maintained. A rotten apple can never, by any art known to man, be made sound again. Though I would be the last to maintain that the same universal law governs alike the human soul and the Rhode Island Greening, yet this analogy is useful enough if we bear in mind that it is merely an analogy. The worst criminal has some good in him and he can be made better if he be put where the good in him has a chance to assert itself and the bad is repressed. The individual with a thoroughly bad heredity may, with proper treatment, be rendered innocuous; he never can be shaped into a pillar to hold up the roof of society.

As every child is born a potential criminal, so then every adult has either broken the law of the land consciously or unconsciously, or has not broken it because opportunity has not presented itself in sufficiently seductive form. Judging from my own variegated career of crime, in which I have thus far eluded the clutches of the law, opportunity is never lacking—it exists in

superfluity. The chances that an individual has reached adult years without having broken the law are extremely slim. The man who boldly asserts himself to be innocent of all offence is a suspicious character. He is undoubtedly a liar, and he may be a burglar or a socialist. At any rate you had best keep a tight grip on your watch and pocketbook while he is about.

If we should follow literally the bidding of the Master, "Let him who is without sin among you, cast the first stone," there never could be a beginning in the punishment of crime.

I make these preliminary statements not for the purpose of gloating in futile triumph over the abject wormlikeness of man's state of total depravity. The facts I have referred to constitute, to my mind, the most hopeful feature of the whole dreary, dreadful, discouraging subject of crime and its correction. The fact that we are all brothers in crime should make us feel more strongly the essential brotherhood of man. It should make us exceedingly careful about condemning one of our kind to the tender mercies of our institutionalized penal system. I do not mean that we should let a larger proportion of murderers, burglars, highwaymen, swindlers, crooks and thugs loose upon the community than is now done by our criminal lawyers and our almost equally criminal juries. We have tempered our rather wobbly justice with an erratic sort of mercy, until in some localities the owning of a watch has become one of the dangerous occupations.

The problem before us is, "What shall we do with the criminal, once he has broken the law and been sentenced?" How shall he put in his time? Roughly speaking, there are four views of this important question. First, there is the view of the great mass of the people who have no view. It has never occurred to them that a man under sentence is obliged to put in his time somehow, either in idleness or in some kind of work or play. To them the man serving time is a brute with a low, retreating forehead, a soul steeped in villainy and a ball and chain attached to one leg. That he needs or desires occupation other than chewing the cud of cussedness with the tooth of malevolence has never entered their heads.

Secondly, there is the even more darkly erroneously view of those who have been enlightened by the gloomy gospel of economics. They have learned something of the cost to the State of feeding and clothing its criminals. They regard the convict as a kind of public slave to be driven under compulsion to labor for his board, clothes and shelter. If the State can by any means show a profit from its convicts, so much the better. It indicates a commendable state of affairs to be boasted of before the National Prison Association.

Thirdly, comes the peculiar view of the trade unionists, who regard convicts as so much competing power—so much brain and muscle forcing down the wage of brain and muscle in the free labor market. I do not mean to assert that all trade unionists regard convicts merely as competitors of free labor, nor do I wish to insinuate that the trade unionists have no just grievance against convict labor systems now in vogue. I do think, however, that the trade unionist is likely to be selfish and shortsighted. He regards his own particular union too often as the hub of the universe. He looks at prison labor too exclusively as a means whereby the wages of free labor are forced down, and not as the means whereby transgressors are reformed or kept from concocting further mischief. Those trade unionists who realize that convicts must be employed productively, but who object to the present lease, contract and public account systems because convict peonage is thus brought into severe competition with free labor, deserve our heartiest sympathy and co-operation.

Fourthly, there is the view of the scientific penologists who think that the State should be above seeking a petty revenge by shutting men up for a stated time and inflicting useless punishments upon them in the way of hard, degrading, unhealthful labor or of harder, more degrading, health-destroying idleness. In this view the treatment of the prisoner should have two objects: first, the protection of society, and, secondly, the reformation, if possible, of the offender. The best way to protect society is to reform the offender when practicable. A man is imprisoned because he is a menace to society. He should be liberated as soon as he ceases to be this menace, and no sooner. It is absurd to sentence a man one year or seventeen years, or

any other definite term for burglary. If at the end of a reasonable time, say two years, the victim of adverse conditions can give satisfactory proof of his repentance and reformation he should be liberated and set upon his feet again. On the other hand, the man who by nature or education has become hardened in crime, should be kept in confinement so long as he remains a menace to the community.

The criminal is morally diseased, and should be isolated from his fellow men so that he cannot injure them or himself. A man sick with a contagious physical disease is sent to the hospital, where he is kept until cured, or until he can be sent home with safety to society. What would be thought of a system of treating diseases by sending patients to the hospitals for a definite sentence, discharging them only and inevitably at the expiration of the sentence, whether cured or not? Yet this is what we do when we send a man to prison for a definite term of years. Society has no business to destroy a man's reputation, health and strength, and then attempt to wash its hands of him. It would be infinitely more merciful to kill him outright at once. Often a penitentiary sentence serves as a course in higher crime, and at the end the offender is turned loose to prey more ruthlessly and more expertly upon his fellow men. There is a wide and growing breach between the theory of our criminal law and the theory and practice of penology. The theory of our criminal law is that every crime has its definite, specific and inevitable punishment. The punishment shall fit the crime is the maxim of the common law. The science of penology, on the other hand, declares that the punishment must be suited, not to the crime, but to the criminal.

What punishment, for example, should attach to the stealing of a horse? By what criteria shall we determine whether the logical punishment shall be death or ten days in jail? Plainly, there is no logical punishment other than restitution of the stolen property or its equivalent. Any additional punishment attached by the law to this particular crime is purely arbitrary and has no justification except in the blind groping of society after a norm of justice. Different communities set up different norms, according to the economic importance of the horse and

the moral temper of the people in the several communities. In the frontier west the penalty is hanging or shooting, or both, until dead, at the discretion of the vigilance committee. In New Jersey the penalty is a maximum of \$500 fine or ten years in prison, or both, at the discretion of the court. Why has the penalty been fixed at this particular sentence? There is logically no connection between a term in prison, be it long or short, and the stealing of a horse. Presumably the prison term of ten years has been hit upon by our law makers in their blind groping because they conceived that such a sentence was the minimum one which would deter individuals most effectively from stealing horses. The principle is wrong, and its results, consequently, most unsatisfactory.

The administration of the criminal law is far more humane than its archaic theory. Recently society has been trying to protect itself by reforming offenders instead of frightening them into the paths of righteousness. The determinate sentence has proven more a menace than a protection to society, but it is the only practical treatment of prisoners so long as we have no adequate, systematic means for reforming them. The indeterminate sentence is the expression of the theory that the punishment should be made to fit, not the crime, but the criminal. It is valueless and impossible unless accompanied by the means of reform. For the reformation of the criminal all-around training is necessary. The most important part in this all-around training is productive work of the right sort—work that requires some brains and some skill. Religious instruction, imparted to idle men, is worse than wasted. Work which is mere mechanical occupation is not reformatory. Faith without work is, indeed, dead, but work without faith is deadly. In like manner intellectual training alone is insufficient. All these different kinds of training must be combined. To the penologist, prison labor is primarily an educative and disciplinary force. It is not an end, but a means—a means for controlling the incorrigible and for reclaiming waste humanity. If in the process the State can recoup itself for its outlay, well and good; but the State should never set up in business as an exploiter of the criminality or the misfortune of its citizens. Any earnings imputable to a prisoner

over and above the cost of keeping him should be turned over, under proper safeguards, to his family, or should be kept in trust for him against the day of his release. There does not seem to be any prospect that the State of New Jersey will be tormented by any such surplus in the immediate future.

If the State is to make any attempt to reform its prisoners it must employ them at productive labor—by preference manual labor. To maintain prisoners in idleness is unspeakable barbarity. The so-called “economic” side of prison labor has monopolized too much attention. The cost to the State of boarding and clothing criminals who make little or no contribution toward their maintenance is not the primary consideration, although this is not unimportant. The matter of first importance is the safeguarding of society, and next the salvation of lost humanity. This is the true economic view of the problem, although it is usually thought and spoken of as the ethical side. Ethics and economics are merely different aspects of the same social phenomena. Every question has both its ethical and its economic aspect. You cannot work out your ethical salvation without at the same time working out your economic salvation. The salvation of a soul from destruction has a money worth to society. The State can well afford to expend large sums in this work. But there is a limit beyond which it is uneconomical and consequently unethical to go. The scientific penologists are sometimes carried away by their enthusiasm and want to set up a \$5,000,000 reformatory plant in order to save a few 30-cent souls. It must be recognized that at least one-half of the inmates of our prisons and reformatories are not savable—at least are not worth saving. The best that can be done with these perverts and weaklings is to render them innocuous, and this can be done most efficiently by keeping them in confinement. They never can be fashioned into pillars of society.

To speak in economic terms, charity is not a free good. It does not exist in superfluity. The ends to which charitable effort shall be directed are not then matters of indifference, since the quantity of charitable effort is strictly limited. Charity, like coal and potatoes, must be conserved and applied where it will do the most good. If more effort is put forth to save prisoners, less will

be available to rescue neglected and delinquent children. To what ends we shall direct our charitable longings is an eminently practical question. It will be answered variously, according to the interests and bias of different charitable workers. There should be unity of purpose and action among the workers throughout the State. Just now there seems to be a chance that a new State Prison may replace the archaic one at Trenton. It would seem the part of wisdom to concentrate effort to secure this much needed change. Less pressing matters may rest, and more pressing matters impossible of realization may likewise rest. If we strike while the iron is hot we may get an up-to-date State Prison in a location reasonably well suited for a prison. We can afford to let the trade schools at Rahway slide for the present. They will come in good time. It surely is vastly more important to secure a modern State Prison in a healthful location, with 2,000 or more acres of land, than to set up trade schools at Rahway.

There are three systems of prison labor which deserve discussion: the contract system, the public account system and the State-use system. The lease system is too brutally barbarous to merit condemnation before this audience. In my opinion no defense can be made of the contract system. Not only because it divides authority over the prisoners, but because it puts them and the State at the mercy of unscrupulous contractors, and in some instances subjects free labor to unnecessarily severe competition. It is undoubtedly true that prison contractors pay much less for the same kind and quality of work than do outside contractors. The effects of this "unfair" competition of prison labor upon prices and wages have been exaggerated by manufacturers, trade unions and by the United States Bureau of Labor. In some lines prison labor has depressed the wage of free labor and the prices of the products of free labor unduly. Theoretically the so-called law of supply and demand governs prices, and the only way by which the price of goods can be forced down is to increase the supply of or decrease the demand for those goods, supposing the money supply to remain the same.

Practically, however, one manufacturer strives to underbid another, and the manufacturer with a prison contract has a big

advantage. In the absence of restrictive legislation, or what amounts to the same, in the absence of the enforcement of restrictive legislation, the prison contractor's business will grow at the expense of manufacturers who employ only free labor. Market prices are disturbed just as they are by the introduction of any process cheapening the cost of production. This disturbance of prices, due to prison labor, has, however, been tremendously overemphasized, as I have said. Of course, if all prison labor were prohibited the prices of articles made in prison would advance because of the curtailment of supply. So, also, if the New Jersey silk manufacturers could induce or compel by law all other silk manufacturers throughout the country to close their mills, the Jersey manufacturers would make a nice fat thing. In some lines of manufacture where the prison-made goods constitute a large proportion of the total supply, it probably is true that prices have been forced down and wages reduced because of the concentration of prison labor in these few industries. This is probably true of the cooperage industry in Illinois and some other unimportant industries. Manufacturers do not, in fact, sell cheap because they can make cheap. I have yet to make the acquaintance of a shoe manufacturer who sells his shoes for \$1 simply because it costs him only 97 cents to manufacture them. He gets as high a price as possible for his goods, and he doesn't advertise the fact that he has prison-made shoes to sell. The prison label laws are not observed, and it was not intended that they should be observed. It is another case in which pliant Legislatures have enacted the earnings of trade unionists into dead-letter laws. Just why the trade unionists should desire these prison label laws is hard to understand, for in so far as they are enforced the prices of the prison-made goods are depressed the lower, and, according to trade union logic, the prices of free-made goods will be affected unfavorably. Most of us who have occasion to purchase the cheaper grades of goods have bought prison-made articles all innocently and paid prices that effectually concealed the exploitative character of the prison contract. If the articles had been labeled we probably would not have bought them. They could have been sold only at reduced prices. These low prices of prison-made goods excite the opposition of both

manufacturers and trade unionists, for, according to their reasoning, the prices of free-made goods are thus forced down, and, consequently, the wage of free laborers. Whatever truth is contained in these criminations, the unsatisfactory situation can be most effectually dealt with by abolishing the whole rotten system of contract prison labor. Whether prices and wages are forced down or not it is certain that under this system the prison contractors are exploiting the misfortune of convicts with the deliberate co-operation and connivance of the State. I do not think prices and wages are affected in many instances, but I am certain that prison contractors' profits are abnormally large.

The State-use system would be an ideal system if always enough work could be provided to keep the prisoners employed. In some States this would no doubt be possible, but it certainly is not possible in New Jersey. If our convicts were employed only in making shoes, clothing, bedding, furniture, etc., consumed in the various institutions, and municipal ash cans, public spittoons, etc., there would not be enough work to keep them occupied one-half of the year, or the whole year on half time. If the State Prison had a two or three-thousand-acre farm, as it should have, the situation would be greatly improved, but even then there would not be sufficient work all the year round, for agriculture is mainly a fair weather occupation. However, I feel that the most important development of prison labor in the future is to be in agriculture. It is healthful labor, demanding brains and sound judgment. The out-of-door life builds up the body while the nature of the work keeps the mind alert and interested.

Official reports have much to say of the virtues of road-making as an employment for convicts. I hope no one will take offense when I venture to assert that official reports invariably give a false perspective. This is not peculiar to official reports. It is true of a number of things, including learned papers read before conferences of charities and corrections. This does not, however, mitigate the fact that official reports give only one aspect of the affair reported and are in so far misleading. Not intentionally and maliciously, of course, but inevitably. There are a great many brutal and shocking features of road-building by convict labor that do not appear in official reports. The only

thing to be said in favor of this kind of labor is its profitableness to the State. Now, the work which brings in the largest net money income to the State may be, and probably is, economically and ethically the most wasteful. The State cannot afford to destroy the souls of men for the sake of keeping down the tax rate. I doubt very much if normal-minded criminals should ever be employed at such work as road-making. Perhaps hopeless criminals can be so employed.

The public-account system has one advantage over the State-use system in that ample employment can, theoretically be furnished for all the men all the time. A greater variety of employment would be possible also. In practice, however, this is not the case. The States which employ the public-account system concentrate upon the manufacture of one or two articles of wide consumption. The system as it is operated has serious defects. In the first place, the concentration of production causes an oversupply and forces down prices. In the second place, the sales are not well managed, so that often a lower price is accepted by the State than is necessary. This system does not, usually, eliminate the contractor; it merely substitutes a contracting buyer for a contracting manufacturer. This is no small gain, but it is not sufficient. Minnesota has eliminated the middle-man contractor in the sale of its prison-made binding twine, but the officials set so low a price upon the State-manufactured twine as to seriously discomode outside manufacturers and dealers. When this meant merely inconveniencing the Binding Twine Trust few people lost much sleep over it. But it seems now that the State is not treating itself, its prisoners or its citizens fairly when it gives its farmers binding twine at less than competitive cost prices. That is the chief difficulty with the public-account system. It is so easy to regard the labor of convicts as slave labor, the cost of which is merely the cost to the State of the convicts' board and clothes.

The ideal system to my mind would be a combination of the State-use and the public-account systems. Let all the articles consumed by the State, whether in its institutions, its departments or its public services, so far as possible, be made within its institutions. Every vegetable and fruit consumed in penal or charitable institutions can and should be grown by the inmates.

Scientific agriculture is destined to be one of the most important educative-reformatory courses to be offered in our penal institutions of the future. There is not the same prejudice against prison-grown potatoes as is manifested in the case of prison-made shoes, shirts, overalls and the like. No farmer's union stands ready to oppose the growing of green corn, cabbages and squashes by prisoners for the general market. Surplus farm products can be easily sold at the prevailing prices without meeting the objection that such products knock the bottom out of the market. I think that all clothing, boots, shoes, bedding, furniture, mats, brooms, brushes and the like, consumed in State institutions, could and should be made in the institutions. A good many of these articles consumed in the State and municipal departments and by public servants should be made in penal or charitable institutions. Of course, there should be complete co-ordination of the work in all of the institutions, State, county and municipal. The Rahway Reformatory might make all the shoes needed by the inmates and officials of all the institutions, State and local, throughout the entire State. They might also make shoes for policemen, and, if it was thought advisable, for trolley motormen and conductors. The State prison might make outside clothing and shirts for the same body of consumers. The county workhouse at Caldwell might make underclothes for as many public consumers as it could supply. By thus coordinating the work, systematizing production and dividing the labor, the greatest possible efficiency and economy would be secured. The surplus products should be disposed of by an official chosen for that purpose, at prices as near as possible to the prevailing market prices for similar goods. Instead of tying a paper tag on a packing case, stating that the goods within were made in the State prison, it might not be a bad idea to stamp each shoe or shirt with the seal of the State. This not for the purpose of condemning them as the polluted product of criminal labor, but as a guarantee of quality and workmanship. In time this stamp would acquire a commercial value like the famous arrow brand or the Stetson trademark. Men would probably become accustomed in time to wearing convict-made leather shoes, bearing the picturesque seal of the State of New Jersey, instead of the papier-Maché and

leatherized pasteboard creations, products of free competition, which turn to shapeless pulp in the morning dew. The prejudice against prison-made goods is due chiefly to the feeling that convict labor is a sort of peonage, existing for the enrichment of grasping contractors who are willing, with the aid of favorable laws and still more favorable officials, to squeeze the utmost farthing from the State and its helpless prisoners. If the State should take over the entire management of its prison labor, assuring considerate treatment to convict and free laborer alike, most of this prejudice would immediately disappear. Trade unionists generally object to all productive employment of convict labor on the ground that it comes into competition with free labor. Even though the products of convict labor should sell at the prevailing market prices, and the competitive piece-price wage be allowed the convict laborer, the objection would still be made that convict labor was competing with free labor, as if, by employing convicts, the State were guilty of bringing a new labor force into being to force down the rate of wages. It must be remembered that the great majority of men under sentence were laborers of some sort before conviction. The courts of law have withdrawn them from the ranks of free laborers. By yielding to temptation they have shown themselves unworthy, or, at least, unable to stand on their own feet and compete as free laborers. By setting them at work producing goods demanded by the State or its citizens, society is but restoring the norm of competition which was disturbed by the withdrawal of these sentenced men from the ranks of free labor. There is no reasonable reason why they should not be obliged to continue earning a living as unfree laborers under the direction of the State. The State has a right to expect that every able-bodied prisoner of sound mind shall earn his keep at least. Anything more that he may earn should be turned over under proper safeguard to his family, or if he has no family, kept in trust for him.

It will be difficult to bring about the desired reforms in our State institutions, penal and charitable. It will be next to impossible to bring about any reform in our county jails and almshouses. These are centers of moral infection. The December number of the *New Jersey Review* contains an editorial from the

*Newark News*, in which it is asserted that illegitimate pauper children are being born within the Burlington county almshouse. One woman has become a mother four times under the beneficent fostering care of this public charitable institution. This condition excites no surprise or consternation in the State. It seems to be the usual state of affairs in South Jersey. It appears as if the taxpayers, voters and officials are afraid lest they should not have the poor with them always, unless the community actively furthers the generation of pauper children in almshouses.

The jails, county and municipal, of New Jersey, as of almost every other State in the Union, are the kindergartens and primary schools of crime. Here young boys arrested on minor charges, or no charges at all, are herded with drunkards, prostitutes, burglars and all sorts of thoroughly bad characters. The jail in New Jersey is the only place of detention for witnesses. As a result young boys or girls, innocent of any offense against the law, may be penned up along with the common herd of hoboos and criminals to their everlasting undoing. The facts are so horrible that one would think a mere statement of them would be sufficient to move the Legislature to abolish the intolerable evil. But the facts have been known for years, and the Legislature gives no sign of moving. It is too busy resting. The county jail is the most thoroughly obsolete barbarism this side of the theory of the criminal code. There is no place for such an institution outside of Ashantee and possibly Turkey. A clean, wholesome place should be maintained for the detention of witnesses and persons awaiting trial. It should be used for no other purpose, and it should be big enough to admit of the segregation of classes and sexes. The probation officer has in some places superseded very largely the jail as a means of detention. This is as it should be. A workhouse should be provided for minor offenders—a workhouse with work attached. At this point appears the need of a general supervision and co-ordination under a State officer of the work of all these institutions. If there be no State law upon the subject, some localities will linger in their present state of primitive barbarism until the crack of doom. The more enlightened counties, if left to themselves, will inevitably compete with each other and with free labor. The workhouse

industries will be much more profitable and much less hurtful to free labor if they are supervised by a State official. The workhouse at Caldwell, New Jersey, could be taken as a model, except for the striped uniforms and the free criminals' Exchange and Scandal Club maintained for female prisoners at county expense. Abolish the contract system and employ the prisoners in making things for the State or on State account, and little will remain to be desired.

Perhaps you will condemn this whole scheme as socialism. I have two replies to this objection. First, it isn't; and secondly, what difference does it make? Surely we have advanced beyond that stage where intelligent men can be frightened from a good purpose by the cry of socialism. It is not sufficient that the State should furnish productive employment for persons under sentence. It should also maintain trade schools for the training of young offenders. Oftentime the knowledge of a trade is the only difference between a criminal and an honest man. The trade schools must necessarily be located at the State reformatories for young offenders, but perhaps the more promising prisoners from the penitentiaries or State prisons could be transferred to a reformatory in order to learn a trade not taught within the prison. This is a question of administrative detail and need not worry us now. It will be time enough to consider this question when we get a new State prison with an adequate area of land, trade schools in all our reformatories and reform schools, and the combination system of State-use and public account to keep our prisoners employed all the time at wholesome, productive and educative labor.

One matter which has, in my opinion, received very inadequate consideration, is the feeding of prisoners. The most virtuous philanthropist in the country would very speedily be transformed into a hardened criminal or translated to another world if obliged to subsist upon the prison fare served in our penal institutions. The badness of the food is due in but small measure to the inferior quality of the food materials. So far as I have observed, the raw-food materials are good enough for men and women who are being maintained by the State. The cooking, however, is a crime. American cookery at its best is none too good. When

you meet it in its institutionalized form it is execrable. Institutional cooking is regarded as slub work, on a par with washing pots and scrubbing floors. There is no sense in providing good, wholesome raw materials to be spoiled by incompetent cooks. The penal institutions which I have visited seem to select their cooks and kitchen helpers by a process of exclusion, those who are unfit for any other labor being employed in the kitchen. I am convinced that it would be possible to feed our prisoners very much better at much less expense if competent cooks were employed. All our efforts to reform the offender by means of religious instruction, intellectual and scientific manual training are rendered difficult or entirely nugatory by bad cooking. We need dietary reform and we need it badly. Not only in our penal institutions, but in our college dining-halls, boarding-houses and in the homes of the people generally. The world is in sad need of a scientific monograph upon the stomach as a generator of crime and insanity.

All that I have said relates to the reform of offenders and delinquents who have been sentenced. This is the least important work in dealing with criminality. It is far more economical and effective to prevent crime so far as it is preventable. This is the work which should command our most earnest efforts. Every available means should be employed to prevent the child from falling into delinquency and crime. Our kindergartens, public schools, church societies, settlement clubs and every other means of prevention must combine to destroy the serpent brood of sin in the egg. Our work of reform after the act, necessary as it is, should not make us forget that here an ounce of prevention is worth a thousand tons of cure.

THE PRESIDENT—I think we must all agree that we have just listened to a paper which in the days to come will bear fruit in our legislative halls. Prof. Meeker has got at the nut in the kernel and sooner or later our reformatories and prisons must meet his demands.

The Chairman introduced Mr. Henry J. Gottlob, of Newark, who read a carefully prepared and splendid paper on "Employer's Liability." Unfortunately Mr. Gottlob gave the only copy

he had to the clerk of a legislative committee and the paper has been mislaid. We are therefore obliged to print the proceedings without it, much to our regret.

THE CHAIRMAN—I take great pleasure in introducing the Senator from Essex, who will address us on the subject of

### Employers' Liability.

BY SENATOR HARRY V. OSBORNE.

SENATOR OSBORNE—*Mr. Chairman, Ladies and Gentlemen:* I was somewhat in doubt as to whether, under the head of "Discussion," I should come to the rostrum or not, but concluded that I had better; in spite of which, however, I hope that you will not think that I am going to keep you any great length of time. One of the reasons that I am glad to speak under such an indefinite head as "discussion" is that I am not obliged to deliver a set speech.

Discussion, however, at this stage of the program comes under the head of "Employer's Liability," and it might not be amiss in view of the fact that there are a great many women present to make clear, in language that is not technical, just what is meant by that term. In fact, the women seem to take much more interest in this conference than the men; from what I have seen of the habits of men recently I imagine that they are spending most of their time at public dinners, and leaving philanthropic and civic efforts to their wives, sisters and daughters.

You probably do not understand as thoroughly as Mr. Gottlob, who has given you a very technical and able discussion of this subject, just what is meant by employer's liability, and in a very few words I would like to make it clear to you. Under the present law an employer is not liable to respond in damages for any injuries which his employe receives in the course of his employment by reason of the negligence of a fellow employe. A hundred years ago, this doctrine of the law was not known. It began somewhat less than seventy-five years ago with the famous *dictum* of the Priestly case, which has been mentioned by Mr.

Gottlob (*dictum* being a legal term for something which one judge says isn't in point, but which some other judge takes hold of and on which he bases an opinion). In the Priestly case an English judge gave forth this *dictum* and Chief Justice Shaw of Massachusetts, some time later when an engineer running a locomotive was killed because a switchman was negligent, reached over to England, took hold of the *dictum*, applied it to the case and originated the rule of the non-liability of the employer for injuries suffered by his employe or the law of employer's liability as we know it in this State to-day. The seed planted at that time has grown like tares in a wheat field. The burden of this doctrine has so oppressed the workingman that society generally has become interested in his plight, realizing the injustice of it, and is groping about to find a remedy. I say "groping about" in a limited sense, and I limit it to the United States, and more particularly to New Jersey, because I believe that New Jersey is not merely a conservative State, but almost a reactionary State in some of the legislation which it enacts or fails to enact.

This doctrine of the employer's non-liability to his employe is a serious one, because of the changed conditions that have come about since it was first promulgated. It was not so bad a good many years ago when almost everything used was made by hand. Spinning wheels produced most of the cloth, houses were scarcely ever built more than a story and a half high, very little modern machinery was used, and the complex conditions under which we now live did not exist; so that, at that time, it was not such a serious proposition.

Since then machinery has been invented, conditions have changed, but this doctrine has remained just where it started. It has stood still. We have outgrown this barbarous system which puts the whole burden of an accident upon the back of the workingman, the man who can least afford to bear it, and that is the whole meat of this subject.

Who is to bear the burden of industrial accidents, and how is it to be borne are the vital questions. This doctrine as applied to-day is not sensible, reasonable or just. The law to-day says that where two men are employed by the same employer, although one of them has nothing to do with the hiring of his fellow, has no

control over him, perhaps has never seen him; if he is injured by the act of that fellow workman, he cannot recover a dollar of compensation. Is that fair? Is that right, or is it just?

That is merely one of the doctrines. There is another, the doctrine of contributory negligence; and that means briefly this: of the one hundred per cent. of elements that go to make up an accident, if the workingman's negligence contributed but one per cent. and the employer's negligence contributed ninety-nine per cent., the employe could not recover a dollar.

So throughout the administration of the law on this question we find every one of these doctrines resolved always and invariably in favor of the employer and against the workingman—all because of this little start of many years ago, the influence of which has grown until it has become so overwhelming that it is almost impossible for the workingman to go into court to-day and secure adequate compensation for injuries received in the course of his employment.

As applied to any individual workingman placed in this position the present law must seem to work a great injustice, but it has a broader aspect, and that is in its relation to society. Here we have an industry that is producing any commodity which is in common use. The industry must bear the burden of the cost of the factory, of the machinery, of the tools, of every element that goes into the production of an article. Now the question is why should it not bear the inevitable results of the accidents which are necessarily incident to its production? You cannot go on in modern times and under modern systems with human beings to operate these factories without some accidents. No man is perfect. These accidents will happen, and it is not to be presumed that a man wilfully attempts to commit suicide or that his employer is trying to murder him.

In almost every case it is an accident, pure and simple. Under the conditions of to-day the entire burden of such an accident falls upon the man who can least afford to bear it, and not only on the man, but on his wife and his family. In the end he doesn't bear it; he can't bear it, for he has no money. In the last analysis the public must bear it.

Now, which is better, to add this expense to the cost of production, and let the public pay it in that way in such amounts that they will never feel it, and save the man's self-respect and the self-respect of his family, or to degrade him by making a pauper of him and compelling society to support him and his family through its charitable institutions?

Which is the right way to do this thing? Which is the humane way to do it, and how should it be done?

As Mr. Gottlob has outlined to you, almost every country on the continent has an employer's liability act; most of them not of this kind, but a workingman's compensation act based on the Prussian law passed thirty or forty years ago, which absolutely fixes the amount of the compensation to be paid to the man, or if he is killed, to his family, apportioning a specific amount for each child of a given age, and providing that the employer, no matter how the accident was caused (except it be by wilful negligence), must pay the amount fixed by law.

That act has done more to raise the standard of industry and labor in Germany than anything else that has ever been done there. The influence of that act has spread over all the continent of Europe. England, which once had the same doctrine that we have to-day, has adopted a workingman's compensation act along the lines of the German law; but I do not believe as a practical proposition that we are quite ready for that yet. We must move forward, but we shall have to do step by step.

The first step should be an employer's liability act along the lines of the Federal statute, which will abolish the most pernicious of the doctrines that we are still clinging to here, and perhaps the next step will be a compensation act, so that the workingman can take his choice. We should try to get such legislation as this. Several bills of more or less merit have been introduced into the Legislature this session. I think all of them are intended to produce good results, and if we only get a fair start it will be something to build on, and where the women can help is to use such personal influence as they may have with such members of the Legislature as they may know. Get the legislators to consider this matter seriously and to look at it from a broad-minded point of view.

Perhaps the answer will be that it is unfair to the employer, but that isn't so, because the employer doesn't have to pay the expense of these accidents in the long run. He charges it against the cost of manufacture just as he does any other element entering into the cost of production. He can protect himself by liability insurance against the financial result of any accident of this kind. If such a law were passed that is what the employer would do. The result would be that he would add the cost of such insurance to the cost of production.

If an employer did not desire to do this, he could improve his factory so that the liability of accidents would be very much reduced; and when conditions are such that the employer knows he cannot escape liability for an accident through a technicality, the chances are that he will take very good care that the men in his shop are not subjected to many of the little dangers which often produce big accidents.

For instance, I remember reading recently of a case in Chicago where, for thirty cents, a little set screw in a revolving shaft might have been sunk into the shaft. It was not done, and a workingman going by had his clothing caught on this rapidly revolving screw, his arm was torn off, and he was crippled for life. Now, when we have a law that will compel the employer to make good for such injuries as that, just so soon he will spend the thirty cents and put the set screw where it belongs; and when we have such a law, the man running the locomotive will not be debarred from receiving compensation because a switchman whom he never saw, and over whom he had no control, happened to be negligent and left open his switch, but he will be able to go into court and say to the employer, "You are responsible for this accident, and I should be compensated." Or, if he had been killed, his family will have that right. That is what we are aiming for.

I am unable in so short a time to cover this subject as fully as I might, or as fully as I would like to, but I hope that I have presented the matter to you in these few words in such a way that you will at least understand what this subject means to the workingmen of this State; and you must not forget that most of the people in the State work, and most of them work with their hands, at some

occupation or other; and it is the duty of the State to protect and take care of its people. It is all well enough to say, "Well, you didn't have to keep that job. You could have given it up, if it wasn't safe." That is very good as a theory, but it isn't a practical proposition. Everybody knows that men can't give up their jobs. They have to eat, and their families have to be fed, and it is practically an absurdity for a judge in these times to sit upon the bench and hand that theory out to a man who comes into court for justice, as an excuse for turning him out of court. Just so long as there are more men than there are positions, just so long it will be impossible for him to accept or to act on the theory of the law that if he doesn't like it he should get another job. If legislation can relieve the situation there is little excuse for not enacting it.

THE PRESIDENT—If these words of our Senator from Essex have not already made an impression upon you, I suggest that you visit the hospitals located in the industrial section of your city and interview the physicians and nurses in charge. Then visit the homes of the victims of industrial accidents, and know for yourselves how great is the resulting sorrow and poverty. New Jersey is a manufacturing State, and the cry is loud and insistent for a practical and adequate employers' liability law. In the meantime, and until we get such a law, I respectfully suggest to the labor unions of the State of New Jersey that they urge upon their people the necessity for using every protective device which the employer provides. I know of several cases where the men have been provided with protectors of one kind or another, but because they become indifferent or careless, because they were willing to take chances, they have become seriously and in some cases fatally hurt.

Before we adjourn, I want to say a personal word of thanks to the officers of the 1909 Conference, and to those who have stood by me so nobly and so well in the effort to make the Conference a success. Rarely have a President's hands been held so high as mine. I have never asked one thing from anyone but that it was cheerfully and splendidly given. I cannot say more than that I thank you all and greatly appreciate your help and co-operation.

The Eighth Conference stands adjourned.

Registration.

Total number of different persons who registered, .....	378
From Atlantic City, .....	5
From Arlington, .....	2
From Belmar, .....	3
From Brookdale, .....	2
From Camden, .....	4
From Clarksboro, .....	2
From Clinton, .....	2
From East Orange, .....	6
From Elizabeth, .....	8
From Englewood, .....	8
From Hightstown, .....	2
From Hoboken, .....	6
From Jamesburg, .....	8
From Jersey City, .....	12
From Lambertville, .....	5
From Madison, .....	3
From Montclair, .....	14
From Newark, .....	63
From New Brunswick, .....	2
From New York City, .....	12
From Nutley, .....	4
From Orange, .....	6
From Passaic, .....	5
From Paterson, .....	9
From Pennington, .....	3
From Perth Amboy, .....	3
From Plainfield, .....	15
From Philadelphia, Pa., .....	2
From Princeton, .....	11
From Rahway, .....	4
From Secaucus, .....	2
From Somerville, .....	2
From Tevose, Pa., .....	2
From Trenton, .....	114
From Vineland, .....	2
One delegate from each of the following places: Asbury Park, Bayonne, Berlin, Beverly, Blackwood, Chicago, Ill., Cranbury, Dover, Elwood, Glenu Gardner, Haddonfield, Hopewell, Lawrenceville, Mt. Holly, New Lisbon, Norwich, Conn., Port Norris, Ridgefield Park, Riverside, Smith's Landing, Townley, Verona, Westfield, West Orange, Yardville, .....	25

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Clergy, .....	28
Universities, schools, etc., .....	23
Leagues, clubs, settlements, .....	45
Associated charities, charity organization societies, etc., .....	43
Reformatory work, .....	27
State Charities Aid Association, .....	4
Child saving work, .....	31
Schools for Feeble Minded, .....	4
Woman's Exchange, .....	2
General hospitals, .....	2
Probation officers, .....	8
Commissions, bureaus, etc., .....	14
Relief societies, .....	5
Rescue work, .....	8
Prevention and relief of tuberculosis, .....	5
Care of Insane, .....	7
Prisons, penitentiaries and jails, .....	9
Almshouses, .....	11
Overseers of the poor, .....	8
Boards of freeholders, .....	6
Homes for the aged, .....	6
Police justices, .....	1
Commissioner of Charities and Corrections, .....	1

— 378

*Note*—A number of persons who occupied seats in the gallery did not register.

Treasurer's Report

Of Contributions to the New Jersey Conference of Charities and Correction  
for 1908-1909.

Mrs. Anna E. Reed, Somerville, N. J. ....	\$5 00
Rt. Rev. James A. McFaul, Trenton, .....	10 00
E. R. Johnstone, Vineland, .....	5 00
Herber H. Beadle, Bridgeton, N. J., .....	1 00
Rev. D. Stuart Hamilton, Paterson, .....	5 00
Rev. A. C. Nickerson, Plainfield, .....	2 00
Franklin Murphy, Jr., .....	10 00
William S. Tyler, Plainfield, .....	5 00
A. C. Aborn, Orange, .....	5 00
Wm. Reade Howe, Orange, .....	2 00
Mrs. C. B. Alexander, Hoboken, .....	50 00
A. W. McDougall, Newark, .....	2 00
George B. Wight, Trenton, .....	10 00
Miss Agnes Anderson, Jersey City, .....	2 00
Samuel Lobsitz, Nutley, .....	25 00
Bleecker Van Wagenen, South Orange, .....	50 00
Palmer Campbell, Hoboken, .....	5 00
Balance of amount collected by local committee, Jersey City, .....	8 50
Charles F. Currie, Blackwood, N. J., .....	2 00
Ernest R. Ackerman, Plainfield, .....	10 00
Bishop Edwin T. Lines, Newark, .....	5 00
Everett Colby, East Orange, .....	25 00
Thomas McEwan, Jr., West Hoboken, .....	3 00
Miss Kathleen Ryder, Plainfield, .....	3 00
Mrs. Dexter Tiffany, Plainfield, .....	5 00
Henry M. Maxson, Plainfield, .....	1 00
Miss Ella H. Mellick, Plainfield, .....	2 00
John C. Kalleen, Jamesburg, .....	5 00
Mrs. M. Flanigan, Jersey City, .....	1 00
Mrs. H. B. Read, Newark, .....	1 00
James S. Higbie, Newark, .....	10 00
Mary B. P. Garnett, Hoboken, .....	5 00
Rev. Francis A. Foy, Nutley, .....	10 00
Miss Katherine P. Duncan, Newark, .....	2 00
Mrs. E. A. Ransome, Jr., Jersey City, .....	2 00
Mrs. F. T. Johnston, Newark, .....	2 00
Rt. Rev. J. J. O'Connor, D.D., South Orange, .....	5 00
Rev. John H. Fox, Trenton, .....	2 00
Misses Tweedy, Plainfield, .....	3 00
Wilson Farrand, South Orange, .....	5 00
Miss J. Conover, Princeton, N. J., .....	1 00

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Benjamin Atha, Newark, .....	\$5 00
Alfred T. Skinner, Newark, .....	5 00
Josiah C. Pumpelly, New York, .....	2 00
Frank D. Loomis, Newark, .....	1 00
Miss A. A. Buffington, Madison, .....	50
Miss Mary G. Hawkes, Summit, .....	2 00
Walter Kidde, Montclair, .....	5 00
Miss Louise B. Swayze, Newark, .....	1 00
Miss M. J. Conklin, Newark, .....	1 00
B. Van D. Hedges, M.D., Plainfield, .....	2 00
Patrick Mallon, Brooklyn, .....	1 00
Mrs. Robert Spencer, Orange, .....	1 00
George W. King, M.D., Secaucus, .....	5 00
Miss Mary McKeen, Trenton, .....	1 00
Miss Frances E. Leitch, Brooklyn, .....	1 00
Rev. Robert C. Hill, Summit, .....	1 00
M. H. Kinsley, Hoboken, .....	2 00
Mrs. J. M. Hewlett, Trenton, .....	1 00
Miss L. M. Lindsley, East Orange, .....	1 00
W. H. Yeomans, Paterson, .....	2 00
R. P. Fuller, Vineland, .....	5 00
C. E. Bertholf, Trenton, .....	50
Miss Elsie Gordon, Cranbury, .....	1 00
Mrs. Annie Milne, Newark, .....	2 00
William F. Day, Newark, .....	2 00
J. Doull Miller, Plainfield, .....	3 00
Carl Heller, Verona, .....	2 00
Wm. S. Tyler, 20 Church street, N. Y., .....	10 00
Edw. H. Horwood, Hoboken, .....	2 00
E. H. Goldberg, M.D., Kearny, .....	1 00
Mrs. F. C. Jacobson, .....	10 00
Mrs. S. P. Leeds and Mrs. Sarah Leeds, Atlantic City, .....	5 00
Miss Alice Conover, Princeton, .....	1 00
Miss Hamburger, Newark, .....	1 00
Miss R. E. Allenson, Gardville, .....	1 00
Mrs. Francis Pell, Newark, .....	1 00
Miss Paula Laddey, Newark, .....	1 00
A Friend, .....	1 00
A Friend, .....	1 00
Unknown, .....	3 00
Mrs. E. R. Ferrall, .....	1 00
Franklin Murphy, .....	50 00
Wm. Fellowes Morgan, .....	25 00
Balance of State appropriation after paying for printing the pro- ceedings, .....	43 95
Governor's Emergency Fund, .....	200 00

\$726 45

DISBURSEMENTS.

Letterheads, envelopes, treasurer's slips, slips giving synopsis of Conference, booklets of what the Conference is, advance programs and final programs, .....	\$241 79
Postage in sending out the 1908 Proceedings, and in sending out letters of invitation, advance programs, etc., 1909 Conference, .....	262 65
Expressage through the year, .....	6 20
Typewriter ribbon, carbon sheets, etc., .....	3 00
Telephone calls out of town, through the year, .....	8 40
Transportation—4 trips from Newark to Trenton, and transportation of out of town speakers, .....	21 00
Mimeographing letters of invitation and addresses, and copies of addresses delivered at the Conference and sent to newspapers, ....	75 84
Stereopticon equipment, .....	8 00
Expenses incident to the exhibit, .....	14 10
Stenographer's fees in reporting the proceedings, .....	69 80
Services of stenographer for the President, .....	3 50
Plants and flowers at Trenton during the Conference, .....	2 75
Amounts disbursed, .....	<u>\$717 03</u>
Amounts collected, .....	\$726 46
Amounts disbursed, .....	717 03
Balance, .....	<u>\$9 42</u>

JOHN A. CULLEN,  
*Treasurer N. J. Conference  
 of Charities and Correction.*

May 1, 1909.

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